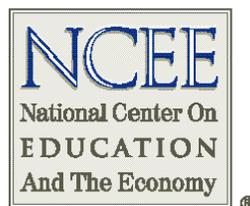


The Training and Development Agency for Schools
A political history of the challenges faced by the government in
improving teacher training provision in England: 1990-2005

Adrian Ellis

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IN IMPROVING TEACHER TRAINING PROVISION IN ENGLAND: 1990-2005**

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FOREWORD

Throughout the 1990s, England faced a severe teacher shortage¹, as well as a marked lack of public confidence in the quality of those teachers who were choosing to enter the profession. The British press reported stories of schools being unable to fill teacher vacancies, with only a small percentage of those who did apply for jobs coming from the elite “Russell Group” of Universities – a group of 19 of top ranking British Universities². By 2004, however, the supply crisis had been solved in almost all subjects³, with the largest intake of newly qualified teachers for thirty years. Final-year undergraduates in 2005 nominated teaching as their first choice of career – for the first time ever, with 14.2% of those surveyed choosing teaching. Furthermore, 54% more people coming into teaching this year are from the Russell Group of elite universities compared with 1997.⁴

Since 1990, teacher training in England has been transformed, both in terms of the supply of new teachers entering schools, and the quality of the training provided. This paper is the story of how England managed this remarkable transformation.

The number of graduates entering teacher training in 2004 was almost 50% higher than it was fifteen years previously. This is partly, but by no means entirely, attributable to the expansion of Higher Education in England over the period. Competition for graduate careers – both with the private sector and other public service careers – has become tougher as the number of graduates entering the labour market has increased, especially over the 10-year period of

¹ It is difficult to quantify the exact nature of this shortage, although widely recognised in media reports at the time and supported in this report by interview-based evidence. It affected secondary, rather than primary education (where there has consistently been more applicants for training than teacher places). While we know that supply was substantially (almost 50%) less than it is today, the supply crisis came about before the introduction of a more rigorous “targets’ culture”, imposed by the Labour Government in 1997. Although few would dispute it, there are disagreements as to the extent of the secondary education teacher supply shortage in the early-mid 1990s. This is in no small part due to the fact that the Government placed less emphasis on supply as they did on quality of provision in the early 1990s.

² The Russell Group of universities is used as a proxy for the top ranking British universities: it includes all of the top six ranked universities in The Times 2006 list. The full list and their 2006 rankings can be found in Appendix B.

³ There are still shortage subjects – such as Mathematics and Physics – which merit special attention. The supply has matched, but not outstripped demand. The aim is not to produce many more qualified teachers than there are vacancies.

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sustained economic growth from 1995-2005. The teaching profession has risen to the challenge.

In that fifteen-year period between 1990 and 2005, the quality of teaching provision has improved substantially. The number of training providers receiving A and B grades following independent inspection (the highest possible grades) is over 80% today, compared to just under 50% in 1995 when the grading system was introduced.

There have been three distinct phases which have brought about this transformation in both supply and quality of teacher training provision:

1. The reforms of the Conservative Government of 1988-1994 – a period of increasing intervention by central government, including the introduction of a National Curriculum for schools, the creation of the Office for Standards in Education (an inspection agency), and the establishment of school league tables, culminating in the three Education Acts of Parliament in the years 1992-4.

During this period, teacher training operated as a supplier-led system, with universities and other HE training providers determining the quality and content of courses, with little direct attempt to manage demand or training standards, despite the growing interventions in teaching standards.

2. The creation of the Teacher Training Agency (TTA) in the Education Act of 1994 – a non-departmental public body to fund teacher training. The TTA established a managed market for initial teacher training provision, engaging schools much more and diversifying routes into teaching. The TTA linked performance of providers to funding for the first time and funded all courses at the same rate.

The first five years of the TTA were notable for the successful establishment of the market and quality framework, as the centre vigorously imposed its standards on providers in an effort to drive up the quality of provision.

3. The reforms of the Teacher Training Agency from 2000-5, following its five year review in 1999. A new priority was placed on teacher recruitment and the TTA was successful

⁴ Times Educational Supplement, 07/09/05

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in driving up standards more flexibly, without changing the quality framework established during its first phase. There has been increased emphasis on post-qualification training and the encouragement of “school teams” – an attempt to contextualise and better understand the roles of teachers within the wider schools’ workforce, including teaching assistants, catering and ground staff, voluntary community networks and parent associations.

This report tells the story of these three phases, and describes the political battles which were fought along the way, as teacher training has been reformed and the status of teaching as a career has improved.

In 2005, the Teacher Training Agency was expanded to form the Training and Development Agency (TDA) – a non-departmental public body responsible for all training in schools in England, including that for support staff and continuing professional development for existing teachers. Ruth Kelly, the current Secretary of State for Education has called the TDA “my modernising agency”⁵ and 2004’s intake of newly qualified teachers was described by the former Head of the Office for Standards in Education (OfSTED), the independent inspectorate, as “the best ever”⁶.

Despite such recent success, reforming and improving the ways in which teacher training is managed, funded and delivered in England has been by no means straightforward. The years 1990-2000 in particular are notable as a period of confrontation, as a number of bold (and, in many cases, ultimately successful) reforms took hold, which many teacher-training providers resisted. Throughout those years, a shortage of new teachers in some subjects grew into a national supply crisis. This caused a media storm and led to the TTA re-focusing its remit in

⁵ Rt Hon Ruth Kelly MP, Secretary of State for Education and Skills, speech to launch the TDA, September 2005

⁶ David Bell, former Chief Executive of OfSTED, OfSTED annual report 2004-5. David Bell is now Permanent Secretary, the most senior civil servant, at the Department for Education and Skills.

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2000, as it took a more direct role as a recruitment body. A successful marketing campaign – combined with the extra investment provided by the Labour Government – has since addressed this shortage, so that 2004 saw the largest intake of new teachers in England for thirty years.

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1. INTRODUCTION: TEACHER TRAINING IN THE 1980S

The establishment of the control model

In the early 1980s, teacher training in England took place exclusively in Higher Education institutions, with limited school-based training organised by the providers. Principally traditional universities, what were known as “polytechnics” (centres which provided vocational training courses as well as traditional academic courses) and colleges of higher education, these institutions received funding for places from the central government funding bodies, with no automatic link to performance. Although questions were asked of providers by funding bodies, there was no direct quality control by central Government; neither was there much scope for schools to influence the influx of new teachers into the staff pool. It seems remarkable now, twenty years later, when there are established quality frameworks, regular independent inspections by the Office for Standards in Education and agreed national standards, but teacher training providers in the early 1980s had relatively few external regulations with which to contend.

Under Margaret Thatcher’s leadership, the Conservative Government began a pattern of increasing interventions in state education in the mid-1980s. The pattern was familiar from other areas of government, such as Health⁷, and the logic for doing so was clear – some poorly performing schools; a pupil drop-out rate at 16 significantly higher than the European average; and representatives of employers complaining of a lack of skills in entrants to the workforce. A groundswell of opinion began to form, putting forward the argument that radical reforms were needed to drive up standards. The Government intervened to set and impose national standards, withdrawing a great degree of independence from schools and local authorities, and creating a “control model” which would remain in place. The most important development was the establishment of the National Curriculum in primary and secondary education in the Education Act of 1988. The Act marked a radical departure, and symbolised a centralising tendency which persists today.

⁷ In 1988-1990 Health Secretary Kenneth Clarke went to “war” [interview with Kenneth Clarke, C. Ham, *The politics of health reform, 1988-1997*, King’s Fund: 2000, p.10] with the British Medical Association, to reform the National Health Service (NHS). Clarke’s reform agenda culminated in the establishment of the NHS “internal market” in 1991, the most radical change to the NHS management structure since

1. Introduction: teacher training in the 1980s

At the time, teacher training⁸ was not at the top of the public policy agenda, although recent reforms had been imposed on providers of teacher education. The creation of the Council for the Accreditation of Teacher Education (CATE) in 1983 was intended to monitor teacher education in England and Wales, however, as a body CATE had no strong reform agenda. CATE received applications for accreditation from providers of teacher training and operated as a traffic light organisation, with a relatively light touch for those who failed their accreditation. The Government's Circular 3/84 set out criteria which courses of training had to satisfy if they were to be accredited. All providers either received the go-ahead or instructions for those areas where they were not meeting requirements. Courses were reviewed by a Council of academics, teaching professionals and employer representatives who had available the reports of institutional visits by Her Majesty's Inspectorate – inspections carried out on a voluntary basis. There were no real levers for performance improvement, with no formal quality assessment. Described as a “step change” by those involved in teacher training provision at the time, and resisted by many in the HE sector, in reality the Council for the Accreditation of Teacher Education's powers and procedures came to be seen as a relatively benign precursor for much more radical intervention from the centre. There was, however, some controversy about the criteria which required staff responsible for teacher education courses to return to the classroom for specified periods in order to renew their professional experience. CATE's powers and procedures derived solely from the Criteria set out in Circular 3/94. The Council was supported by a team of no more than half a dozen civil servants from within the Department of Education, and operated on a modest budget. At a later stage, local and regional committees were established to undertake initial oversight of courses, and it was decided that the basis of accreditation should move from individual courses to institutional programmes. But CATE had no remit for reform beyond what was required to implement the Criteria.

Following the imposition of a new national framework for schools, it was probably only a matter of time before the quality of teaching would come under the microscope of the policy-

its founding. By the time of the 1991 Health Act, Kenneth Clarke had moved to the Department of Education and Employment.

⁸ There has been, and continues to be, much debate about whether teachers are “trained” or “educated”. For the purposes of this report, references will be made to teacher training, as opposed to teacher education. The training of teachers is understood as the development of practical, professional skills in the classroom, building on the subject education acquired by university graduates.

1. Introduction: teacher training in the 1980s

makers in Whitehall⁹ and Westminster. As the decade wore on, pressure grew on the government – from representatives of business and industry, complaining of a lack of adequately skilled school leavers, as well as from school heads – that the standard of initial teacher training in the UK was not good enough. One education minister after another was lobbied to consider reforms that would withdraw some of the freedoms from the teacher training institutions and make their funding contingent on a proven track record of success. The issue was not simply the quality of the training, but also the status of the profession and its attractiveness to new graduates.

In the United Kingdom, most secondary school teachers complete a first degree in a specialist subject and then complete a post-graduate certificate of education (PGCE), taught by universities.¹⁰ The PGCE was a necessary qualification for teaching in secondary state education¹¹, but not in the private sector, where bright university graduates could go straight into paid employment and be trained on the job by senior members of staff. Some political commentators argued that in order to make teaching more attractive to both new graduates and mature students, more time needed to be spent in the classroom and less time in the lecture theatre. “Learning by doing” was the essence of the idea, with some universities pioneering experimental approaches in this area. For instance, the University of Oxford ran an internship programme which involved PGCE students preparing for work in secondary schools spending at least 50% of their time in local state schools, learning the practical skills which teachers can only gain by experience.

By the end of the 1980s, a right-wing political consensus had formed: restructuring teacher training was necessary to manage and improve performance. The relative success of the National Curriculum and other initiatives from the 1988 Education Act had given policy-

⁹ Whitehall is a street in London, which runs off Parliament Square in Westminster and is home to a number of Government departments. “Whitehall” is used as a synonym for the Civil Service.

¹⁰ The use of the word “most” here is worth commenting on – in some cases, particularly in shortage subjects such as maths and physics, it is not uncommon for new teachers to have taken a degree in a different, although often related, subject.

¹¹ Until recently all new teachers in secondary schools had to have taken a Post Graduate Certificate of Education – this has been reformed, for example, in the case of the Graduate Teacher and Teach First programmes, which are discussed in chapter 6.

1. Introduction: teacher training in the 1980s

makers confidence that reforming teacher training to improve standards was achievable.¹² As so often is the case with such groundswells of opinion, political instincts found their expression in anecdotal evidence – real-life stories picked up by the media – but there was little hard evidence with which to assess the effectiveness of teacher training provision. With no quality framework in place, it was not possible to build a compelling case for maintaining the status quo, and the clamour for reform grew ever louder.

¹² There has been a curious separation in policy between initial teacher training and recruitment and the content of teaching in schools; the newly expanded Training and Development Agency for Schools is only now taking an integrated “workforce development” approach.

2. **TEACHERS MISTAUGHT? CENTRAL GOVERNMENT INTERVENES: 1990-1994**

The break up with the past is remarkable. Only 10 years ago Britain was the only country in Europe that did not have a national curriculum and in which nothing was decided from the centre... With the arrival of the pugnacious Mr Clarke at the Department of Education in 1990, the position changed. He pushed through a series of changes to strengthen Whitehall's control.

[Judith Judd & Ngaio Crequer, The Independent, 2 August, 1992]

The Conservative Government began the new decade as they had ended the previous one: with bold reformist and centralising tendencies. Kenneth Clarke became Secretary of State for Education in 1990, fresh from shaking up the Department of Health, and with a reputation as not one to shy away from a challenge. At the turn of the decade, the training of teachers continued to be monitored through the Council for the Accreditation of Teacher Education. However, criticisms mounted in 1990, typified by the publication of an influential report by the right wing think tank, the Centre for Policy Studies (CPS).

Set up by former Prime Minister Margaret Thatcher and Keith Joseph in 1974, the CPS is an independent policy review organisation (although avowedly right-wing in most of its publications), which had very close ties to the Conservative Government of 1979-1997. In June 1990 Dr Sheila Lawlor, a new Director at the CPS, made her mark on the national press with the publication of her paper, *Teachers mistaught: Training in Theories or Education in Subjects?* The title reveals the tension between the concepts of training and educating teachers which has caused so many discussions among educational theorists. Dr Lawlor's paper was not only concerned with such distinctions, however. She wanted sweeping reforms of how teachers were prepared for the classroom, advocating the abolition of the PGCE and the Bachelor of Education degree (B.Ed), and the immediate transfer of all teacher education (the word Dr Lawlor preferred) to schools, and the closure of university education departments. Dr Lawlor argued that university graduates should go straight into schools as trainee teachers, and be taught on the job by senior members of staff. In effect, she was advocating the adoption of a model used in the independent sector, where top (often Oxbridge) graduates were recruited by traditional private schools as they completed their

2. *Teachers mistaught? Central government intervenes: 1990-1994*

finals. Three months later, they would start teaching with no formal qualifications or teacher training, other than their Bachelor's degree in a specialist subject.¹³

Dr Lawlor saw the teacher training provided by university education departments as a 'one size fits all solution' which was failing on two fronts. First of all, not enough graduates were being attracted to the profession; secondly, the quality of training was inadequate. There is no doubt that there was a shortfall of bright graduates opting for a teaching career; it is also true that the absence of any quality framework for providers allowed some poor performing university education departments to produce ill-prepared new teachers, to the dismay of school heads. Where perhaps her proposals were more controversial were in the detail of her diagnosis and in her suggested solutions.

Dr Lawlor argued that teacher training was concentrating on "modish" aspects of education, such as sociology and psychology, rather than expert subject knowledge. Her recommendation to reform this approach and shift focus back to subjects was supported by others outside the conservative policy world in which she operated. Another element of her criticism was that graduates were put off by attempts:

to impose one teaching method on all: to reduce the individual subject to the lowest common denominator of skills to be shared with other subjects.

In Dr Lawlor's view, teachers should be educated, not trained: a good teacher is passionate about their subject and should be able to articulate that passion to pupils. Training was, in her eyes, a dangerous and reductive practice, which would lower educational standards.¹⁴

Teachers' mistaught? received a lot of press coverage in the summer of 1990, notably the following leader article in *The Times* (of London), supporting Dr Lawlor's position:

The charge that education departments and colleges have thwarted the intentions of the 1980s reforms is convincing. The post-graduate certificate, though ostensibly

¹³ Historically, independent schools such as Eton and Harrow had taken advantage of links with Cambridge and Oxford colleges to offer jobs to high-achieving new graduates, straight out of university. This practice is less common today, but still persists.

¹⁴ As mentioned in the Introduction (footnote 4), there is a continuing debate among educationalists about the difference between teacher training and education. Dr Lawlor remains firmly on the side of the fence marked "teacher education". However, the Government is on the other side of the fence, and regards "professional training" as apposite for teachers as it is for doctors and lawyers.

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helping the Government to its aim of a full graduate profession, does so only by a change of nomenclature: the old training colleges now offer degree status without reaching the standard of a university degree.

Bachelor of Education courses are distinguished by an equal absence of rigour. Time which could be spent on giving future teachers a grounding in core National Curriculum subjects such as English or Mathematics is dissipated on such non-academic pursuits as dance or movement. There is a continuing and questionable emphasis on “special needs”, “multicultural” education and “gender”...

If the momentum of the Government’s educational reforms is to be maintained, further changes must take place [...] These proposals are sound.

[*The Times, Leader Comment, 11 June 1990*]

This opinion piece is significant as it is rare for a national broadsheet to dwell on the policy detail of training and education of teachers. The spotlight was now placed firmly on teacher training: The Times’ call for urgent reform could not have been clearer.

Reaction to *Teachers Mistaught*

The National Union of Teachers described Dr Lawlor’s proposals as an attempt to “get quality on the cheap” and defended the PGCE as “one of the hallmarks of high quality”.¹⁵ Providers of teacher education defended themselves more vigorously. In a article entitled *Academics Hit Back*, published in The Times¹⁶, a statement signed by 69 professors of education refuted the charge that they imposed the same style on all subjects and argued that the importance of developing school-based training was already being addressed:

We place great emphasis on the school-university partnership. It was research and development work in our universities which led to the growth of school-based training and the articulated teacher scheme¹⁷, (in which graduates will be taught on the job in schools) is the logical outcome of these endeavours.

The Government, however, was not convinced that enough was being done. The increasing birth rate, combined with increased staying-on rates in schools, meant that the pupil

¹⁵ NUT press release, Press Association, 12 June 1990

¹⁶ *Academics Hit Back*, The Times, 2 July 1990

¹⁷ The articulated and licensed teacher schemes were initiatives to attract graduates into teaching as a second career, with training on the job provided by schools.

2. Teachers mistaught? Central government intervenes: 1990-1994

population was rising, and not enough new teachers were entering the system. Furthermore, the poor quality of teachers was being raised as an issue outside Westminster and the world of the think-tanks: head teachers were becoming increasingly vocal about the problem. In August of 1990, the Secondary Head's Association (SHA) commissioned a survey to highlight the shortage of suitably qualified staff for all 10 subjects newly compulsory for schools under the National Curriculum. John Sutton, general secretary of the SHA at the time, was quoted in *The Sunday Times*:

The situation causes us great concern. Obviously some teachers can adapt well, but on the whole we are looking at a lot of fudging and patching to keep things going.¹⁸

Meanwhile, Dr Lawlor was continuing to champion reform, describing the existing set up as “worse than useless”¹⁹ in the same article. The call for reform was growing louder and the Government was listening – it was not long before it decided to act.

The Government's reaction

To understand the political motivations for teacher training reform, which culminated in the Education Act of 1994, we need to look at the personalities involved. At the turn of the decade. John MacGregor was Secretary of State for Education, at a time when both the Conservatives and Labour were placing a greater emphasis on education policies. Attacks on the Government by Dr Sheila Lawlor and the CPS did not strengthen his position.

In November, Mrs Thatcher replaced John MacGregor at the Department for Education with, Kenneth Clarke. A Cambridge-educated former barrister, Mr Clarke was heralded in the press as the right man at the right time. He was given a mandate to drive through reforms more aggressively than his predecessor. Mr Clarke had recently shaken up the Department of Health, challenging the General Medical Council and setting in motion the Health Act of 1991, which ushered in a market in the National Health Service. He took to his new role with equal vigour.

¹⁸ *Schools alarm over low-calibre staff*, by Michael Durham and Caroline Lees, *The Sunday Times*, 26 August 1990

¹⁹ *ibid.*

2. Teachers mistaught? Central government intervenes: 1990-1994

Soon after Kenneth Clarke was appointed Education Secretary, Margaret Thatcher resigned as Prime Minister. Following a leadership contest within the ruling Conservative Party, John Major was elected Prime Minister. He made his personal commitment to education clear, expressing his support for a new programme of inform, to include more schools-based teacher training. Andrew Adonis, who later became an education advisor to Labour Prime Minister Tony Blair, described the new education priorities in an article for *The Financial Times* in April 1991:

Last November's changing of the guard at Downing Street and the Department of Education has put education reform back to the top of the agenda. Mr John Major sees it as the key to his 'classless society', and Mr Kenneth Clarke, the new education secretary, is keen to respond.

Among the suggested reforms are an extension of the current articulated and licensed teacher schemes, and provision for schools to receive money to train teachers directly. The intention is to increase the supply of teachers and improve their training.²⁰

Mr Clarke announced a review of teacher training and, in interviews and speeches, he made it clear that he was inclined to increase school-based teacher training. He also demonstrated a willingness to challenge the Higher Education sector, who had vested interests in preserving the status quo, once famously refusing to meet with Vice-Chancellors of Universities²¹. Following the review, Kenneth Clarke's announcement in January 1992 that he wanted 80% of teacher training to take place in schools caused alarm within Higher Education Institutions. Predictably, it was warmly welcomed by Dr Lawlor, in an article in *The Times*:

Announcing the plans at the weekend, Kenneth Clarke, the Education Secretary, said that young teachers will be sent to schools from senior teachers who have dedicated a lifetime to the art of imparting knowledge. [...]

Mr Clarke should ensure that the implementation of his proposals is as bold and radical as their spirit.²²

²⁰“Clarke seeks top marks for education policy”, Andrew Adonis, *The Financial Times*, 6 April 1991

²¹ In May 1991 Kenneth Clarke refused to meet with University Vice-Chancellors to discuss university finances, on the grounds that no new offers were on the table.

²² “Touch of class for teachers”, Sheila Lawlor, *The Times*, 6 January 1992

2. *Teachers mistaught? Central government intervenes: 1990-1994*

In the run up to 1992's election, Kenneth Clarke moved ahead with his reform agenda this included (according to press reports) the moving of two senior civil servants in the Department for Education and Employment to other roles,²³. The press reported that this caused some concern in the Department, but was indicative of the determination Clarke brought to the role, to raise standards and improve practical, classroom-based training for teachers.

The new Prime Minister promoted him to Home Secretary soon after the Conservatives' election victory. John Patten was given Clarke's old job and, in the face of opposition by the providers of teacher training, set about putting together the programme of reform which would eventually lead to the Education Act of 1994 and the creation of the Teacher Training Agency.

John Patten and his officials in the DfEE put together the Education White Paper on teacher training in 1993. It announced the Government's plans not only for increasing the proportion of initial teacher training in the classroom, but also contained new and radical ideas for linking funding of teacher training providers with quality assessment. Specifically, the White Paper introduced the notion of establishing a separate, quasi-independent body, to fund and regulate teacher-training provision: the Teacher Training Agency.

²³ Interviews with Government officials and former Government officials in December 2005 brought out this point.

3. A BOLD PROGRAMME OF REFORM: THE EARLY YEARS OF THE TEACHER TRAINING AGENCY, 1994-1997

The Education Act of 1994: the creation of the TTA

1994 was a difficult year for John Major's Government. The Prime Minister's authority was repeatedly tested, with threats of a leadership contest never far from the front pages, and a new leader of the Labour Party was elected – Tony Blair – who immediately jumped into a large lead in the opinion polls. Not for the first time, Mr Major was under pressure from all sides, including those in his own party who opposed the bold reforms that he was overseeing. However, the Prime Minister had made education a priority in his leadership bid in 1990, and he kept to his word. The Education Act of 1994 was the third Education Act in three years and marked the close of a programme of immense reform:

The 1992 act brought in systematic inspection of all schools for the first time. The 1993 act provided a new framework for funding of schools. Now the 1994 [act] will reform teacher training which, with 20-20 hindsight, is exactly where we should have started 15 years ago.²⁴

A month after the publication of the article quoted above, Mr Major removed John Patten from his position as Education Secretary and replaced him with Gillian Shepherd.

Although it was Mr Clarke who set the wheels in motion for reform of teacher training, it had been left to John Patten to carry them through the House of Commons. Mr Patten's tenure coincided with the introduction of a number of radical changes to the education system which remain as cornerstones of national education policy over ten years later. Not many Education Secretaries would have survived three Education Acts in three years unscathed. The educational establishment did not welcome this programme of reform with open arms. Indeed, they called for a moratorium, to allow change to be embedded and for them to adapt to the new ways of working. The call was mostly heeded, and the 1994 Education Act marked a symbolic, albeit temporary, end to the period of ever-greater intervention from the centre, which had begun with the introduction of the National Curriculum in 1988. It did so in terms of

²⁴ John Patten, Secretary of State for Education and Employment, The Sunday Times, 12 June 1994

3. A bold programme of reform: the early years of the Teacher Training Agency, 1994-1997

legislation at least. The impact of the three acts was so substantial that the reality of the changes in education funding, inspection and teacher training would take practitioners a number of years to adapt to and, following a process of re-interpretation and refinement, to accept.

Gillian Shepherd took the Education Act of 1994 over the finishing line, but by that time all the hard work had been done by her predecessors, Kenneth Clarke and John Patten. Most people on the political right agreed that more teacher training should take place in schools, and the Prime Minister's personal stake also made a difference. In his autobiography, John Major says:

John Patten told me as he planned the 1994 Education Bill that reform had to begin with teacher training. I was sure that he was right, and that we needed to give teachers a better practical start, and to cut the time spent [...] on theoretical, rather than practical training.²⁵

The creation of the Teacher Training Agency

A minor revolt in the House of Lords – in which a number of members²⁶ argued against the reforms of the 1994 Act – was squashed, and the Teacher Training Agency was established by the Queen's hand in October. In her letter announcing the introduction of the Act, Mrs Shephard said:

The Agency will bring together in one body a range of related functions which have previously been dispersed. It will be able to coordinate these functions and increase the efficiency and effectiveness with which they are discharged. The Agency's main functions are:

- the funding of teacher training;
- the accreditation of providers of initial training for school teachers;

²⁵ John Major: The Autobiography, John Major (HarperCollins, 1999)

²⁶ The House of Lords – the weaker, second chamber in the British Parliament – consists of Viscounts, Baronesses, Bishops and Justices, among others. In 1994, the vast majority of the House of Lords were hereditary peers, who passed membership of the House from generation to generation over centuries. This principle has now been abolished, with over 600 hereditary peers removed by the Labour Government in 1999. Now only 92 of the hereditary peers remain, and they will not pass their titles on. All other members are "life peers", appointed by the Crown.

3. *A bold programme of reform: the early years of the Teacher Training Agency, 1994-1997*

- providing information and advice about teacher training and teaching as a career; and
- carrying out or commissioning research with a view to improving the standards of teaching and teacher training.²⁷

As indicated in Mrs Shephard's letter, the creation of the Teacher Training Agency marked a turning point in how teacher training was to be funded and managed in England. Although it did not, as opponents feared at the time of its founding, signify "the banishment of the teaching profession from the universities"²⁸, it did transform the way in which teacher training was managed in the United Kingdom. There were two main ways in which the reform radically changed the relationship between the state, the HE providers and schools:

1. The removal of funding of teacher training courses from the Higher Education Funding Council of England (HEFCE)

HEFCE had previously funded all HE providers of teacher training at different rates, according to how much the providers asked for. University departments of Education put in applications for funding, and they were granted or refused. The TTA now had responsibility for funding teacher training. For the first time, the notion of the TTA "buying" a service was introduced – with a fixed price per teacher training place. However, the places were not for the HEIs to "sell": the TTA would offer to fund up to a certain number of places (at a certain price) according to a provider's quality assessment. This funding system was based on a detailed analysis by Coopers and Lybrand which revealed considerable discrepancies in costs between institutions.

2. The establishment of a link between level of funding and quality or provision

For the first time ever, there was a quality framework, with teeth, to penalise providers deemed to be poor performing and reward those universities who could demonstrate that they were doing a good job. The imposition of this framework established a market

²⁷ Letter from Ms Gillian Shephard MP, Secretary of State for Education, to Mr J G Parker, Chairman of the Teacher Training Agency, 5 October 1994

3. A bold programme of reform: the early years of the Teacher Training Agency, 1994-1997

for Higher Education institutions. The rewards and penalties came in the form of funding for teacher training places. So, the better the quality rating of an institution, the more places would be “bought” by the TTA, at the new fixed price.

The much vaunted element of “school based initial teacher training” was given real weight, with the Act specifying that a proportion of teacher training had to take place in schools, although this eventually fell well short of the 80% former Secretary of State for Education Kenneth Clarke had called for in 1992. Funding was also split between HE provider and schools, although distributed through HEIs. Also, new non-HE providers were allowed (and encouraged) to provide teacher training and be awarded with funding. These new schools-based providers were known as school centres for initial teacher training (or SCITTs). Very few were set up initially, but many in the HE sector saw them as a huge threat. Baroness Warnock’s comments about teacher training being “banished” from universities was typical of the fear which pervaded in the HE sector in the time. An article published in 1994 by the *Journal of Education for Teaching*, entitled “Mayday! Mayday?”²⁹, gives a good sense of the mood of the times.

Although many providers met it with dismay in 1994, the new model was clearly built to last. In 2006, the Agency not only continues to function in the same fundamental way as it did when it began, it has been successful in driving up standards of teacher training in England and was recently rewarded with a greater remit as a result. It is today described by the Agency’s second Chief Executive, Ralph Tabberer, who inherited the model when he joined the agency in 2000, as “one of the best market management systems designed by Government.”³⁰ The current Secretary of State at the Department for Education and Skills³¹, Ruth Kelly, proudly described it at the Training and Development Agency for School’s’ launch in September 2005 as “my modernising agency”.

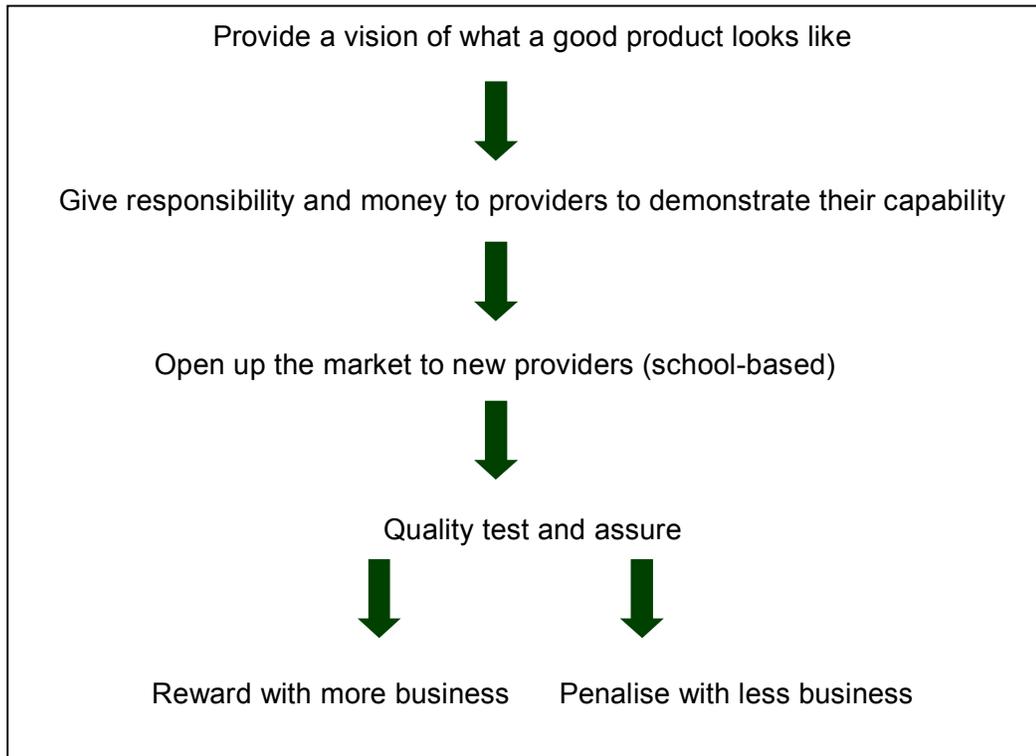
²⁸ Baroness Warnock, House of Lords debate, March 10 1994

²⁹ *Mayday! Mayday?* E. Stones, *Journal of Education for Teaching*, Vol. 20, No. 2, 1994

³⁰ Interview with Ralph Tabberer, December 2005

3. A bold programme of reform: the early years of the Teacher Training Agency, 1994-1997

The fundamentals of the funding and quality model established by the TTA are outlined below:



In order for the new link between quality and funding to be applied, the establishment of the independent inspectorate – OfSTED – was a critical development. Until 1992, schools of education in Higher Education had been inspected on a “voluntary” basis by Her Majesty’s Inspectorate (HMI) and the results had not been made public. OfSTED had greater powers than – and was far larger than – HMI, which had less than 100 staff. Furthermore, OfSTED was required by statute to ensure every school in England is inspected at regular intervals, with the reports made available to the public. In 1994, OfSTED began to inspect all providers of initial teacher training. The standards by which training providers were judged were established by the Teacher Training Agency, in partnership with the Department for Education and Employment, and in consultation with education professionals and representative bodies. The TTA provided standards on how to teach the national curriculum, to develop professional skills and support classroom based training. The quality of providers’ work was primarily judged via inspection, not only in the schools of education and other

³¹ The Department for Education and Employment lost its employment arm after the 2001 election and

3. *A bold programme of reform: the early years of the Teacher Training Agency, 1994-1997*

training providers, but also in schools. The TTA looked at the proportion of lessons judged to be satisfactory by newly qualified teachers, in comparison to the whole teaching population. The results tended to show that experienced teachers were more likely to be judged as “good” or “excellent”, but that is to be expected. The TTA was concerned with ensuring that newly qualified teachers were at least “satisfactory”.

The first Chief Executive of Ofsted – was Chris Woodhead. He was deeply suspicious of the standards of teacher training provided by university education departments. The following things can be said about the relationship between OfSTED, the HE sector and the TTA in the early years:

1. The new regime of inspections was considerably more robust than it had been before, with a great many standards imposed and enforced from the centre
2. The vast majority of HE providers were deeply unhappy at the new inspections regime and imposition of central standards
3. The TTA applied its quality framework strictly and did not offer many second chances – HE providers were awarded a grade from A (excellent) to E (poor) and were rewarded or punished accordingly.

Providers were not rewarded with more money per student, which was for the first time standardised across the board, but with more student places. Providers with A grades would receive more places, whereas providers with C and D grades would see their numbers of initial teacher training reduced, severely in some instances.

became the Department for Education and Skills.

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3. A bold programme of reform: the early years of the Teacher Training Agency, 1994-1997

An example of how the quality – funding system works:

Grade of provider Year 1	Grade of provider Year 2	Number of places for ITT Year 1	Number of places for ITT Year 2
B	A	200	300
B	C	200	100
C	B	100	200
C	D	100	0

In Year 1, the % of ITT places in providers graded B or higher = 67%

In Year 2, the % of ITT places in providers graded B or higher = 84%

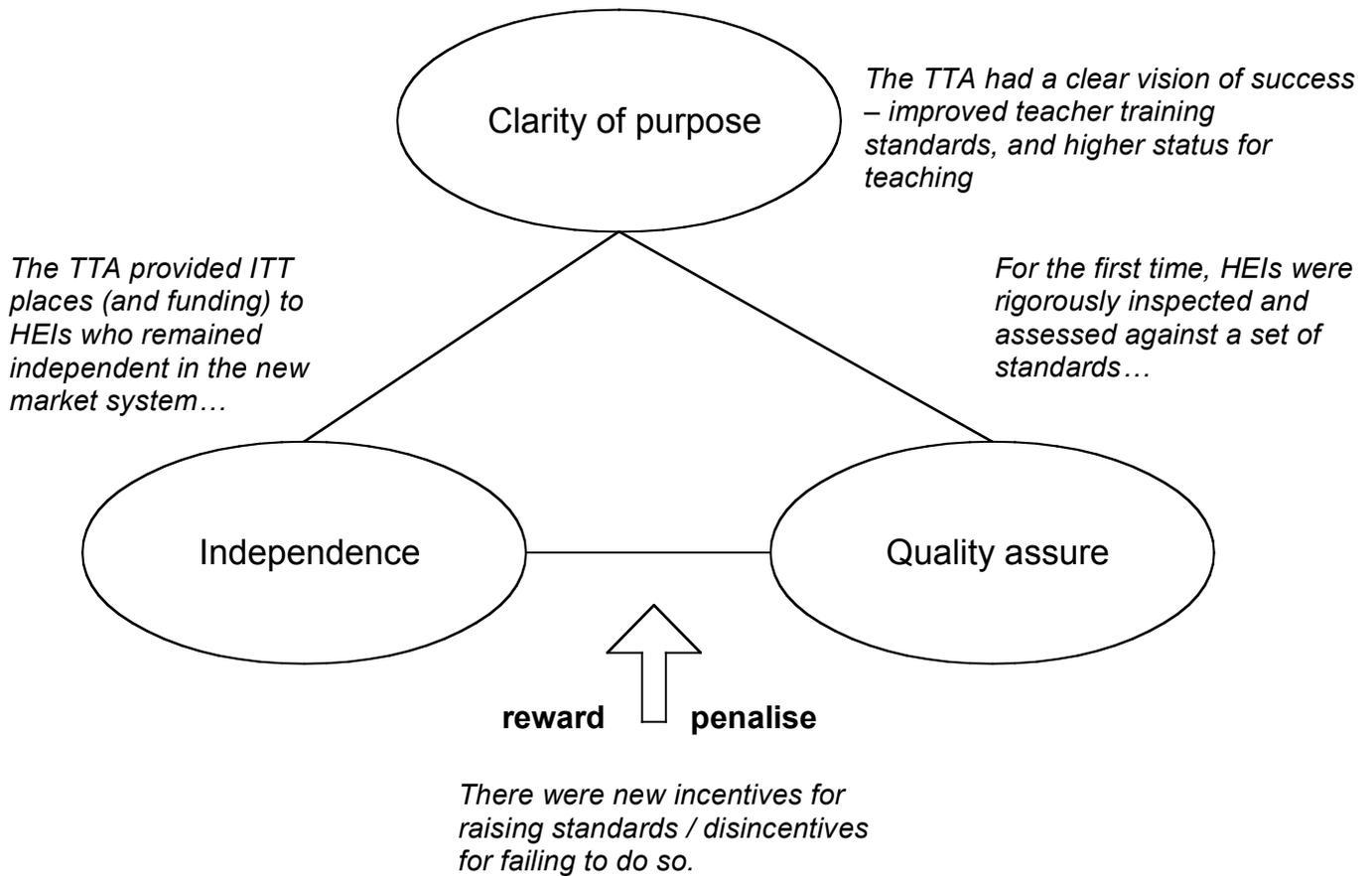
So, as long as the providers are willing to take on more ITT students, the market mechanism will push the proportion of providers receiving A and B grades up.

Of course, there is a saturation point, and if the number of providers receiving A & B grades were to fall significantly, C grade providers would see their numbers cut less substantially.

Although seen as drastic and (in some ways) unfair, by many in the HE sector, the incentives for improving quality of provision were clear. HE institutions could not be complacent, or they would lose their funding and, at worst, be shut down. On the other hand, if they received A or B status, the TTA would “buy” more ITT places from them.

3. A bold programme of reform: the early years of the Teacher Training Agency, 1994-1997

The model of the Teacher Training Agency



The reaction of the Higher Education Sector

The creation of the TTA was viewed with great suspicion by the majority of the HE teacher training providers. There were some exceptions to this rule – for example, the School of Education at Keele University, which was already basing over two thirds of its training in schools, and whose Head wrote a number of articles in support of the model. However, the Universities Council for the Education of Teachers (UCET), a body which represents all HE providers of teacher training, was far from supportive at the time of the Agency's founding. They saw a lack of consultation, a huge bureaucratic burden and a strict new centralist regime as serious threats. There was some justification in their so doing. The early years of the TTA were often confrontational, as providers were forced to conform to new ways of working, of which many disapproved. Threats to close down schools of education in universities and colleges proved mostly empty however, with only a couple of Universities

3. *A bold programme of reform: the early years of the Teacher Training Agency, 1994-1997*

deciding to withdraw from teacher training.³² Despite this, many universities were faced with the prospect of reduced funding following a C grade at inspection, which resulted in departments of education down-sizing dramatically in some instances.

UCET regarded the TTA as aggressive and heavy-handed in the ways in which it imposed its new quality assessment regime and then punished those who fell beneath the standards required.

Could it have been otherwise? Perhaps, although it could be argued that the “shock of the new” was behind many of the disagreements which occurred, and that the focus of the agency in ruthlessly driving up standards was vital – to set the new procedures in place, demonstrate the incentives to providers and encourage them to work differently. The Agency was seen as radical and trail-blazing by many in the Education sector, but it was also (negatively) perceived as ideologically driven by those who opposed its aims and methods. In the early years much resentment was built up between the TTA and UCET, and the universities they represented, which was to persist for years to come. It could have been done differently and, with the benefit of hindsight, perhaps a greater emphasis on consultation and support would have tempered the view that the TTA was acting simply to punish poor performance. However, as Professor Sir Michael Barber, former Head of Education for the National Union of Teachers, and later Head of the Prime Minister’s Delivery Unit, says:

Every reform in teacher training was opposed by the sector, and later championed when a new reform was suggested. CATE was opposed when it was introduced in 1983, but then when the Teacher Training Agency was created, the sector said that CATE was already doing the job of regulating schools of education.³³

Barber’s point is a fair one: universities tend to resent Government interference, and the sector damaged its credibility in the Government’s eyes by seeming to be permanently opposed to new ways of working. It is certainly the case that many in departments of education in the universities felt threatened by the new focus on “training in schools” and the criticism of what Sheila Lawlor called their “modish methods”. The early years of the TTA

³² The University of Liverpool is one example of a Higher Education teacher training provider who decided to close down its own department of education.

³³ Interview with Professor Sir Michael Barber, December 2005

3. *A bold programme of reform: the early years of the Teacher Training Agency, 1994-1997*

were difficult years, partly because the TTA's approach was so robust, but also because there was substantial resistance to change.

4. A NEW GOVERNMENT, WITH A MANDATE FOR CHANGE: 1997-1998

Things can only get better?³⁴ – The 1997 election

On May 1 1997 Tony Blair entered Downing Street. For the first time, education was the number one issue at the ballot box. Mr Blair's famous claim that "education, education, education" would be the first three priorities of his Government demonstrated the shift in the political battleground. Education policy had never received such a high profile. Yet, despite this, relatively little is said in the Labour Manifesto of 1997 about teacher training. The focus is very much on other areas of Conservative innovation, such as the National Curriculum and Grant Maintained Schools – legislation which enabled schools to break free from local education authorities, to be funded directly from the centre. Furthermore, what is said about teacher training is not particularly radical in its rhetoric:

Schools are critically dependent on the quality of all staff. The majority of teachers are skilful and dedicated, but some fall short. We will improve teacher training, and ensure that all teachers have an induction year when they first qualify, to ensure their suitability for teaching.

There will be a general teaching council³⁵ to speak for and raise standards in the profession. We will create a new grade of teachers to recognise the best.³⁶

This can be compared to the promises made in the Conservative Party's manifesto of 1997:

Many feel that the professional standing of teachers would be strengthened by the creation of a single body which could speak with authority on professional standards. We will consult with teachers and other interested parties about the possible role of such a body.

To improve standards in future our new teacher training curriculum will stress traditional teaching methods – including whole class teaching and learning to read by the sounds of letters. We will also encourage more teachers to enter the profession

³⁴ "Things can only get better", by D: Ream was the Labour Party's campaign song at the 1997 election.

³⁵ The creation of the General Teaching Council (GTC) was seen by some as a potential threat to the Teacher Training Agency, but it did not prove to be the case. The two continue to work in partnership today, although the GTC did have some difficulties initially when establishing its remit.

³⁶ The Labour Party Manifesto, 1997

4. A new government, with a mandate for change: 1997-1998

through practical training schemes focused on classroom experience such as the Graduate Teacher Scheme.³⁷

It is possible to decipher the policy differences between the two Parties here, but it is not immediately apparent. The Labour Party's promise to introduce an induction year is an updated version of the "probation year" which teachers had to undergo in the 1980s, although the new grade of teachers to recognise the best is a new idea (although the scheme did not come into force for some years). It is of interesting to note, some years later, that the promise of a "national curriculum" for teacher training – made by the Conservatives in their manifesto – was immediately implemented by Tony Blair's government, despite there being no mention of it in their own manifesto.

The new Government

The new Government immediately set up a new Standards and Effectiveness Unit³⁸ at the Department for Education and Employment. This was run by Professor Sir Michael Barber, formerly of the National Union of Teachers and then the Institute of Education, and they included teacher training in their remit, as well as ensuring the delivery of the Government's new strategies on numeracy and literacy.

The TTA continued pretty much on the same track that it was on when the Conservatives left office. The Agency was pushing ahead on many fronts, and its leaders were determined to drive up quality. Indeed, much of the talk at the election about improving standards was inflated, not least because the drive to improve standards was already very much in place in the TTA. In 1998, the standards guide for teacher training providers ran to 148 pages³⁹. Every provider – both university departments of education and the new schools-based training centres – had to provide evidence that those standards were being met. Many teachers of teacher-training complained that their hands were being tied by red tape. The extent to which

³⁷ The Conservative Party Manifesto, 1997

³⁸ The use of the word effectiveness here is important – raising the effectiveness of standards involves supporting and facilitating change, as well as imposing it.

³⁹ High Status, High Standards was written in 1997 and published in 1998 as the guide for teacher training providers

4. A new government, with a mandate for change: 1997-1998

providers had to tick boxes for OfSTED inspectors in order to preserve their funding was deeply unsettling for many in the profession, even if they agreed in principle with the quality assessment process. Mary Russell, former executive director of Universities Council for the Education of Teachers, put it this way, when interviewed:

The way it was done was very damaging – it made the HEIs feel they were under attack, that the TTA was a punishment regime.⁴⁰

Although not without some justification, this sense of being “under attack” was evident at the outset. Even before the TTA was up and running, representatives of the HE sector were using similar language. In “Mayday! Mayday?” for example, the Journal for the Education of Teaching [JET] implied that the sector was under permanent assault:

At the time of the first attack on colleges of teacher education in the UK [...] JET editorialised with a warning comment for those untouched: “Their fate today too soon may be our own”⁴¹.

However, by 1997, the quality framework – linked to funding – was up and running. Departments of education who were not meeting the standards being set by the TTA were losing money and, in some cases, staff. Did this mean the TTA was consciously “attacking” the sector? Absolutely not – although some were opposed to the introduction of a market in the field of education in principle, the introduction of that market ensured that there would be winners and losers. As Anthea Millett, CEO of the TTA from 1994-9, says, the Agency was aware of the challenges it faced in implementing its new funding mechanism:

The standards of provision were highly variable – there was no relationship between cost and quality, and they were never going to support change which was uncomfortable.⁴²

Of course, it could be argued that the change could have been made *more* comfortable for the providers of teacher training, but, to an extent, the confrontation between the reformers at the TTA – emboldened with statutory powers and ministerial support – and the HEIs was unavoidable.

⁴⁰ Interview with Mary Russell, December 2005

⁴¹ *Mayday! Mayday?* Editorial, Journal of Education for Teaching, Vol. 20. No.2, 1994 p.139

⁴² Interview with Anthea Millett, December 2005

4. A new government, with a mandate for change: 1997-1998

1998: change is coming

A year or so after the Labour Government took office, it was increasingly clear that they had new ways of doing things. The ministers at the Department – in particular Estelle Morris, then Parliamentary Under-Secretary of State, and later Secretary of State for Education – placed a greater emphasis on listening and consulting than their Conservative predecessors had done. UCET started to feel that their voice was being heard and their concerns noted. Furthermore, new Labour's style was thought by UCET to be more flexible,

By 1998 the Agency had established a reputation as a radical reforming body, which was showing initiative and a flair for ideas, as well as good results in improving standards of initial teacher training. For example, the creation of leadership training for school heads and a drive to push information technology in schools were both policies driven forward by the Agency. Indeed, the TTA was going forward at a pace which was faster than the DfEE was sometimes comfortable with. Even some people within the agency saw the TTA as pushing ahead on too many fronts.⁴³ For example, the TTA had taken on responsibility for continuing professional development – the training of qualified teachers – and the DfEE argued that it did not have the sufficient legislative mandate to do so. However, in the words of one of the key stakeholders interviewed for this report, the Department “conveniently forgot”⁴⁴ that Gillian Shephard, Conservative Secretary of State for Education until 1997, had explicitly given them such a mandate.

At the same time that Labour came into power, the civil servant who had been the Agency's sponsor moved to another job, entirely coincidentally. The effect of this change was that weekly meetings between the TTA and the Department became monthly and, according to a member of the TTA at the time, they felt they were “planning blind”⁴⁵. Meanwhile, Labour ministers and their advisors considered the various options they had to take reform forward.

⁴³ Interviews with staff at the Training in Development Agency for Schools in December 2005, who had been in the agency in 1998, brought out this point.

⁴⁴ Interviews with Government officials, December 2005

⁴⁵ Interviews with Government officials, December 2005

4. A new government, with a mandate for change: 1997-1998

A great deal of lobbying of the new “listening” ministers went on, not only by those in the Higher Education sector, but also by schools and head teachers, who were concerned by the increasing shortfall in the number of new teachers beginning work in schools. The Government’s emphasis on standards meant that the TTA itself had to be more closely monitored, and there were calls by those on the left who were advising the Labour Government to remove some of the right-wing personalities who were still attached to the agency.

All non-departmental public bodies were subject to five-year reviews by their “owning” Government Department. Today, these are known as ‘end-to-end’ reviews, but at the time simply called Quinquennial Reviews. The Secretary of State for Education at the time, David Blunkett MP, called for a Quinquennial Review – due in early 2000 – to be brought forward, to be published in April of 1999. Mr Blunkett instructed a senior civil servant at the Department for Education and Employment to take “a blank sheet approach”. In other words, nothing was out of bounds, the review could recommend the agency’s closure should his findings lead to such a conclusion.

5. THE QUINQUENNIAL REVIEW: AN URGENT NEW EMPHASIS ON SUPPLY, 1999-2000

Given the major programme of work ahead of us on teachers I believe it is sensible to launch now the formal review of the TTA's role and functions which we are required to undertake this year under the Government's policy of quinquennial reviews of all non-departmental public bodies.

[Letter from David Blunkett, Secretary of State for Education to Professor Clive Booth, Chair, TTA, 3 February 1999]

The Quinquennial Review marked a significant turning point in the history of the Teacher Training Agency. After years of personality clashes, difficult negotiations and only grudging acceptance of the new training model among providers, it was not surprising that UCET called for the Agency to be abolished, and many at the Department for Education and Employment agreed. There was also a widely publicised shortage in teacher recruitment which was dubbed a "crisis" by the media. The Government could not afford to ignore such stories and was frequently under attack in the press. Scaremongering about schools having to operate on four-day weeks due to staff shortages were a feature of newspaper articles around the turn of the Millennium. The following is from an article in *The Independent* in 2000:

Schools are using growing numbers of unqualified teachers to try to fill vacancies created by the recruitment crisis, secondary heads warn today. In Essex alone, 67 teachers without a teaching qualification are in post in 61 secondary schools, a study for the Secondary Heads Association shows. The shortage of teachers in inner London is so severe unqualified staff are taking on middle management posts.⁴⁶

The Review did not recommend disestablishing the Agency, but it did re-focus its strategic aims, as well as bringing the Agency closer to the Department. It also coincided with a change of leadership at the TTA, which was very important symbolically, as it marked a break with the past and allowed the Agency to talk to stakeholders about a fresh start. Furthermore, the supply crisis was explicitly addressed and an urgent new emphasis on increasing teacher recruitment was placed.

⁴⁶ "Desperate Heads forced to hire unqualified staff", Judith Judd, *The Independent*, 28 December 2000

5. The Quinquennial Review: an urgent new emphasis on supply, 1999-2000

Following Cabinet Office guidelines, by which all Government departments are bound, the first stage of the review took the form of a “prior options” study, which ran to 42 pages, plus annexes. A considerable amount of detail is contained in these pages, but for ease of reference, the high-level findings of the Review are listed below:

- i. There is no case at present for abolition or privatisation. There will continue to be a need for the core functions of the TTA.
- ii. But the TTA’s responsibilities should be redrawn to take account of the General Teaching Councils and the National College of School Leadership, and the need to bring some elements [...] closer to the Department.
- iii. The TTA’s current remit is too wide. The future remit should concentrate substantially on the two initial priorities it had when it was established in 1994, namely teacher supply and initial teacher training.
- iv. Tackling teacher supply and recruitment should be the TTA’s top priority in the next phase of its work. The profile of this work needs to be significantly boosted, including through the employment of in-house marketing expertise.
- v. [There is a need] for more of an operational, rather than policy, focus.
- vi. More formalised arrangements for consultation between the DfEE and the TTA should be put in place. [... There is a need] for greater closeness in relationship between the two organisations.⁴⁷

The Review praised the TTA for its work in “developing the link between funding and quality [and] improving standards” but criticised elements of its funding approach, its “failure to meet the Department’s recruitment targets” as well as highlighting “concerns about the TTA’s style of management [...] and how it relates to partners and stakeholders”⁴⁸. These findings were very much in tune with the Department’s sense, discussed in chapter 4, that despite the improvements in standards, the agency was making few friends in the teacher training sector with its combative approach. As so often is the case, personality clashes obscured the good work which was being done, and there is no doubt that the TTA’s aggressive pursuit of excellence had upset many in the HE sector. It was about to be reined in by the department. All of the senior members of staff were to be replaced within eighteen months of the Review. The new Government was making its stamp on teacher training, with the Agency’s role as an independent policy-making body diminished and its status as a recruitment agency enhanced.

⁴⁷ The Quinquennial Review of the Teacher Training Agency, Prior Options Report, April 1999, p.2

⁴⁸ *ibid.* p.3

5. The Quinquennial Review: an urgent new emphasis on supply, 1999-2000

The “second phase” of the TTA: a new prioritisation on teacher supply and recruitment

The first phase of the TTA, from 1994 to 1999, is notable for some very significant achievements – not least successfully designing, launching and managing a market for teacher training provision, which could then be successfully monitored and quality assured. By 1999, the market was already working to drive up standards, and the percentage of providers receiving A and B grade status was beginning to increase. Importantly, consultations carried out for the Quinquennial Review demonstrated a perception of improved standards:

A large number of consultees thought that the TTA had levered up standards effectively through its funding and quality assurance arrangements, and that this function should remain with the TTA.⁴⁹

However, in terms of recruitment, the numbers were disappointing. The TTA had failed to respond sufficiently to the “supply crisis” which was hitting the headlines, and it was missing the government’s own targets on Maths, Physics and other well publicised “shortage subjects” by a margin:

Secondary education entrants fell below the target by 24%. For secondary shortage subjects the targets were undershot by as much as 47% in Mathematics, 46% for Design and Technology, and 44% for Information Technology.⁵⁰

Whether the TTA had been sufficiently *equipped* to respond to the supply crisis is an important question. To attract new teachers to the profession, Anthea Millett and her team had approached the DfEE on a number of occasions, for extra funding to pay for graduate bursaries. These requests were not granted. However, the context in which the TTA was operating at the time – the distance between the Department and the Agency described in chapter 4 – helps to explain the reasons for this decision. There was limited confidence in the TTA among some senior civil servants at the DfEE; The fact that by 1998 relationships with the DfEE had become tense enough for the Secretary of State, David Blunkett, to bring

⁴⁹ *ibid.* p.12

⁵⁰ *ibid.* p.11

5. *The Quinquennial Review: an urgent new emphasis on supply, 1999-2000*

forward the Quinquennial Review, helps to explain why the TTA did not get the support it needed to address the recruitment issues effectively.

A reduced remit, with less responsibility for policy-making

Following the Review, the TTA lost responsibility for continuing professional development, which returned to the Department. They also lost the leadership for school heads programme, which they had pioneered, to the newly formed National College for School Leadership (see box below). While the TTA in 1997-8 had forged ahead with policy making, the DfEE had shown little interest, but now the Labour Government had decided to invest in a re-focused Agency, they wanted to be behind the steering wheel. Anthea Millett announced her intention not to extend her contract as Chief Executive in April 1999, on the day the Prior Options Report of the Quinquennial Review was published. However, her decision not to remain in post had been made some months beforehand, and was not the result of the findings of the report (although the timing of her announcement might have suggested otherwise). The appointment of a new Chief Executive was therefore crucial to the future success, or otherwise, of the Agency.

The National College for School Leadership (NCSL)

In 1998 Prime Minister Tony Blair announced plans for the NCSL at the first New Heads Conference. The College was officially launched less than a year after the TTA's Quinquennial Review, with a remit to support the training and development of school leaders at every stage of their career.

The Prime Minister's personal commitment to the NCSL – dubbed “schooling for sirs” by The Daily Mail, meant that the TTA's role in encouraging leadership training was always likely to be under threat.

In 2004, the NCSL completed its own Quinquennial – or “end-to-end” – Review, and has had its remit re-focused and has a new Chief Executive to take it into its second phase.

5. *The Quinquennial Review: an urgent new emphasis on supply, 1999-2000*

New leadership, with a new approach

Not only did the DfEE bring the TTA closer in policy terms, it also appointed one of its own to run the organisation in its second phase. Ralph Tabberer took over from Anthea Millett as CEO in February 2000, from a senior role at the DfEE supporting Professor Michael Barber in the Strategy and Effectiveness Unit. From a position of influence in the Department, Tabberer had advised Minister of State Estelle Morris. Morris would go on to become Secretary of State for Education in 2001, but at the time she was a more junior minister and was given the responsibility of turning the teacher recruitment crisis around. There was very little doubt that this was the great challenge of the second phase. Although Anthea Millett had tried to respond to it, the change of leadership provided the opportunity for a fresh start and enabled old tensions to be relaxed. To illustrate the change in emphasis in the TTA's priorities following the Quinquennial Review, the mission statement of 1998's Corporate Plan is quoted below:

The purpose of the Teacher Training Agency is to raise standards in schools by improving the quality of teacher training, teaching and school leadership, and by raising the status and esteem of the teaching profession.

By 1999, following the Review, the mission statement has been subtly altered:

Our purpose is to raise standards in schools by attracting able and committed people to teaching and by improving the quality of teacher training.

Attracting able and committed people to teaching was now the number one goal of the TTA.

6. INCREASED FUNDING AND SUPPORT, BETTER COLLABORATION, IMPROVED PERFORMANCE: 2000-2004

We have to approach this as a business. As a recruitment agency, we need to compete with the very best to raise the number of able graduates coming into the profession.

[Ralph Tabberer, 27 February 2000, The Observer]

Come again? Have I really got this bowed head recruitment strategy right? Are we going to train people for the teaching profession, at great public expense, merely to facilitate escape from it at the earliest opportunity?

[Ted Wragg, 23 June 2000, The Times Educational Supplement]

Turning recruitment around: the first year of the new regime

If the Quinquennial Review had reduced the Teacher Training Agency's autonomy as a policy making body, it had also provided it with a sharp new focus on teacher recruitment, which coincided with the change of leadership. Not only did Ralph Tabberer take over as Chief Executive of the TTA, in February 2000, six new members of the Board were announced. The TTA had survived its Review, but it emerged in 2000 with new leadership and new direction. Two and a half years into its first term in office, the Labour Government was shaping the future of the Agency.

The new Chief Executive made the emphasis on recruitment explicit in his first month in post. By describing the agency as "a recruitment agency", Tabberer made it clear that the TTA acting as a "standards unit" for teacher training providers would be its secondary purpose. To a degree, this was an olive branch to the universities who felt sore that the TTA had not been abolished in 1999's Review. Ralph Tabberer and his marketing team immediately concentrated their attention on how to reform the approach of the TTA as a recruiter. It was missing its teacher supply targets, by some distance, and the Government wanted that situation urgently addressed. He took a very clear strategic approach to this, outlined in the box below.

6. *Increased funding and support, better collaboration, improved performance: 2000-2004*

The TTA's new recruitment model: 2000

- **Segment** the student population into the following three categories: a) planning on teaching b) considering teaching and c) have not considered teaching
- **Ascertain** what proportion of the student population do consider teaching as a career, but decide against it
- **Understand** the barriers to teaching as a career which prevent those students from applying to teacher training
- **Provide** means of overcoming those barriers, in order to provide an incentive to find out more
- **Publicise** the new incentives to teacher training
- **Encourage** interested parties to make contact, via a dedicated information phone line and re-launched website
- **Capture** details of those considering teaching and follow up with application forms and further information.

Of course, the TTA had always been concerned with teacher recruitment, but in the early years the majority of its energy (and resources) was spent in driving up the quality of provision. Addressing the acknowledged teacher supply crisis, which had seen number of initial teacher training recruits decrease year on year from 1997-1999, needed innovative solutions and an effective recruitment marketing campaign. The new Chief Executive brought both with him to the job. Furthermore, the Government was willing to increase investment in the agency under its new direction. Having worked closely with Estelle Morris, then Minister of State for Education, and Michael Barber, then Head of the Standards and Effectiveness Unit at the DfES, Ralph Tabberer was well placed to argue for more money from the Government. Within two months of Tabberer taking up his new job at the TTA, then Secretary of State for Education David Blunkett had persuaded the Chancellor of the Exchequer, Gordon Brown, to announce an extra £150m of spending in his annual budget (in April 2000), to support the TTA's new recruitment strategy.

6. Increased funding and support, better collaboration, improved performance: 2000-2004

The extra money was used in two key areas:

1. A new national advertising campaign, with built-in customer relationship management structures

2. Financial support for teacher trainees, with the introduction of a new £6000 training bursary and a £4000 “golden hello” for new teachers: the bursary was available to all trainees, as a one off, tax-free payment to support them through their training. The golden hello was introduced of up to £4000, payable on employment, depending on which subject trainees were teaching. Shortage subjects such as maths and physics received the full amount.

The two are clearly interconnected. The most important factor for targeting shortage subject recruitment was the bursaries, for the simple reason that it allowed the TDA to approach those students who had declared an inclination for teaching, but were put off by perceived financial barriers. By providing financial relief the TTA could claim legitimately that it had lifted this barrier, most often quoted by those graduates who were considering teaching, but deciding against it. Financial incentives tend to rank much higher among teachers recruited as career changers, and in shortage areas, than among the general teaching population. The TDA's 2005 Review of Financial Incentives to enter teacher training and teaching makes this point strongly:

The evidence – from focus groups and desk research – was overwhelming that decision to consider teaching as a career was largely emotional rather than financial. For instance, the TTA McCann marketing survey revealed that the top factors were social value of the profession, working with children, long-term career, and love of subject. The PGCE bursary ranked only 13th out of 17.

Financial incentives were, however, of greater importance to the key recruitment challenge groups – shortage subject trainees, men [for primary education] and career changers with shortage subject backgrounds [...] This particularly applied to potential teachers of maths and science who were aware from media coverage of their shortage value – a finding confirmed particularly strongly by focus groups.⁵¹

The new support package of bursaries and golden hellos needed to be publicised, and it was a central pillar of the new advertising campaign. However, the campaign also took a different

⁵¹ TTA Review of Financial Incentives to enter teacher training and teaching, 2005, p.5

6. *Increased funding and support, better collaboration, improved performance: 2000-2004*

strategic approach from the one which Ralph Tabberer inherited, as he explained when interviewed for this report:

The old campaign borrowed celebrity status for teaching, but teaching shouldn't need to borrow status from anything. We made a decision to emphasise that by teaching you could "make a difference."⁵²

By focusing on "making a difference" the new campaign was targeted directly to improve the status of teaching as a profession. Combining this with a substantial package of relief from the financial burdens associated with entering the profession proved to be very effective. Also, the campaign encouraged people to pick up the telephone – for the first time the national information line number was included in the adverts. The message was easy to understand: "don't just think about it – call us". The Agency was then able to collect data on people who were considering teaching, monitor the number of inquiries, and analyse the questions being asked, as well as sending out further information to targeted groups (for example, maths and physics students, where there the supply shortage was most pronounced). The adoption of this customer relationship management approach is very much in tune with Ralph Tabberer's decision to run the TTA like "a business".

The final element of the new approach was to change the way the TTA talked about teaching. The flexibility and diversity of the skills teachers acquire was emphasised, as were the routes into teaching – described in detail below. Also, for the first time, the TTA started to actively advocate teaching as 'a first career' – as something you could do for 10 years, before doing something else. This was a very bold move, made by the new Chief Executive nine days into his tenure, when he said publicly that teaching was no longer 'a job for life'. It was not warmly received by the teaching unions, as illustrated by this comment made by the then head of the National Union of Teachers, Doug McAvoy:

I find it inconsistent that, in his role as chief executive of the TTA, Mr Tabberer should be promoting teaching as a short-term occupation and a stepping stone to jobs outside education.⁵³

⁵² Interview with Ralph Tabberer, December 2005

⁵³ Doug McAvoy, Head of the NUT, quoted in *The Express*, 17 February 2000

6. Increased funding and support, better collaboration, improved performance: 2000-2004

Despite such vocal scepticism, the strategy showed immediate results. Within three months of the launch of the advertising campaign, the number of people calling the national teaching recruitment helpline tripled:

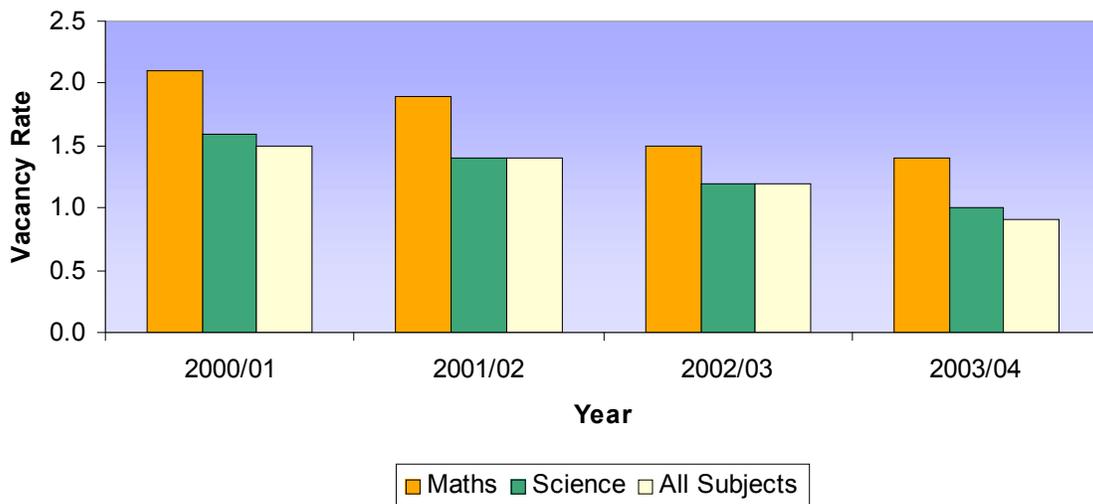
There were 22,537 inquiries to the Teaching Information Line, just as the campaign was getting under way during November [2000]. That is more than three times the number for the same month last year.⁵⁴

Applications did not rise so quickly as enquiries, but they did rise in the first year:

Figures released today by the Teacher Training Agency (TTA) show that nearly 28,000 people have registered for teacher training in 2000/01. The number of new entrants has increased for the first time since 1992/93. With the expansion in employment-based routes, recruitment has risen by 8 per cent.⁵⁵

It was not straightforward, and doubting voices persisted for some time, but there is no doubt that the teacher supply shortfall began to be reduced in 2000-1, on the back of a highly effective recruitment strategy, which was both well managed and properly funded. By 2003/2004 the vacancy to employment rate fell to below one per cent for all subjects, for the first time, as the graph below shows.

Vacancy and Employment Rates in All Subjects, Maths and Science 2000/01 - 2003/04

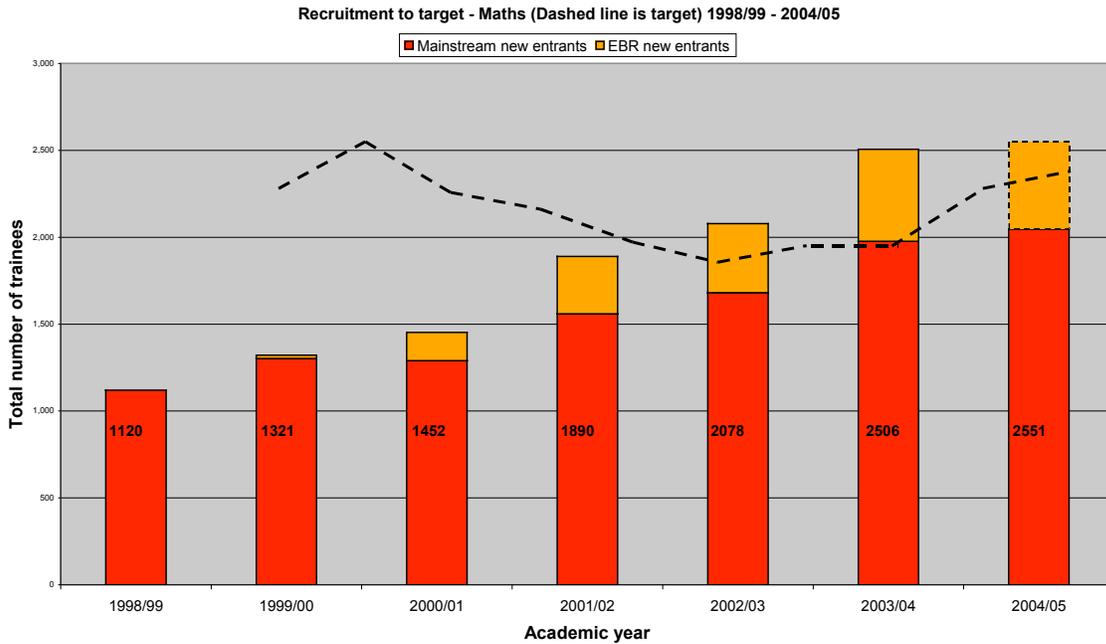


⁵⁴ Ralph Tabberer, letter to The Independent, 13 December 2000

⁵⁵ "Recruitment to Teacher Training at an eight year high", TTA press release, 16 November 2000

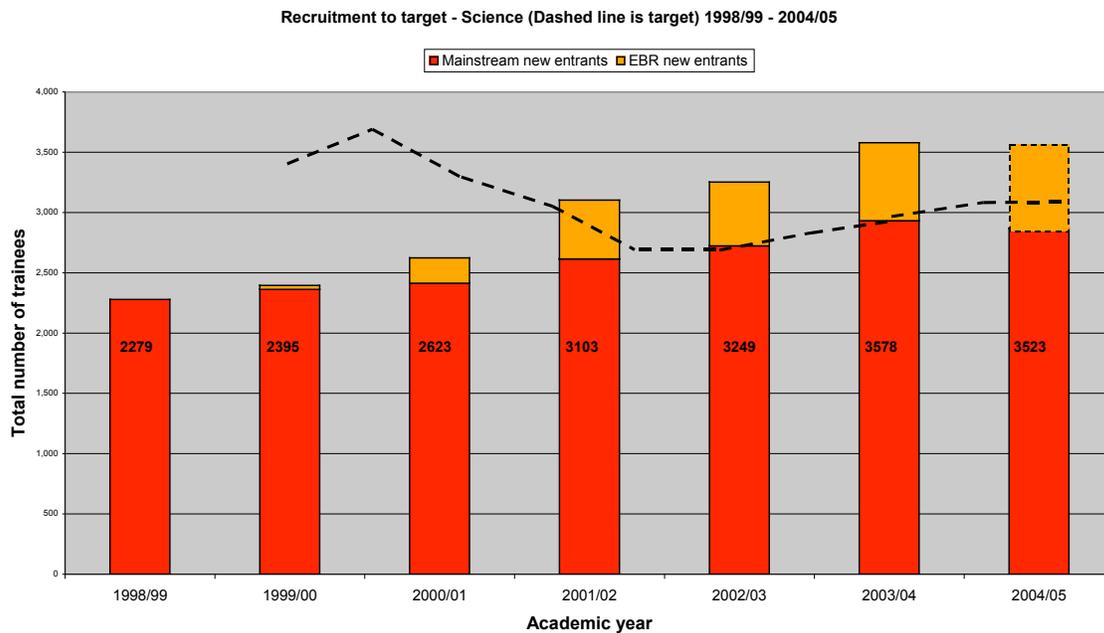
6. Increased funding and support, better collaboration, improved performance: 2000-2004

Maths and physics are the two shortage subjects which have been hardest to address. However, by 2003/4 the TDA was hitting (and exceeding) the Government's targets for these subjects, which had been introduced in 1999. As the chart below demonstrates, the number of new recruits in maths almost doubled between 1999 and 2005, with an increase of 93%.



Recruitment to science subjects was on target a year earlier, in 2002 /3, although “science” does include chemistry, biology and other subjects as well as the priority shortage subject, physics.

6. Increased funding and support, better collaboration, improved performance: 2000-2004



In both these graphs, EBR stands for Employment Based Routes – new ways of training teachers with more prior work experience, such as the Graduate Teacher Programme, discussed later in the chapter.

For both maths and science, the “golden hello” on entering employment is larger (now £5000) than for non-shortage subjects (£2500). The training bursary is now £9000, rather than £6000 for non-shortage subjects. Finally, progress once qualified tends to be faster, resulting in indirect pay benefits.

Promoting new ways of entering teaching

In 2006, there are as many as 32 ways of acquiring Qualified Teacher Status.⁵⁶ Far and away the main source of entry is still a course of Initial Teacher Training provided by a university or college. However, there are now thousands of new teachers every year who begin working in schools through other entry methods. There are now four main paths to Qualified Teacher Status:

⁵⁶ We have not listed all 32 methods here, but they include a number of variations on the different pathways illustrated in diagram 6.1 above.

6. *Increased funding and support, better collaboration, improved performance: 2000-2004*

1. Undergraduate student options

Students can train to be a teacher while completing a degree:

- [Bachelor of education \(BEd\) courses](#)
- [Bachelor of arts \(BA\) or science \(BSc\) with QTS courses](#)

2. Postgraduate student options

Those who already have a degree can train to be a teacher in 1-2 years:

Post graduate certificate of education, or QTS only course provided by a university, college or school centred initial teacher training provider / SCITT

3. Employment-based options

People can now train and qualify as a teacher while working in a school:

- [Graduate teacher programme \(GTP\)](#)
- [Registered teacher programme \(RTP\)](#)
- [Overseas trained teacher programme \(OTTP\)](#)
- [Teach First programme](#)

4. QTS assessment-only option

If applicants to QTS have substantial teaching experience but do not hold QTS in the UK, they can take the QTS assessment on its own.

6. Increased funding and support, better collaboration, improved performance: 2000-2004

The Graduate Teacher Programme

Employment based-options have been especially important in terms of increasing the number of newly qualified teachers. The graduate teacher programme (GTP) was established in 1998 and developed substantially in the second phase of the TTA.

GTP is described on the TDA's website today as:

a programme of on-the-job training allowing graduates to qualify as a teacher while they work. It is a particularly good choice for mature people who want to change to a teaching career but need to continue earning while they train.

The introduction of £13000 as a training salary in 2000 was a crucial element in ensuring this programme's success. Despite the significant pay-cuts which many entrants had to accept, the new salary allowed those who had previously considered teaching as a new career, but had resisted due to financial restraints, to re-consider.

Going further up the queue – Teach First

One of the central elements of the TTA's new approach in 2000-1 was its stated aim to understand its "customers" better. As stated above, work was carried out to segment the student population into three loose categories: a) those who are planning on teaching, b) those who are considering teaching, and c) those who are not considering teaching. The figures break down in roughly the following way:

1. Will teach – 5%, or 15,000	}	Average graduate population per year: 300,000
2. Might teach – 45%, or 135,000		
3. Won't teach – 50%, or 150,000		

The majority of the TTA's efforts were put into recruiting teachers from the "might teach" category. They wanted to encourage people who were seriously considering teaching as an option, but were put off by various barriers – such as the financial burden of the training.

6. Increased funding and support, better collaboration, improved performance: 2000-2004

However, at the same time, a scheme was devised to try and attract some of the “won’t teach” category: Teach First.

Adapted from America First, Teach First is an innovative programme which aims to attract the very brightest graduates into teaching for two years only, in poor performing schools. The attraction for graduates is that they do not need to do a post-graduate certificate in education (the standard one year training) and they are also provided with a competitive graduate salary, mentoring by a blue-chip company or business, and a “mini-MBA”.

Teach first was aiming to “go further up the queue”⁵⁷ – to attract high calibre graduates who would not normally consider a career in teaching, and raise the status of teaching. In terms of meeting demand for teachers, the numbers were not very significant – less than 500 graduates have entered the programme since it began in 2002. However, it was a crucial part of the marketing campaign, and it has been successful in recruiting candidates from Oxford, Cambridge and other Russell Group universities who would not have considered teaching otherwise. In terms of improving status of teaching – or the brand value, to use marketing language – Teach First has been extremely valuable, injecting some prestige to teaching as a career among those studying undergraduate degrees in top ranking universities.

A more collaborative approach with the HE sector

UCET had called for the TTA to be abolished in 1999. However, during the “the second phase” of the Agency, under its new leadership, relations with the Higher Education Sector began to improve. There were four main reasons for this:

1. Acknowledging success

Estelle Morris, Minister of State for Education from 1999-2001 and then Secretary of State for Education from 2001-4, was regarded as “a good listener”⁵⁸ by Mary Russell at UCET. Ms Morris had herself had been a teacher, before entering parliament, and was seen as credible by many in the sector. She encouraged Ralph Tabberer to congratulate the universities where good work was taking place.

⁵⁷ Interview with Ralph Tabberer, December 2005

⁵⁸ Interview with Mary Russell, December 2005

6. *Increased funding and support, better collaboration, improved performance: 2000-2004*

2. More money

Once the recruitment drive was up and running – and proving successful – providers found themselves taking on more trainees year on year. The money was flowing from the Treasury, and university education departments grew in size and prestige.

3. Less bureaucracy and less stringent imposition of standards on providers

Following the Quinquennial Review, the TTA accepted that the standards that had been imposed in the late 1990s were too detailed and potentially harmed performance, by burdening providers with bureaucracy. It was felt that providers needed more room to innovate and develop their own methods, rather than being too restricted by a “tick box” culture. The quality framework was kept in place, but new standards were published in 2002 – vastly reduced from 148 to 14 pages. OfSTED inspections were also moderated, to provide “a lighter touch” and more independence for the universities to get on with their job.

4. A diminished threat from schools-based providers

The great threat of schools-based providers, which Baroness Warnock had warned would lead to the “banishment” of teacher training from universities, never materialised. By 2003, no schools-based provider had received an A grade from the TTA, and fewer than 10% of initial teacher training places were run outside of the HE sector.

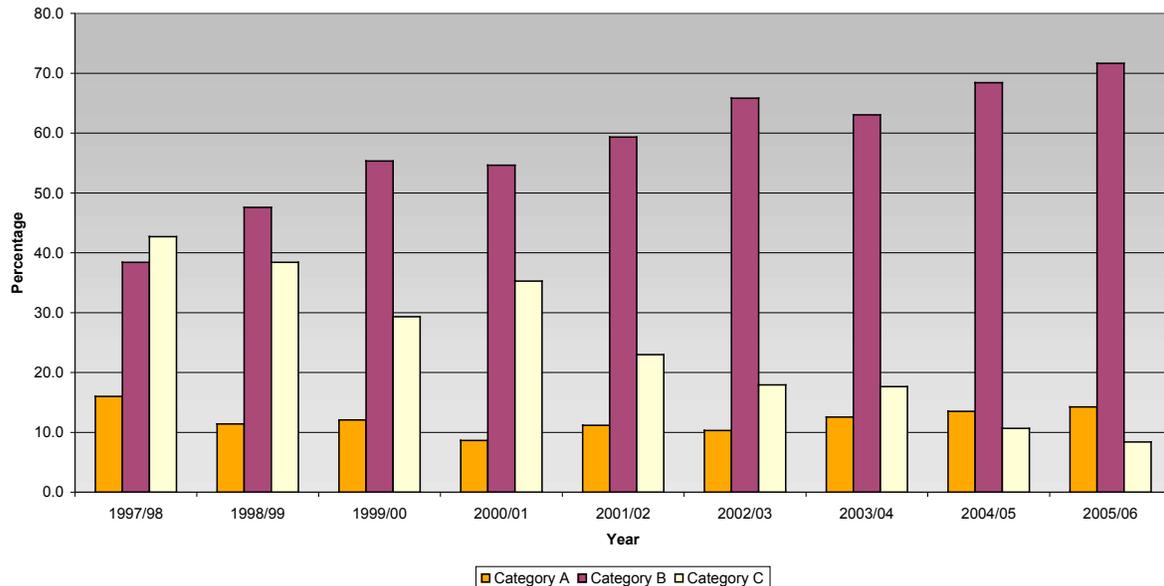
The combination of these four factors – together with the improved results in terms of teacher recruitment and the number of A and B graded training providers – not only improved relations with the HE sector. They also convinced the Government that the TTA was ready to take on more responsibility. As new policy imperatives were being articulated in Whitehall – with a new emphasis on “school teams” and the idea of the school as “community trusts”, operating in partnership with private and voluntary organisations – the TTA was increasingly trusted to deliver on teacher recruitment and training standards. It was also valued as a source of expertise and insight. It was about to move from its second phase – as a “recruitment agency” – to a third phase, as “a development agency.”

7. DIVERSITY AND EXPANSION: TRAINING SUPPORT STAFF THROUGH THE TDA: 2005

The DfES begins to give TTA more freedom to develop and innovate

By 2004, the TTA had established itself as one of the best performing non-departmental public bodies in the eyes of the Government. Sir Michael Barber, who had moved on from the Department for Education and Employment, to run the Prime Minister’s Delivery Unit following Labour’s second landslide election victory in 2001, noted: “they did everything right: the recruitment campaign was brilliant; the money was well spent.”⁵⁹ The numbers were extremely encouraging, both in terms of quantity of new teachers and the quality of teaching provision. The graphs below demonstrate this clearly, with improvements in both numbers and quality year-on-year from 2000-4. As explained in chapter 3, the categories A, B and C indicate the grades awarded to training providers by the TTA, following inspection. A-rated providers were judged to be excellent, B very good, and C satisfactory. The percentage of A-rated providers has stayed constant in the 9-16% range, but the proportion of providers awarded B status or higher has increased from 54% to 86%.

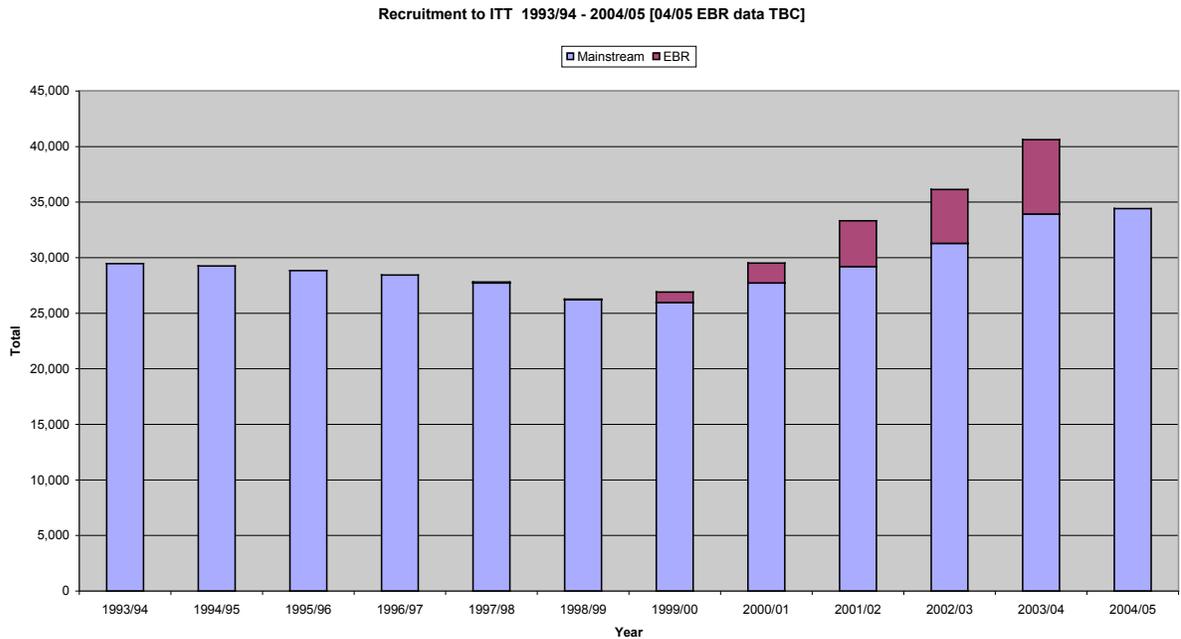
Percentage of Trainees in Categories A, B and C - 1997/98 to 2005/06



⁵⁹ Interview with Professor Sir Michael Barber, December 2005

7. Diversity and expansion: training support staff through the TDA: 2005

The graph below shows how the total number of people recruited to ITT increased from a low of 28,430 in 1997 to a high of 40,624 in 2004. The 2005 figure does not include those entering from Employment Based Routed (EBR).



This successful track record has led to the Agency enjoying the high regard in which it is held by most of the sector today. Furthermore, it persuaded the Department to give Ralph Tabberer and his team more freedom to innovate. One example of this is the establishment of the Higher Level Teaching Assistant programme, which began as a small pilot in 2002, and is now a fully operational scheme, recruiting well trained and highly skilled assistants to support teachers in the classroom, freeing teachers up to do what they do best – teach:

School staff already make a vital contribution to pupils' learning and achievement. HLTA status is aimed at reinforcing and improving their skills, allowing senior support staff in schools to make an even more valuable contribution to improving standards in schools. [...]

7. Diversity and expansion: training support staff through the TDA: 2005

Many schools have already found that deploying people with HLTA status to carry out an enhanced role within their school has helped them remodel their workforce effectively and improve work / life balance for their teaching staff.⁶⁰

The HLTA example is indicative of the incremental expansion which took place as 2003 and 2004 wore on. It was perhaps only a matter of time before the new Secretary of State, Charles Clarke, would invite the TTA to expand its remit and take on responsibility for training not only teachers, but all support staff in schools. This idea was floated in early 2004, and became a reality in the 2005 Education Act, which is discussed in detail in the next chapter. Within four years the TTA had evolved from an organisation with a mixed record of success, judged to be in need of tight control by the DfEE, to a flagship non-departmental public body, recognised in the media and by politicians and public servants for its achievements. This success was summarised by the then Head of the inspection agency Ofsted, David Bell, who described 2004's generation of newly quality teachers as "the best ever"⁶¹. In 2004, teaching won further recognition as the "number one choice" of graduate leavers in a university poll and a record 41,000 people entered initial teacher training, up from 24,000 in 2000.

New policy priorities

In a letter dated 9 September 2004, the Education Secretary Charles Clarke formally announced that the TTA would again be responsible for the continuing professional development of teachers – a role which had been withdrawn from the TTA following 1999's Quinquennial Review. Nothing more clearly signifies the renewed faith placed in the TTA by the Labour Government, which had seriously considered abolishing it five years previously. The Secretary of State made his confidence in the TTA explicit:

I am clear that the TTA can draw upon its highly successful experience in teacher training to help the education service streamline systems, improve the quality of CPD, and stimulate its demand and supply. [...]

I see the TTA evolving to become the focus of HR expertise and guidance for the school system to support improvement and modernisation in schools.⁶²

⁶⁰ TDA website: "About HLTA status", <http://www.tda.gov.uk/support/hlta/background.aspx>

⁶¹ OfSTED's annual report, 2004-5

⁶² Letter from Charles Clarke, Secretary of State for Education and Skills to Ralph Tabberer, Chief Executive of the Teacher Training Agency, 9 September 2004

7. Diversity and expansion: training support staff through the TDA: 2005

In the same letter Charles Clarke stressed the importance of developing “a new professionalism in teaching” and supporting “the emergence of new partnerships”⁶³. What does he mean by this? Continuing professional development needed a more coherent and logical approach, one which staff could understand and be attracted by, and which schools would be given incentives to support. The innovation and delivery of new entry routes to qualified teacher status, matched with the TTA’s success in increasing the status of teaching as a profession, meant that the TTA was well equipped to take on the challenge of improving CPD.

The “new partnerships” which the Secretary of State mentioned in his letter of September 2004 can be understood in two ways:

1. New partnerships in schools

In the second term of the Labour Government greater emphasis was placed on the “wider school workforce” – not just teaching assistants, but other support staff who work with children, from those working in catering to facilities and security staff. The central idea was to conceive a school as being child-centred, with a workforce operating as a team, with up to date skills and knowledge. The notion of teachers educating the children, while other staff worked in the background was challenged. The role of classroom assistants was highlighted, as freeing up teachers to teach. Also, the experiences of children at school are coloured not only by what goes on inside the classroom, but by all the members of staff they interact with.

2. New partnerships in the community

In 2004, the Government made clear its aim for schools to deliver services such as “health care, family learning and after-school activities”⁶⁴, linking up with other organisations in the community to do so. For example, the Government’s 14-19 agenda⁶⁵ encourages more flexible interaction between academic teaching and

⁶³ *ibid.* p.2

⁶⁴ “Making a difference to every child’s life: the Teacher Training Agency’s extended remit”, 2005, p.1

⁶⁵ The UK continues to have a high school dropout rate among pupils at 16. The 14-19 agenda is, in part, an attempt to address the false dichotomy between further learning and skills training and

7. Diversity and expansion: training support staff through the TDA: 2005

vocational skills learning – this necessitates improved co-operation and objective sharing between community organisations.

Expanding the remit of the TTA quickly moved on from the issue of continuing professional development for teachers, to cover development and training for all staff in schools, as well as workforce re-modelling, which is described by the TDA as “helping schools make the best use of their available resources”. The most radical element of these changes is that the TTA is now interacting directly with schools, to help them improve their own standards and support development of the whole school workforce. The primary stakeholders for the Agency are no longer only teacher training providers and teacher trainees, but also schools themselves, as well as their local partners. Teacher training providers continue to be key stakeholders for the TDA, and initial teacher training the central pillar of their business, but the Agency is now tackling new and broader challenges, to improve the training and development of all staff in schools.

The response of the HE sector to the extended remit

Perhaps surprisingly, the expansion of the TTA to form the TDA was not opposed by the Higher Education sector. It is notable that UCET argued that the TTA could also have taken on responsibility for training and development in the Further Education sector. Having called for the abolition of the Agency in 1999, this fact demonstrates just how successful the TTA was in its second phase, at engaging with HEIs and building co-operative relationships. Furthermore, it is in the interest of training providers to encourage more continuing professional development and skills training among support staff. There are new opportunities for universities to provide schools-based training and to promote excellence in schools, throughout a teacher’s career, not just at the initial teacher training phase.

Training and development in Further Education

The decision not to include the training of staff working in Further Education – mostly colleges with large mature student populations – was not a straightforward one. The 14-19 agenda

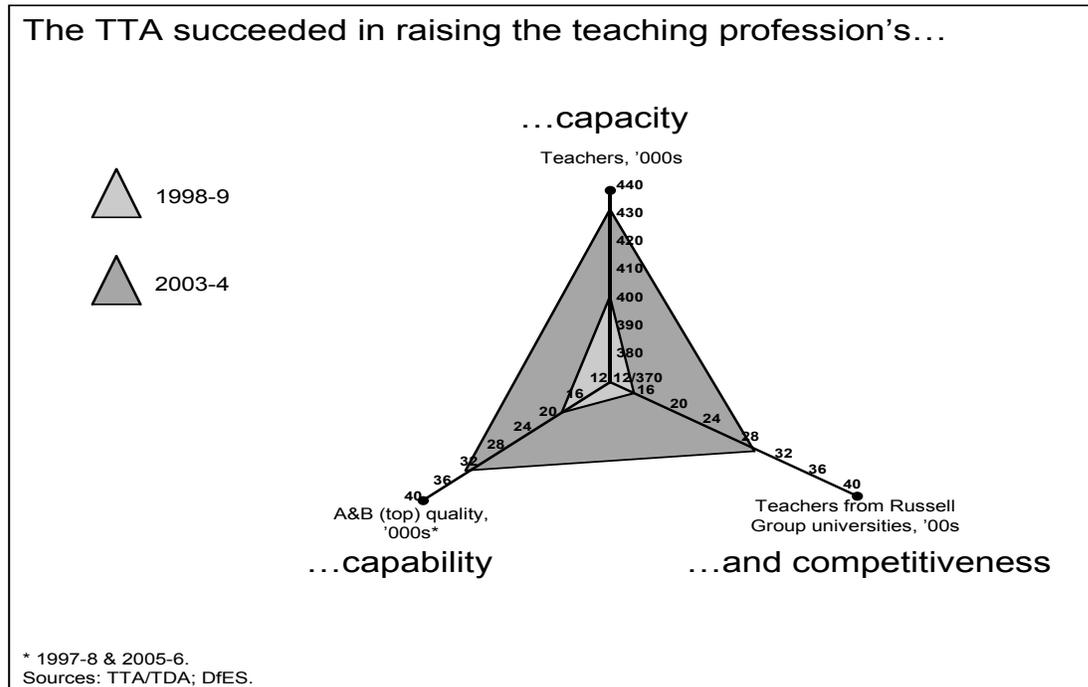
employment – the choice which historically has led to many 16 year olds opting out of the education system. By calling it 14-19, the Government is trying to remove the barrier at 16 and conceive of education for teenagers and young adults holistically. There are ambitious targets to support new ways of learning, combining classroom teaching, work experience and practical skills training, for those who do not wish to pursue purely academic routes to Higher Education.

7. Diversity and expansion: training support staff through the TDA: 2005

suggests that the separation between schools and colleges, where more vocational training takes place, is somewhat artificial. However, the expanded remit of the Agency to take on all training and development in schools is an ambitious one. Extending it even more to include Further Education is possibly a stretch too far for the Agency, despite its successful track record in recent years. A new organisation – Lifelong Learning UK (LLUK) – has been set up to look after training and development in the FE sector. The TDA works closely with LLUK, as it does with the National College for School Leadership and the General Teaching Council for England (GTC). Formally established in September 2005, it is too early to tell whether the TDA is equipped to meet the challenges of training all staff in schools. However, it is clear that those challenges are stretching, and they would have been even greater had training in FE also come under the roof of the TDA.

8. THE TRAINING AND DEVELOPMENT AGENCY FOR SCHOOLS TODAY

By 2004, the government recognised that the TTA had achieved the goals for which it was established. It had raised the capacity, capability and competitiveness of the teaching profession.



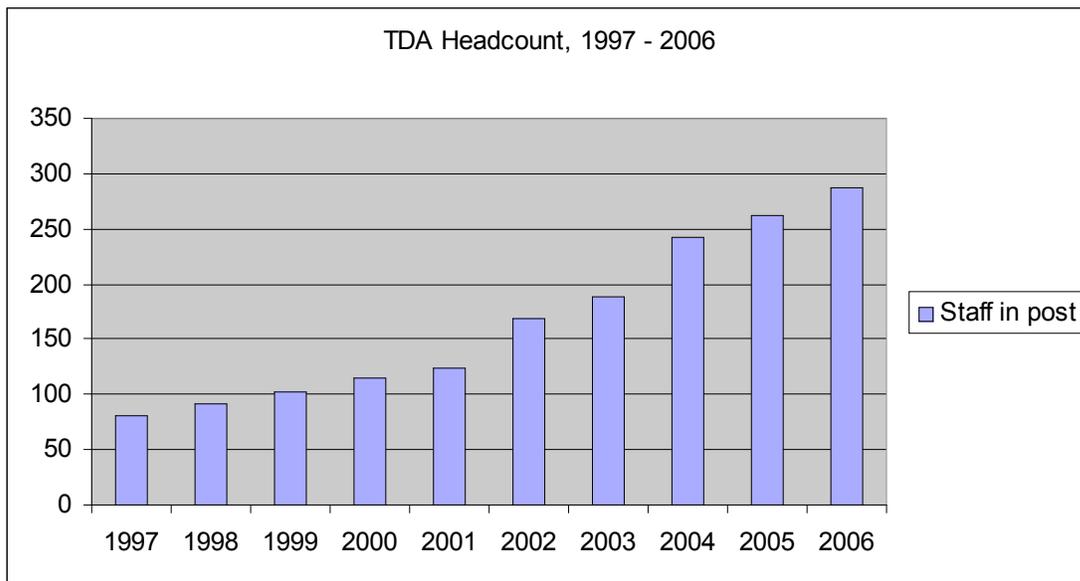
The government legislated to create the Training and Development Agency both to mark the TTA's past success and to entrust to that successful body some important new policy objectives. The passage of the bill was swift⁶⁶ and its provisions for the creation of the TDA were welcomed and debated, but not opposed. The Education Act 2005 was passed on April 7 2005, less than a month before the General Election, which Labour won for the third consecutive time. The 2005 Act grants the TDA the original TTA powers of the Education Act 1994, but the Agency has now been endorsed with a wider remit:

- Continuing professional development (CPD)
- Workforce remodeling
- Training for support staff

8. The Training and Development Agency for Schools today

It is notable that two aspects to the 1994 legislation were changed, both of which demonstrate the government's confidence in the TDA. First, the TDA was granted a new power to borrow funds, so long as it obtained the consent of the Secretary of State. Second, the 1994 Act stipulated that members of the TDA board should have experience of teaching, of SEN and of denominational issues. However, this was repealed in 2005, demonstrating the government's desire to increase flexibility and attract board members with a wide range of professional experience.

The corporate structure of the TDA has not changed dramatically, but the TDA's headcount and budget have grown steadily. The TDA now boasts a head count of 287, up from 80 in 1997.

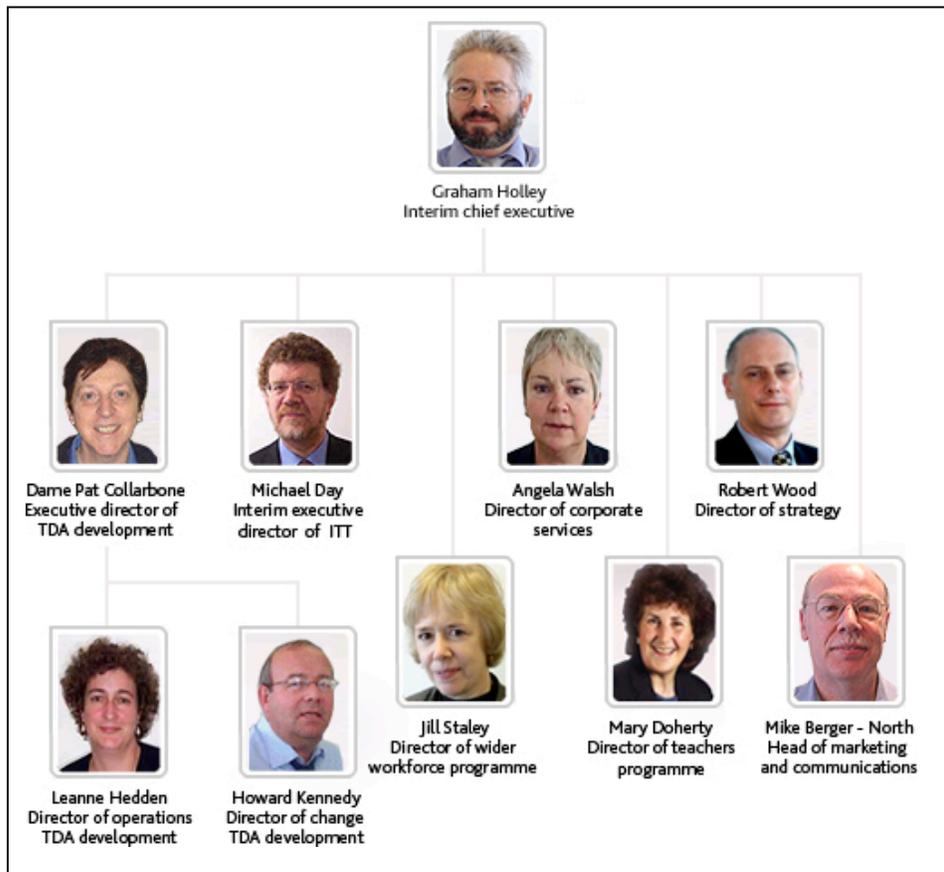


One important recent change of staff at the Agency was the announcement in March 2006 that Ralph Tabberer had been made Director General of Schools at the Department for Education and Skills. In effect, although not directly, Tabberer has been promoted to run schools in England for the Government. Following Tabberer's departure, the interim Chief Executive, Graham Holley, has overall responsibility for the activity of the Agency. A new

⁶⁶ The reform of the TTA was announced on 29 March 2004; the Education Bill 2004 was introduced

8. The Training and Development Agency for Schools today

permanent Chief Executive will be appointed in Autumn 2006. Along with 11 Non-executive Board Members, chosen by the Secretary of State, Graham Holley governs the Agency. The TDA's work is at divided into seven streams, each led by a Senior Manager.



The size of the budget is approximately £700 million following a trend of growth, growing by 12% from 2004/5 to 2005/6. So there is some truth to Secretary of State Ruth Kelly's claim that: "

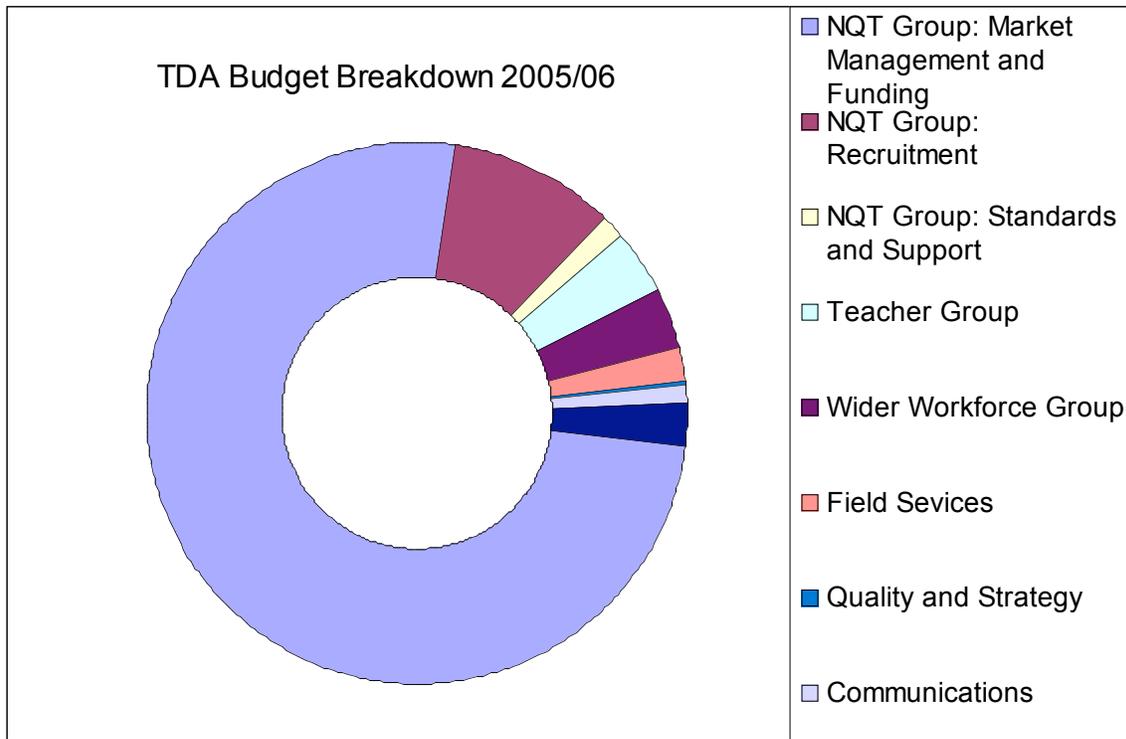
charged with making best use of the record levels of investment available to it, the agency will oversee a new programme to deliver a world-class work force,"⁶⁷

Despite such confidence at the ministerial level, there have been calls for the TDA to receive even greater funding to support its expanded remit.

into the House of Lords on 30 November 2004 and enacted as the Education Act 2005 on 7 April 2005.

⁶⁷ Ruth Kelly, Secretary of State for Education and Skills, House of Commons Hansard, 14 March 2005, column 46

8. The Training and Development Agency for Schools today



The strategic objectives of the new Training and Development Agency for Schools

The TDA currently operates with four strategic objectives:

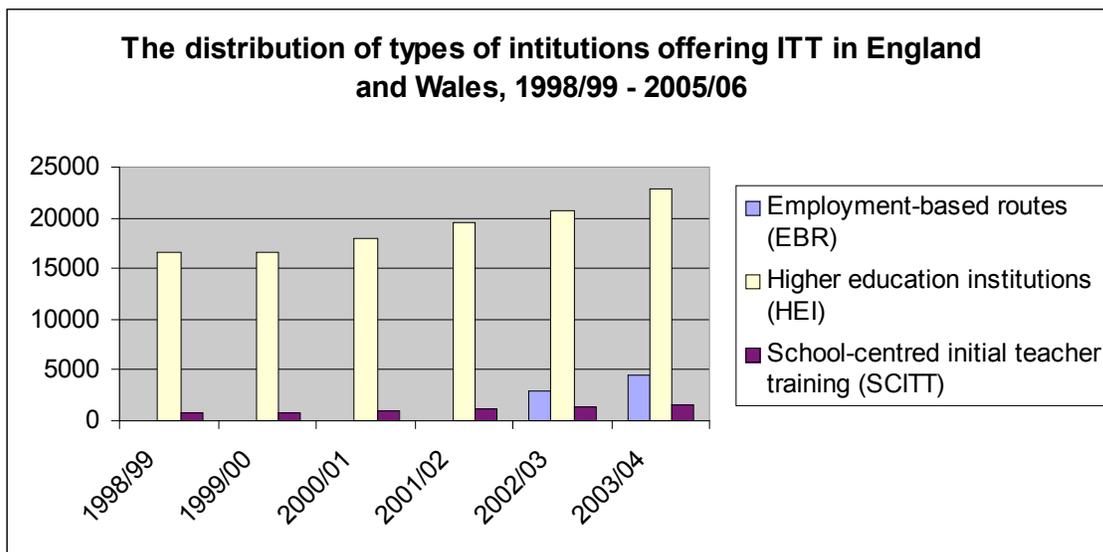
1. To ensure the adequate supply of NQTs
2. To enable the effectiveness of support staff
3. To enable the effectiveness of teachers
4. To support the management of schools.

1. The TDA has been incredibly successful in overseeing a large increase in the number of new entrants to ITT. As mentioned previously, 41,300 trainees entered the profession in 2005, the highest number since 1975. However, by “adequate supply” reference is made to a new-entrant’s suitability for the job. Now that the lack of supply has been remedied, the TDA is concentrating on finding those that fill their two criteria of suitability: they must be both able and committed. When it comes to non-priority subjects, the instinct is simply to increase the number of applications received. In priority subjects, where there is a teacher shortage – such as mathematics and physics – the recruitment strategy is three-pronged:

8. The Training and Development Agency for Schools today

- persuade those who are qualified that they would benefit from a career in teaching
- extend the skill-set of those who are already in the school workforce
- prepare those who have the potential to apply, but require some additional training – including candidates from under-represented groups.

According to the former Head of OfSTED David Bell (recently appointed as the Permanent Secretary – the most senior government official – of the Department for Education and Skills), the quality of teacher training is at an all-time high. Qualification to teach in schools in England and Wales requires QTS, which in turn requires systematic professional training and a minimum of 18 weeks of practice on a teaching placement. A Higher Education Institution partnered with a group of schools or, more rarely, a group of schools (SCITT) provide the ITT; the standards of its quality are determined by the DfES and controlled by OfSTED; the process is funded and managed by the TDA. As discussed in chapter 6, there are four routes to QTS⁶⁸: the undergraduate, the postgraduate, the employment-based route, where a trainee works as an unqualified teacher in a school, and the assessment only route.



Once a trainee achieves Newly Qualified Teacher (NQT) status, they are employed directly by schools. The schools are in control of their own recruitment. There is no examination

⁶⁸ The Labour Party's election manifesto (April 2005) declared that 'the remodelling of the school workforce is benefiting staff and helping to tailor provision to pupil need'. It promised that a future Labour government would 'widen further routes into teaching, to help more teachers and pupils get the benefit of the range of support staff now working in schools.'

8. The Training and Development Agency for Schools today

beyond the NQT programme, the standards for which are the same for those entering via undergraduate, post-graduate and employment-based routes. Pay is set at a national level, as are the golden hellos available to all newly qualified teachers (although, as previously stated, teachers in shortage subject areas receive a larger welcome to the profession).

Undergraduate and Postgraduate Routes

Route	Institution	Prerequisites / Suitability	Duration	Funding
Undergraduate BEd, BA or BSc with QTS	universities and FE colleges	two A-levels or equivalent BEd: Mostly primary school teachers	3-4 full-time 6 years part-time 2 years with academic credit from previous study	as other undergraduate courses.
Postgraduate: Postgraduate Certificate in Education (PGCE)	universities and colleges or via flexible distance learning or in a school by completing a programme of SCITT	UK undergraduate degree equivalent which should relate to the subject the candidate wants to teach (if primary, that means the core subjects of the national curriculum) otherwise a subject knowledge booster will be offered prior to/during QTS training	1 year full-time up to 2 years part-time	tax-free training bursary of £6-£9,000 (£6,000-£7,000 in Wales) taxable 'golden hello' payments on successful completion worth between £2,500 and £5,000
Post-graduate Teach First	challenging secondary schools in the Greater London or Greater Manchester areas only	minimum of a 2.1 undergraduate degree, at least 40 per cent of which relates to an NC subject 300 UCAS tariff points, equivalent to BBB at A-level	2 years	food and accommodation during Summer Training Institute Point 3 on the unqualified teaching scale during the first year and normal NQT salary during second year
Postgraduate: School-centred Initial Teacher Training (SCITT)	consortia of schools and colleges running in England	UK undergraduate degree equivalent which should relate to the subject the candidate wants to teach (if primary, that means the core subjects of the national curriculum) otherwise a subject knowledge booster will be offered prior to/during QTS training	1 year	tax-free training bursary of £6-£9,000 (dependant on subject and start date) taxable 'golden hello' payments on successful completion worth between £2,500 and £5,000, depending on subject

8. The Training and Development Agency for Schools today

Employment-based (EBR) and Assessment Only Routes

Route	Institution	Prerequisites / Suitability	Duration	Funding
EBR: Graduate Teacher Programme (GTP)	in schools in England or Wales.	You need qualifications at least equivalent to a UK bachelors degree	3 months - 1 year	unqualified or qualified teacher's salary (£14,040 +) TDA grant to school of up to £13,000 to cover employment costs and up to £4,000 for training
EBR: Registered Teacher Programme (RTP)	English or Welsh maintained school, as long as they are able to work with a higher education institution	non-graduates with some experience of higher education to complete their degree / mature people who want to change to a teaching career but need to continue earning while they train	1-2 yrs	unqualified or qualified teacher's salary (£13,599 +) TDA grant to school a grant of up to £4,000 to cover the cost of training
EBR: Overseas Trained Teacher Programme (OTTP)	in England only	if qualified as a teacher inside the EU, then mobility laws apply and the teacher can access teaching positions in the same way as 'home' trained teachers if qualified as a teacher in Scotland, Wales, Northern Ireland, another country in the EEA or Switzerland, the teacher may be eligible for QTS without further assessment if qualified as a teacher overseas and outside the EEA, the teacher may be eligible to work in England as a temporary teacher without qualified teacher status (QTS) for up to four years		TDA will cover the costs (up to a value of £1,250) as well as for the final assessment against the QTS standards. school will continue to pay salary
Assessment only	Unis of Gloucester and Wolverhampton only, not available in Wales	substantial experience of working in a UK school as an instructor or unqualified teacher, or as a teacher in an independent school or further education institution	submit portfolio of evidence and undergo a day-long assessment in school	

Focus on an ITT provider: the University of Oxford

The University of Oxford receives four applications for every place, and only three people are interviewed for each of the 175 spots on the course. It is rightly popular: in the last OfSTED inspection of Oxford's PGCE in 2004, it received top grades - "very good with outstanding features" – in almost every aspect of its work.

Oxford is an example of a provider of ITT that does not primarily provide teachers for the local area. It is national in outlook. It recruits nationally and its NQTs take up posts around the country.

As Director of Graduate Studies (Professional Courses), Dr. Hazel Hagger has responsibility for the PGCE Course and for the Department's work in Continuing Professional Development. Dr. Hagger believes⁶⁹ that Oxford's Department of Educational Studies has a key role to play in meeting the future challenges facing schooling in England:

"With school innovation informing innovation in ITT, teachers needing increasingly to know where they fit into integrated children's services, and the growing demand for flexible opportunities for CPD – there are exciting times ahead for the PGCE."

A Provider Perception Survey was conducted in May 2004. When asked to rate the working relationship between the TTA and their institution, nearly a third (31%) of providers stated it was 'very good', with a further 48% rating it 'good'. Only 3% felt that it was 'not adequate' or 'poor'. Dr. Hagger concurs: Oxford has been delighted at the influx of applications that the TDA has stimulated. This has driven up the quality of the successful applicants.

8. *The Training and Development Agency for Schools today*

2. The TDA seeks to enable the effectiveness of support staff. We have witnessed a major increase in school workforce headcount, due for the most part to increasing numbers of support staff. Now at 500,000, it is almost double what it was in 1997. To meet the needs of this new cohort and the needs of pupils they serve, the quality of support staff to be assured. The TDA aims to improve their participation in training and development and to improve the supply and quality of the training and development offered. As many as 600 qualifications for support staff currently exist. This complex array needs to be simplified; the training must be formally recognised and their quality controlled. As discussed in chapter 6, a success story in formalising and recognising quality is the Higher Level Teaching Assistantship (HLTA). There has been a rapid expansion of the HLTA programme since it was piloted in 2002. In 2004 the TTA (as it was) awarded 742 people HLTA status including teaching assistants, librarians and break supervisors.

3. In pursuit of its objective to enable the effectiveness of teachers, the TDA focuses on fostering the demand for continuing professional development (CPD). This involves both generating and removing the barriers to demand for CPD and improving the quality of the CPD supplied. Once qualified, teachers can be required to appraise their colleagues, run a department or coordinate school policies - all with no further training. Indeed, CPD will be crucial to promote workforce remodelling: only 45 per cent of newly qualified teachers are confident about working with support staff in the classroom.⁷⁰

To generate demand for CPD, the TDA is positioning itself as a hub for collating and sharing good practice. It is updating the standards for QTS as well as the salary thresholds which link them to the CPD. This process identifies gaps in CPD the next step is to ensure that these gaps are met. Where they are not met by in-school or private providers of CPD, it falls to the TDA to develop the CPD opportunity, as is the case with the Postgraduate Professional Development (PPD) programme.

The TDA also has a role in improving the quality of supply of CPD. It acts to generate supply by ensuring that the CPD provided covers all regions of the country. To improve the quality of

⁶⁹ Interview with Dr Hazel Hagger, January 2006

8. *The Training and Development Agency for Schools today*

supply, the TDA is currently developing indicators of quality. A pilot project, involving between 30 and 50 schools, with a website offering advice on CPD training is due to launch in the summer of 2006. The TDA hopes the new approach to continuous professional development will spread to all schools by 2009.

4. Since 1 April 2005, the TDA has encompassed the work of the National Remodelling Team (NRT), to help schools to best deploy their staff, emphasising that every member of the school workforce matters. The NRT is working to change working conditions in schools to make them more attractive and appropriate for a 21st century workforce. This workforce now totals one million: more people are working in our schools than ever before. Teachers need to be freed up to teach, provided with sufficient ring-fenced time to prepare and plan lessons, while support staff need to be empowered and encouraged to develop. The TTA has been working with schools on re-modelling since 2001 and, since its inception in 2005, the TDA has taken on further responsibility in this area, linking it very closely with continuing professional development for teachers and support staff. To achieve this, the TDA is now interacting directly with schools to facilitate their re-modelling work. A TDA-funded web portal is also being developed to make the teacher training knowledge base more accessible to all school staff.

⁷⁰ "Professionals, or parrots?", Phil Revell, *The Guardian*, 8 March 2005
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9. ***FUTURE CHALLENGES, FUTURE OPPORTUNITIES***

Following its success in improving the quality and quantity of initial teacher training, the TDA now faces a number of crucial challenges, as well as opportunities to improve development and effective working in schools. These can be summarised under three headings:

1. The TDA must demonstrate that it has the skills and funding to fulfil its new remit without detriment to its excellence in recruiting new teachers
2. The TDA must be sensitive to the many drivers on the demand for teachers whilst also striving to achieve a more diverse workforce
3. The TDA must continue to develop positive perceptions of careers in teaching and the wider school workforce.

A further challenge emerged in March 2006, with the announcement that Ralph Tabberer had been appointed Director General of Schools at the DfES. The appointment of the Agency's third CEO – after Tabberer, and Anthea Millett before him – will be a crucial moment for the TDA as it looks to embed its new remit, and embark on a “third phase” in its history.

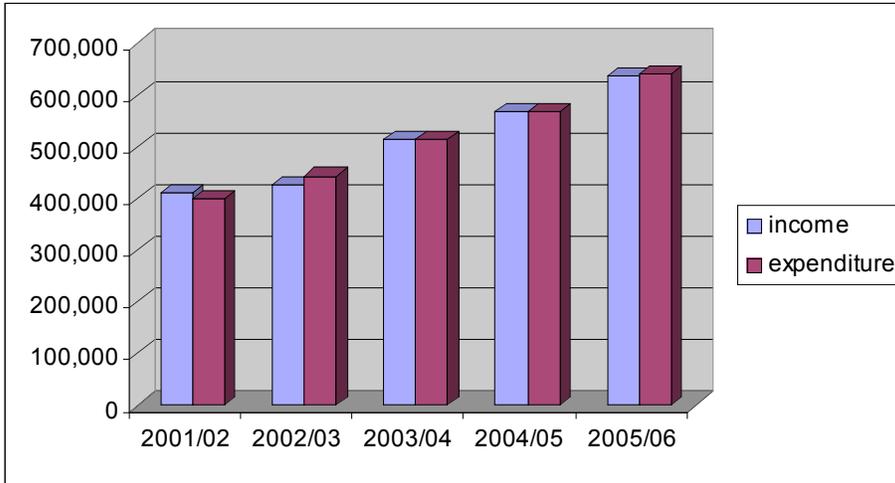
New competencies

Having been given new responsibilities, the TDA must demonstrate that it has the skills – backed up by appropriate funding – to meet its new tasks. During debates in the House of Lords on the Education Bill of 2004, Baroness Sharp of Guildford noticed that the Explanatory Notes to the Bill suggested that the TDA could undertake its new remit “at no expanded cost”, and feared that additional finance would be required, but would not be forthcoming⁷¹. Lord Hanningfield worried that, with no further funding, “the provision [of CPD] might take something away from the training of teachers.”⁷² The income of the TDA did increase by 12% in its first year, although it should be noted that this was fairly in line with the trend growth:

⁷¹ House of Commons Hansard, 13 Dec 2004, column 1144

⁷² House of Commons Hansard, 13 Dec 2004, column 1102

9. Future challenges, future opportunities



In the years ahead, the TDA's first challenge is to show that it has the capacity for the training and development of support staff, for continuing professional development of teachers, for school workforce remodelling, and for the promotion of other government objectives – all in addition to its core task of managing the recruitment and training of teachers. Aware of the accusation that expansion could lead to dilution of excellence, Ralph Tabberer has been keen to assert that “recruiting and training the best possible new teachers for our schools is still our main priority.”⁷³

During the debate in the House of Commons on the Education Bill 2004, Colin Pickthall MP expressed anxieties about the range of roles the new “wider school workforce” would include⁷⁴. He asked the then Minister for School Standards, Stephen Twigg MP, “whether he can assure me that the new agency will be competent to train groundsmen, for instance, in how to look after football pitches?” Mr. Twigg clarified the TDA's role as:

... making training available. It is not about the direct delivery of that training. It needs to build the capacity in the market and to do that in conjunction with a range of organisations [...]

Despite the scepticism shown by Mr Pickthall on some others about the training of the wider school workforce, the new emphasis on the continuing professional development of teachers was unanimously welcomed by Parliament.

⁷³ TDA Corporate Plan, 2005/8

The emergence of modular qualifications for in-service teachers

The chartered teacher scheme in London is a modular course available to teachers after their fifth year of service. Although it offers no financial recognition, it is a formal endorsement of the professional standing of the teacher concerned. Similarly, in Scotland, Chartered Teacher status is a course of 12 modules, which features a salary increase tied to the successful completion of each couple of modules. South of the border, the University of Oxford has responded to the TDA's new concentration on CPD with an innovative proposal to remodel the Oxford PGCE as a Masters-level qualification that may be taken by in-service teachers in modular form. It is envisaged that modules will confer credits that will be recognised by a variety of institutions around the country – enabling an in-service teacher to pick-and-mix modules from different institutions to suit his or her individual CPD needs.

Interestingly, the TDA also has an opportunity to promote other government objectives, which do not specifically fall within its remit. In preparing a school workforce for full-service schools (schools that provide, for instance, child care and health-care services) the TDA can promote the objective of integrated children's services. Another challenging objective is the Government's desire to design a coherent conception of "the 14-19 agenda", discussed in chapter 7. The DfES and TDA are also currently looking at ways of providing further incentives for teaching staff to work in low-income communities and poorly performing schools.

The demand for teachers

The TDA must be sensitive to the many drivers of the demand for teachers, whilst also striving to achieve a more diverse workforce. A number of factors are now increasing the demand for teachers, including the increasing retirement rate, and a widely anticipated

⁷⁴ House of Commons Hansard, 23 March 2005, column 59

9. Future challenges, future opportunities

increase in public sector pension age. However, the effect of the foregoing must be offset against the factors *decreasing* the demand for teachers. These include: the declining birth rate, a reduction in curriculum entitlement and the changing nature of schools.

A reduction in curriculum requirements will change the make up of a school's workforce – for example, a downturn in the study of languages after 14 has reduced demand for teachers of modern foreign languages. The nature of schooling is also set to change and this will have significant implications for demand. The rise in the use of Information Communication Technology in schools increasingly means that a pupil may access expertise not located in the same building. Furthermore, the Government's vision of extended community schools will require the deployment of many professional skills other than those of teaching, for instance child Support, play work skills, medical knowledge and adult education. The TDA has recently consulted the public on the ramifications of possible scenarios for schooling in 2020. Both *learning networks with diversified workforce* and *schools as social centres* feature as possible future scenarios.

A recently recognised dimension to the demand for teachers is the type, rather than simply the number, of candidates sought. The Labour Government would like to see participation in teaching by candidates from groups that are historically under-represented in the profession. The under-representation of men is particularly felt in primary schools; the physically disabled people and British ethnic minorities are similarly under-represented.

Weighing up the factors affecting demand, it seems that the Government will continue to reduce the total number of ITT places available, and that 2004's intake of newly qualified teachers will be the largest for some time. At the end of 2005, the DfES recommended a 3 per cent fall when compared with the September 2004 figure. John Howson, Director of Education Data Surveys, which regularly analyses data on education in the UK, says that targets for new intending primary teachers may need to drop by between 6 and 10 per cent.

The supply of teachers

In its second phase, the TTA did an excellent job at attracting people to teaching and developing positive perceptions of careers in the school workforce. The TDA must continue to do so, by balancing the desire to portray teaching as a profession that requires higher levels of prior qualifications (either a degree or ITT or both) with the development of efficient routes into the school workforce. As discussed in chapter 5, potential entrants to ITT are dissuaded

9. Future challenges, future opportunities

from joining the profession by a number of perceived barriers, including financial burdens and the desire for a flexible career. The TTA was alert to address those perceptions, introducing the £6000 bursary for ITT and golden hellos for shortage subjects, and the TDA must continue to provide competitive financial incentives for new recruits. There is now a significant opportunity to boast of the variety of professions available in the newly widened school workforce (for instance in integrated children's services, or in the market in learning). This may help to change perceptions further.

In 2005, Education Secretary Ruth Kelly said:

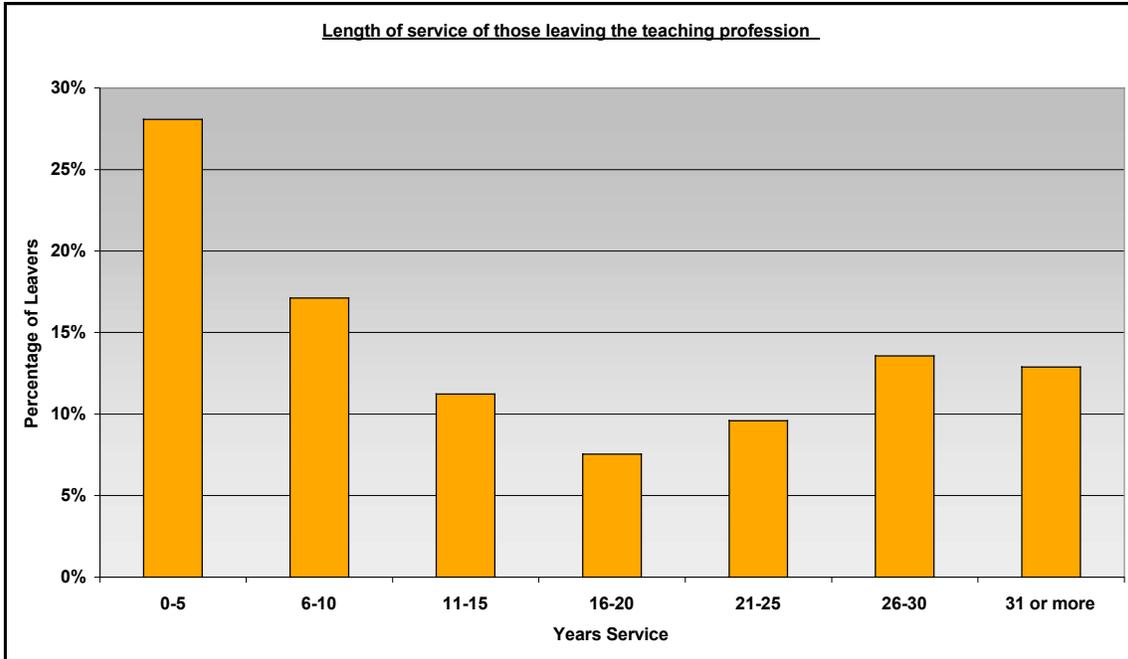
The average classroom teacher's salary is more than 15% higher in real terms today than in 1997, and a top head teacher's pay more than one third higher.⁷⁵

This salary increase has been achieved incrementally, and is in line with a more general increase in public sector pay. However, it is a noteworthy achievement; the challenge here is to link salaries convincingly with CPD. "Progress [at] every stage of their career in future should be matched by developing yourself and mentoring other people," asserts Ralph Tabberer, "I think it's a powerful combination." A TDA consultation document suggests that some standards should be moved so they are achieved later in teachers' careers - freeing up standards to justify promotion.

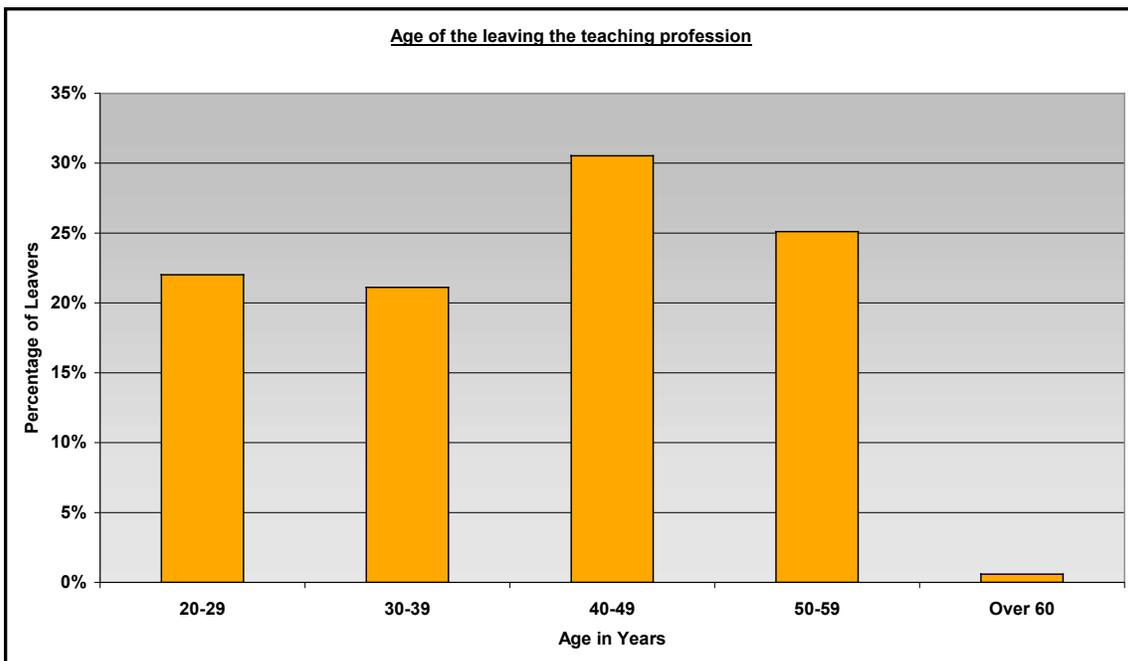
A modern trend has established, driven by the fluidity of the labour market, for careers that involve many different jobs. Teaching has traditionally been regarded as a career for life. The TDA has already challenged this perception, for example in the creation of Teach First, which offers a two-year post in teaching. The TDA's recognition that today's young people tend to want more varied careers means that sustaining supply into the profession is very important, not least because of the expected decrease in retention rate. However, as the graph below indicates, almost 30% of those leaving teaching in 2005, did so after less than 5 years.

⁷⁵ Ruth Kelly MP, House of Commons Hansard, 14 March 2005, column 39.

9. Future challenges, future opportunities



More research is needed as to why those leaving the profession after less than 5 years are doing so. Interestingly, however, the age of those leaving the profession is spread pretty evenly. More people leave the profession in their 40s than in their 20s, suggesting that the recruitment model is not at risk of over-reliance on those in their first career.



9. Future challenges, future opportunities

It is often claimed that entry to teaching must retain the minimum qualification requirement of a first degree if the status of the teaching profession is to be upheld. Following the TDA's successful advertising campaigns, final-year undergraduates in 2005 nominated teaching as their first choice of career – for the first time ever, with 14.2% of those surveyed choosing teaching. Marketing and media usually top the league table. The TDA uses research from the Association of Graduate Recruiters to understand the motivations and preferences of new graduates. The notion of “self-interested idealism” – making a difference, while being rewarded from it – that has been at the heart of the TDA's advertising strategy, came out of such research. The fact that teaching is now the first choice career of English undergraduates is a testament to the success of that approach.

The attractiveness of teaching is also measured in terms of the quality of new graduates entering initial teacher training. 54% more people coming into teaching this year are from the Russell Group of elite universities compared with 1997.⁷⁶ The TDA has only recently started to monitor the percentage of those graduates entering teaching with a 2:1 or higher degree. It is not possible to comment on a trend therefore at this stage, but in the future the goal should be to increase the proportion of new trainees with 2:1 and First Class degrees, from 56% in 2004.

One might adopt one of Prime Minister Tony Blair's catchphrases – “a lot done, a lot more to do” – and apply it to teacher training, and the schools workforce more generally. The TDA must continue to present teaching as a strong and attractive brand. It must make CPD more coherent and obviously linked to financial rewards, as well as managing the extremely challenging task of “workforce remodelling”, as schools take on new roles in the community.

The quality and quantity of teacher training in England has been transformed by the Teacher Training Agency. Now the Training and Development Agency for Schools must aim to have

⁷⁶ Times Educational Supplement, 07/09/05

9. Future challenges, future opportunities

the same transformative effect on the provision of professional development of all those who work in schools. The end goal remains the same:

above everything else, the Training and Development Agency is going to be about raising standards by developing people.⁷⁷

In this statement, Ralph Tabberer is not only referring to the people who work in schools – the teachers, assistants and other support staff who work with them – but to the children who are educated within them. This is articulated in the newly refined mission statement of the Agency:

Our purpose is to raise children's standards of achievement and promote their well-being by improving the training and development of the whole school workforce.⁷⁸

Ralph Tabberer's departure in March 2006 marks the end of the second phase of the TDA. As Director General of Schools at the Department for Education and Skills, he will continue to be closely involved in the work of the agency, but it is now time for a new Chief Executive to make the agency live up to its new name. Although the scale of this challenge should not be under-estimated, the track record of the TDA, as it has evolved over the past eleven years, suggests that it is well equipped to meet this ambitious remit and, ultimately, to transform education provision in schools in England.

⁷⁷ Interview with Ralph Tabberer, December 2005

⁷⁸ The purpose of the TDA as set out in its corporate plan, 2005-6:
<http://www.tda.gov.uk/about/role.aspx>

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APPENDIX A: ACRONYMS AND ABBREVIATIONS

CATE – Council for the Accreditation of Teacher Education

CPD – Continuing Professional Development (for qualified teachers)

CPS – Centre for Policy Studies (a think tank)

DfEE – Department for Education and Employment (until 2001)

DfES – Department for Education and Skills (2001 to present)

EBRs – Employment Based Routes (to teaching, i.e the GTP)

GTC – General Teaching Council (non-departmental government body set up to support raising of standards in teaching in 1997)

GTP – Graduate Teacher Programme

ITT – Initial Teacher Training

HEFCE – Higher Education Funding Council for England

HEIs – Higher Education institutions (universities, colleges and others)

HLTA – Higher-level teaching assistant

HMI – Her Majesty's Inspectorate

NUT – National Union of Teachers (representative body)

OfSTED – Office for Standards in Education

PGCE – Post Graduate Certificate in Education

QTS – Qualified Teacher Status

SCITT – Schools-centred initial teacher training

TDA – The Training and Development Agency for Schools (2005 to present)

TTA – The Teacher Training Agency (1994 – 2005)

UCET – Universities' Council for the Education of Teachers (representative body)

APPENDIX B: RUSSELL GROUP UNIVERSITIES

The Russell Group is an association of 19 major research-intensive universities of the United Kingdom. Formed in 1994 at a meeting convened in the Hotel Russell, London, the Group is composed of the Vice-Chancellors/Principals of the Universities listed below.

In 2003/4, Russell Group Universities accounted for over 60% (£1.7billion) of UK Universities' research grant and contract income, approximately 55% of all doctorates awarded in the United Kingdom, and over 30% of all students studying in the UK from outside the EU. In the 2001 national Research Assessment Exercise, 78% of the staff in grade 5* departments and 57% of the staff in grade 5 departments were located within Russell Group Universities.

[www.russellgroup.ac.uk]

The Russell Group universities and their overall 2006 Times ranking:

University of Birmingham (20)

University of Bristol (12)

University of Cambridge (2)

Cardiff University (21)

University of Edinburgh (13)

University of Glasgow (22)

King's College London (16)

Imperial College London (3)

University College London (6)

University of Leeds (34)

University of Liverpool (41)

London School of Economics and Political Science (4)

University of Manchester (17)

University of Newcastle (18)

University of Nottingham (14)

University of Oxford (1)

University of Sheffield (26)

University of Southampton (25)

University of Warwick (5)

Education Act 1994

1994 c. 30 -

An Act to make provision about teacher training and related matters; to make provision with respect to the conduct of students' unions; and for connected purposes.

[21st July 1994]

Be it enacted by the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

Part I

Teacher Training

The Teacher Training Agency

The Teacher
Training Agency.

1.—(1) There shall be established a body corporate to be known as the Teacher Training Agency to exercise—

- (a) their functions as a funding agency under this Part,
- (b) the function of providing information and advice on teaching as a career, and
- (c) such other functions as may be conferred on them by or

under this Part.

(2) The objectives of the agency in exercising their functions shall be—

- (a) to contribute to raising the standards of teaching;
- (b) to promote teaching as a career;
- (c) to improve the quality and efficiency of all routes into the teaching profession;
- (d) to secure the involvement of schools in all courses and programmes for the initial training of school teachers;

and generally to secure that teachers are well fitted and trained to promote the spiritual, moral, social, cultural, mental and physical development of pupils and to prepare pupils for the opportunities, responsibilities and experiences of adult life.

(3) Except where corresponding functions in relation to Wales are conferred on another person or body, the functions of the agency are exercisable in relation to England and Wales generally; but the agency shall not do anything in relation to Wales, or institutions or students in Wales, except at the request of the Secretary of State.

Membership, &c.
of the agency.

2.—(1) The Teacher Training Agency shall consist of between eight and twelve members appointed by the Secretary of State, of whom one shall be so appointed as chairman.

(2) In appointing the members of the agency the Secretary of State shall have regard to the desirability of including persons who appear to him—

(a) to have experience of, and to have shown capacity in—

(i) teaching in schools,

(ii) teaching in higher education (other than training teachers), or

(iii) training teachers, or

(b) to have held, and to have shown capacity in, any position

carrying responsibility for—

- (i) the provision of education in schools,
- (ii) the provision of higher education (other than the training of teachers), or
- (iii) the training of teachers;

and in appointing such persons he shall have regard to the desirability of their being currently engaged in the provision of, or in carrying responsibility for, such matters.

(3) In considering the appointment of members in accordance with subsection (2) the Secretary of State shall have regard to the desirability of including persons whose relevant experience or responsibility is, or was, in or in relation to—

- (a) institutions of a denominational character, or
- (b) teaching persons with special educational needs.

(4) In appointing the members of the agency the Secretary of State shall also have regard to the desirability of including persons who appear to him to have experience of, and to have shown capacity in, industrial, commercial or financial matters or the practice of any profession.

(5) Schedule 1 has effect with respect to the agency.

Funding

The funding agencies.

3.—(1) Any reference in this Part to a funding agency is—

- (a) in relation to institutions in England, to the Teacher Training Agency, and
- (b) in relation to institutions in Wales, to the Higher Education Funding Council for Wales.

(2) The references above to institutions in England and in Wales are to institutions whose activities are carried on, or principally carried on, in England or, as the case may be, in Wales; but both references include the Open University.

Any dispute as to which funding agency any functions are exercisable by shall be determined by the Secretary of State.

(3) The funding agencies shall be responsible for administering funds made available to them by the Secretary of State and others for the purpose of providing financial support for the carrying on by eligible institutions of qualifying activities.

Qualifying activities and eligible institutions.

4.—(1) The activities qualifying for funding under this Part ("qualifying activities") are—

- (a) the provision of teacher training;
- (b) the provision of facilities, and the carrying on of other activities, by eligible institutions which the governing bodies of the institutions consider it necessary or desirable to provide or carry on for the purpose of or in connection with activities within paragraph (a);
- (c) the provision by any person of services for the purposes of, or in connection with, such activities.

(2) The institutions eligible for funding under this Part ("eligible institutions") are—

- (a) any institution within the higher or further education sector,
- (b) any school, and
- (c) any other institution or body designated by order of the Secretary of State,

and any partnership or association of eligible institutions, or body established by one or more such institutions, for the purpose of carrying on qualifying activities.

(3) The Secretary of State may by order provide for references in this Part to the governing body of an institution, in relation to an institution which is conducted by a company, to be read as references

to the governing body provided for in the instrument of government, or to the company or to both.

(4) In relation to a nursery school which is maintained by a local education authority references in this Part to the governing body shall be construed as references to the authority.

Grants, loans and other payments.

5.—(1) A funding agency may—

(a) make grants, loans or other payments in respect of expenditure incurred or to be incurred by the governing body of an eligible institution for the purposes of activities qualifying for funding under this Part by virtue of section 4(1)(a) or (b), and

(b) make grants, loans or other payments in respect of expenditure incurred or to be incurred for the purposes of the provision of services as mentioned in section 4(1)(c),

subject in each case to such terms and conditions as the funding agency think fit.

(2) The terms and conditions on which a funding agency may make any grants, loans or other payments under this section may in particular—

(a) enable the funding agency to require the repayment, in whole or in part, of sums paid by the agency if any of the terms and conditions subject to which the sums were paid is not complied with, and

(b) require the payment of interest in respect of any period during which a sum due to the funding agency in accordance with any of the terms and conditions remains unpaid.

(3) The terms and conditions shall not relate to the application of any sums derived otherwise than from a funding agency.

(4) In exercising their functions under this section a funding agency shall have regard—

(a) generally, to any forecasts of demand for newly-qualified teachers notified to them by the Secretary of State; and

(b) in relation to any particular institution, to any assessment of the quality of education provided by the institution—

(i) made by either of Her Majesty's Chief Inspectors of Schools, or

(ii) to which the agency think it appropriate to have regard or to which the Secretary of State directs them to have regard.

Provisions
supplementary to
s. 5.

6.—(1) In exercising their functions in relation to the provision of financial support for qualifying activities the funding agencies shall have regard to the desirability of—

(a) establishing and maintaining in relation to courses for initial training of school teachers an appropriate balance between school-centred courses and other courses; and

(b) not discouraging any institution for whose activities financial support is provided under this Part from maintaining or developing its funding from other sources.

(2) For the purposes of subsection (1)(a) a "school-centred course" means a course provided by a school or schools, or by a partnership or association consisting wholly or mainly of schools or by a body established by a school or institutions consisting wholly or mainly of schools.

(3) Before exercising their discretion under section 5(1)(a) or (b) with respect to the terms and conditions to be imposed in relation to any grants, loans or other payments, a funding agency shall consult such of the following bodies as appear to them to be appropriate to consult in the circumstances—

(a) such bodies representing the interests of eligible institutions as appear to the funding agency to be concerned, and

(b) the governing body of any particular eligible institution which appears to the funding agency to be concerned.

(4) In exercising their functions in relation to the provision of financial support for qualifying activities a funding agency shall have regard (so far as they think it appropriate to do so in the light of any other relevant considerations) to the desirability of maintaining—

(a) what appears to them to be an appropriate balance in the support given by them as between institutions which are of a denominational character and other institutions, and

(b) any distinctive characteristics of any eligible institution for whose activities financial support is provided under this Part.

(5) In exercising their functions a funding agency shall take such steps as appear to them appropriate to secure that the governing body of any institution which provides a course of initial teacher training funded by the agency makes available such information relating to the course, in such manner and to such persons, as the agency may require.

Grants to the
funding agencies.

7.—(1) The Secretary of State may make grants to the funding agencies of such amounts and subject to such terms and conditions as he may determine.

(2) The terms and conditions subject to which grants are made by the Secretary of State to a funding agency—

(a) may in particular impose requirements to be complied with in respect of every institution, or every institution falling within a class or description specified in the terms and conditions, being requirements to be complied with in the case of any institution to which the requirements apply before financial support of any amount or description so specified is provided by the agency in respect of activities carried on by the institution, but

(b) shall not otherwise relate to the provision of financial support by the agency in respect of activities carried on by any particular institution or institutions.

(3) Such terms and conditions may not be framed by reference—

(a) to particular courses of study or programmes of research (including the contents of such courses or programmes and the manner in which they are taught, supervised or assessed), or

(b) to criteria for the selection and appointment of academic staff and for the admission of students.

(4) Such terms and conditions may in particular—

(a) enable the Secretary of State to require the repayment, in whole or in part, of sums paid by him if any of the terms and conditions subject to which the sums were paid is not complied with, and

(b) require the payment of interest in respect of any period during which a sum due to the Secretary of State in accordance with any of the terms and conditions remains unpaid.

Directions by the Secretary of State.

8.—(1) In exercising their functions under this Part a funding agency shall comply with any directions under this section.

(2) The Secretary of State may give general directions to a funding agency about the exercise of their functions.

(3) If it appears to the Secretary of State that the financial affairs of an eligible institution have been or are being mismanaged he may, after consulting the agency and the institution, give such directions to the funding agency about the provision of financial support in respect of the activities carried on by the institution as he considers are necessary or expedient by reason of the mismanagement.

(4) Directions under this section shall be contained in an order made by the Secretary of State.

Joint exercise of functions.

9.—(1) A funding agency and any other relevant funding body may exercise any of their functions jointly where it appears to them that to do so—

(a) will be more efficient, or

(b) will enable them more effectively to discharge any of their functions.

(2) In subsection (1) "other relevant funding body" means the other funding agency, the Higher Education Funding Council for England, a further education funding council or a funding authority for schools.

Efficiency studies.

10.—(1) A funding agency may arrange for the promotion or carrying out by any person of studies designed to improve economy, efficiency and effectiveness in the management or operations of an institution which is receiving financial support under this Part.

(2) A person promoting or carrying out such studies at the request of a funding agency may require the governing body of the institution concerned—

(a) to furnish him, or a person authorised by him, with such information, and

(b) to make available to him, or a person authorised by him, for inspection their accounts and such other documents,

as he may reasonably require for that purpose.

Research.

11. A funding agency may carry out or commission such research as they consider appropriate with a view to improving—

- (a) the training of teachers, or
- (b) the standards of teaching.

Supplementary provisions

Power of schools to provide courses of initial teacher training.

12.—(1) The governing body of any county, voluntary or maintained special school, or of any grant-maintained school, may—

- (a) provide courses of initial training for school teachers, or
- (b) join in a partnership or association with other eligible institutions, or (alone or jointly with other eligible institutions) establish a body, for the purpose of providing such courses.

(2) Courses of initial teacher training so provided shall be open only to persons holding a degree or equivalent qualification granted by a United Kingdom institution or an equivalent degree or other qualification granted by a foreign institution.

For this purpose—

- (a) a "United Kingdom institution" means an institution established in the United Kingdom, other than one which is, or is affiliated to or forms part of, an institution whose principal establishment is outside the United Kingdom; and
- (b) a "foreign institution" means any institution other than a United Kingdom institution.

(3) In relation to an exercise of the powers conferred by subsection (1), the governing body shall have all the same supplementary and incidental powers as it has in relation to the conduct of the school.

(4) The above provisions have effect notwithstanding any provisions of the instrument of government or articles of government for the school.

(5) For the purposes of section 12 or 13 of the [1980 c. 20.] Education Act 1980 or section 96 of the [1993 c. 35.] Education Act 1993 (procedure in case of certain proposals for alteration of school)

an exercise of the powers conferred by this section, or ceasing to exercise them, shall not be treated as involving a significant change in the character of the school.

(6) Any exercise by the governing body of a school of the powers conferred by this section shall not be treated, for the purposes of—

(a) sections 33 to 43 of the [1988 c. 40.] Education Reform Act 1988 (financing of schools maintained by local education authorities), or

(b) Chapter VI of Part II of the Education Act 1993 (funding of grant-maintained schools),

as being undertaken for the purposes of the school.

(7) Nothing in this section shall be construed as affecting the power of the governing body of a school, as an ordinary incident of the conduct of the school—

(a) to provide training for persons employed as teachers at the school, or

(b) to participate in the provision of teacher training as part of a course provided by another institution.

Grants for teacher training.

13.—(1) Section 50 of the [1986 c. 61.] Education (No.2) Act 1986 (grants for teacher training, &c.) is amended as follows.

(2) In subsection (1) (power of Secretary of State to make provision for payment of grants), omit "by him".

(3) In subsection (3)(b)—

(a) omit "by the Secretary of State" in the first place where it occurs; and

(b) for "by the Secretary of State" in the second place where it occurs substitute "in accordance with the regulations".

(4) After subsection (3) insert—

"(3A) Grants shall be payable in accordance with the regulations by the Secretary of State or, in the case of grants to facilitate and encourage the training of teachers, by the Teacher Training Agency or the Secretary of State according as the regulations may provide." .

(5) Until the coming into force of the first regulations made under

section 50 as amended by this section, the [S.I. [1988/1397](#).] Education (Bursaries for Teacher Training) Regulations 1988 shall have effect as if so made and as if references therein to the Secretary of State included the Teacher Training Agency.

Qualification of teachers, &c.

14.—(1) In section 218 of the Education Reform Act 1988 (regulations as to qualification of teachers, &c.), after subsection (2) (meaning of "qualified teacher") insert—

"(2A) Regulations under subsection (2)(a) above may make provision—

(a) by reference to the successful completion of a course of initial training for teachers in schools at an accredited institution; and

(b) conferring on the Teacher Training Agency or the Higher Education Funding Council for Wales such functions in relation to accreditation or otherwise as may be prescribed."

(2) In paragraph 2 of Schedule 3 to the [S.I. [1993/543](#).] Education (Teachers) Regulations 1993 (persons who are qualified teachers), after sub-paragraph (1) insert—

"(1A) The person—

(a) holds a degree or equivalent qualification granted by a United Kingdom institution or an equivalent degree or other qualification granted by a foreign institution, and

(b) has successfully completed a course of initial training for teachers in schools at an accredited institution in England or Wales.

For the purposes of this sub-paragraph—

(a) a "United Kingdom institution" means an institution established in the United Kingdom, other than one which is, or is affiliated to or forms part of, an institution whose principal establishment is outside the United Kingdom;

(b) a "foreign institution" means any institution other than a United Kingdom institution; and

(c) an "accredited institution" means an institution accredited by the Teacher Training Agency or, in Wales, by the Higher Education Funding Council for Wales as a provider of courses satisfying such criteria as may from time to time be specified by the Secretary of

State."

The above amendment shall not be taken as prejudicing the power to make further regulations revoking or amending the provision inserted.

(3) In section 218(3) of the [1988 c. 40.] Education Reform Act 1988 (power to provide for exceptions to requirement that only qualified teachers be employed), for "persons licensed to teach by the Secretary of State" substitute "persons licensed or otherwise authorised to teach by the Secretary of State or the Teacher Training Agency".

(4) In section 232(6) of that Act (power to make different provision for Wales), in the list of provisions to which the power does not apply, omit the reference to section 218(1)(a) (requirement that only qualified teachers be employed).

Duty to provide information, &c.

15.—(1) The Teacher Training Agency—

(a) shall provide the Secretary of State (in such manner as he may from time to time determine) with such information or advice relating to matters for which they are responsible as he may from time to time require, and

(b) may provide the Secretary of State with such information or advice relating to such matters as they think fit.

(2) The Teacher Training Agency and the Higher Education Funding Council for Wales shall give each other such information as they may require for the purposes of the exercise of their functions under this Part.

(3) The following shall give the Teacher Training Agency or the Higher Education Funding Council for Wales such information as they may require for the purpose of the exercise of their functions under this Part—

(a) the governing body of any institution receiving, or which has received or applied for, any grant, loan or other payment under this Part;

(b) any local education authority.

Additional, supplementary and ancillary functions.

16.—(1) The Secretary of State may by order confer or impose on the Teacher Training Agency such additional functions as he considers they may appropriately discharge having regard to their general objectives.

(2) The Secretary of State may by order confer or impose on the Higher Education Funding Council for Wales such functions supplementary to their functions as a funding agency as he thinks fit. For the purposes of this subsection a function is a supplementary function in relation to the Council if it is exercisable for the purposes of—

(a) the exercise by the Secretary of State of functions of his under any enactment, or

(b) the doing by the Secretary of State of anything he has power to do apart from any enactment,

and it relates to, or to the activities of, an eligible institution.

(3) Before making an order under subsection (1) or (2) the Secretary of State shall carry out such consultation as appears to him to be appropriate.

(4) The Teacher Training Agency and the Higher Education Funding Council for Wales shall carry out such activities ancillary to their functions under this Part as the Secretary of State may direct.

The Teaching as a Career Unit: transfer of property and staff.

17. The Secretary of State may by order provide for the transfer to the Teacher Training Agency of the property, rights and liabilities (including rights and liabilities arising under contracts of employment) of the Teaching as a Career Unit.

Power to reimburse certain payments to persons formerly employed in teacher training.

18.—(1) A higher education funding council may make payments, subject to such terms and conditions as they think fit, to—

(a) the governing body of a grant-maintained school or grant-maintained special school, or

(b) a further education corporation or the governing body of any institution designated under section 28 of the [[1992 c. 13.](#)] Further and Higher Education Act 1992,

in respect of expenditure incurred or to be incurred by that body in making safeguarded salary payments to which this section applies.

(2) This section applies to payments made to a person who in consequence of a direction given by the Secretary of State under—

(a) regulation 3(2) of the [S.I. 1975/1092.] Further Education Regulations 1975,

(b) regulation 15 of the [S.I. 1981/1086.] Education (Schools and Further Education) Regulations 1981, being a direction relating to a course for the training of teachers, or

(c) regulation 16 of those Regulations,

ceased before 1st April 1989 to be employed in a college for the training of teachers, or in a department for the training of teachers in any other establishment of further education.

(3) The amount of the safeguarded salary payment is the amount by which, in consequence of the matters mentioned in subsection (2), a person's salary exceeds that which would normally be appropriate to the post held by him.

(4) A body to which subsection (1)(a) or (b) applies shall give to a higher education funding council such information as the council may require for the purposes of the exercise of their power under that subsection.

Interpretation.

19.—(1) In this Part—

"denominational character", in relation to an institution, shall be construed in accordance with subsection (2) below;

"eligible institution" has the meaning given by section 4(2);

"funding agency" has the meaning given by section 3(1);

"governing body"—

(a) in relation to an institution conducted by a company, shall be construed in accordance with any order under section 4(3), and

(b) in relation to a nursery school maintained by a local education authority, shall be construed in accordance with section 4(4);

"qualifying activities" has the meaning given by section 4(1);

"special educational needs" shall be construed in accordance with subsection (3) below; and

"training", in relation to teachers, shall be construed in accordance with subsection (4) below.

(2) For the purposes of this Part an institution is of a denominational character if—

(a) at least one quarter of the members of the governing body of the institution, or in the case of a school at least one-fifth, are persons appointed to represent the interests of a religion or religious denomination, or

(b) any of the property held for the purposes of the institution is held upon trusts which provide that, in the event of the discontinuance of the institution, the property concerned shall be held for, or sold and the proceeds of sale applied for, the benefit of a religion or religious denomination, or

(c) any of the property held for the purposes of the institution is held on trust for or in connection with—

(i) the provision of education, or

(ii) the conduct of an educational institution,

in accordance with the tenets of a religion or religious denomination.

(3) For the purposes of this Part persons with special educational needs are—

(a) children with special educational needs as defined in section 156 of the [1993 c. 35.] Education Act 1993, or

(b) persons (other than children within the meaning of that section) who—

(i) have a significantly greater difficulty in learning than the majority of persons of their age, or

(ii) have a disability which either prevents or hinders them from making use of educational facilities of a kind generally provided for persons of their age.

(4) It is hereby declared that references in this Part (and elsewhere in the Education Acts) to training, in relation to teachers, include any training or education with the object of fitting persons to be teachers, or better teachers.

(5) Other expressions, if used in this Part and in the [1944 c. 31.] Education Act 1944, have the same meaning in this Part as in that Act.

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**PART
3**

TRAINING THE SCHOOL WORKFORCE

The Training and Development Agency for Schools

74 The Training and Development Agency for Schools

The body corporate originally established under section 1 of the Education Act 1994 (c. 30) as the Teacher Training Agency is to continue in existence but is to be known instead as the Training and Development Agency for Schools.

75 Functions of Agency

(1) The Agency are to exercise the functions conferred on them by or under this Part or any other enactment.

(2) The objectives of the Agency in exercising their functions are-

(a) to contribute to raising the standards of teaching and of other activities carried out by the school workforce,

(b) to promote careers in the school workforce,

(c) to improve the quality and efficiency of all routes into the school workforce, and

(d) to secure the involvement of schools in all courses and programmes for the initial training of school teachers.

(3) In the exercise of their functions the Agency shall have regard, in particular, to the desirability of securing that the school workforce is well fitted and trained-

(a) to promote the spiritual, moral, behavioural, social, cultural, mental and physical development of children and young people,

(b) to contribute to their well-being, and

(c) to prepare them for the opportunities, responsibilities and experiences of later life.

(4) In subsection (3)(b) "well-being", in relation to children and young people, is a reference to their well-being having regard to the matters mentioned in section 10(2) of the Children Act 2004 (c. 31).

(5) For the purposes of this Part, the school workforce consists of the following members-

(a) persons who work in schools, and

(b) persons not falling within paragraph (a) who are teachers or carry out work that consists of or includes teaching.

76 Functions of Agency in relation to Wales

(1) Subject to subsection (2), the functions of the Agency are exercisable in relation to England and Wales generally.

(2) The Agency must not do anything in relation to Wales unless-

(a) the Agency have been requested to do so by the Assembly, and

(b) the Agency have given the Assembly notice that they are willing to do so.

(3) Subsection (2) does not affect any function conferred on the Agency by section 94 or by regulations made under any of sections 132 to 140 of the Education Act 2002 (c. 32) (qualifications etc. of school teachers and persons providing further education).

77 Membership etc. of Agency

(1) The Agency is to consist of such number of members appointed by the Secretary of State as the Secretary of State may determine, of whom one is to be appointed as chairman.

(2) Schedule 13 has effect with respect to the Agency.

78 Powers of Agency to provide financial support

(1) The Agency may provide to any person such financial support as the Agency think fit in furtherance of any of the objectives set out in section 75(2).

(2) The persons to whom financial support may be provided include, in particular-

(a) members of the school workforce,

(b) persons training to be members of the school workforce,

(c) training providers, and

(d) employers or prospective employers of members of the school workforce.

(3) In this Part "training provider" means a person who provides training for members of the school workforce.

79 Forms of financial support under section 78

(1) Financial support under section 78 may be given by way of grants, loans or other payments.

(2) Financial support under section 78 may be given subject to such terms and

conditions as the Agency think fit.

(3) The terms and conditions on which the Agency may make any grants, loans or other payments under section 78 may in particular-

(a) enable the Agency to require the repayment, in whole or in part, of sums paid by the Agency if any of the terms and conditions subject to which the sums were paid is not complied with, and

(b) require the payment of interest in respect of any period during which a sum due to the Agency in accordance with any of the terms and conditions remains unpaid.

(4) The power of the Agency to impose conditions on the making of any grants, loans or other payments under section 78 to a training provider includes in particular power to impose conditions prohibiting, restricting or requiring the charging of fees in connection with the provision by that training provider of relevant training of any description specified in the condition.

(5) Where-

(a) a condition is imposed under subsection (4) in connection with any grant, loan or other payment made to a training provider ("T1"), and

(b) the grant, loan or other payment is to any extent made in respect of persons undertaking relevant training which is provided in whole or part by another training provider ("T2"),

then, for the purposes of the condition, fees payable by such persons to T2 are to be regarded as fees charged by T1.

(6) The terms and conditions on which the Agency make any grant, loan or other payment under section 78 to a training provider must not relate to the application by the training provider of any sums derived otherwise than from the Agency, but this subsection does not affect the power to impose conditions by virtue of subsection (4).

(7) In exercising their functions under section 78 and this section the Agency must have regard-

(a) generally, to any forecast of demand for members of the school workforce of a particular category that is notified to them by the Secretary of State, and

(b) in relation to financial support for any training provider, to any assessment of the quality of the relevant training provided by that person-

(i) made by the Chief Inspector for England, or

(ii) to which the Agency think it appropriate to have regard or to which the Secretary of State directs them to have regard.

(8) In this section "relevant training", in relation to a training provider, means any training provided by the training provider for members of the school workforce.

80 Provisions supplementary to sections 78 and 79

(1) In exercising their functions in relation to the provision of financial support, the Agency must have regard to the desirability of not discouraging any training provider for whose activities financial support is provided under this Part from maintaining or developing its funding from other sources.

(2) In exercising their functions in relation to the provision of financial support for training providers the Agency must have regard (so far as the Agency think it appropriate to do so in the light of any other relevant considerations) to the desirability of maintaining what appears to the Agency to be an appropriate balance in the support given by the Agency between institutions which are of a denominational character and other training providers.

(3) In exercising their functions the Agency must take such steps as appear to them appropriate to secure that any person who provides any training funded by the Agency makes available such information relating to the training, in such manner and to such persons, as the Agency may require.

(4) Subsection (1) does not affect the power by virtue of section 79(4) to impose conditions prohibiting or restricting the charging of fees.

81 Grants to Agency by Secretary of State

(1) The Secretary of State may make grants to the Agency of such amounts and subject to such terms and conditions as he may determine.

(2) Subsections (3) and (4) apply to the terms and conditions subject to which grants are made by the Secretary of State to the Agency, so far as they relate to the provision of financial support by the Agency to training providers.

(3) The terms and conditions-

(a) may in particular impose requirements to be complied with in respect of every training provider, or every training provider falling within a class or description specified in the terms and conditions, being requirements to be complied with in the case of any training provider to which the requirements apply before financial support of any amount or description so specified is provided by the Agency in respect of activities carried on by the training provider, but

(b) must not otherwise relate to the provision of financial support by the Agency in respect of activities carried on by any particular training provider or training providers.

(4) The terms and conditions may not be framed by reference to criteria for the selection and appointment of staff and for the admission of students.

(5) The terms and conditions subject to which any grants are made by the Secretary of State to the Agency may in particular-

(a) enable the Secretary of State to require the repayment, in whole or in part, of sums paid by him if any of the terms and conditions subject to which the sums were paid is not complied with, and

(b) require the payment of interest in respect of any period during which a sum due to the Secretary of State in accordance with any of the terms and conditions remains unpaid.

82 Grants to Agency by Assembly

(1) The Assembly may make grants to the Agency of such amounts and subject to such terms and conditions as the Assembly may determine.

(2) Subsections (3) and (4) apply to the terms and conditions subject to which grants are made by the Assembly to the Agency, so far as they relate to the provision of financial support by the Agency to training providers.

(3) The terms and conditions-

(a) may in particular impose requirements to be complied with in respect of every training provider, or every training provider falling within a class or description specified in the terms and conditions, being requirements to be complied with in the case of any training provider to which the requirements apply before financial support of any amount or description so specified is provided by the Agency in respect of activities carried on by the training provider,

(b) may include a condition requiring the Agency to impose a specified condition falling within subsection (4) of section 79 in relation to any grants, loans or other payments made by the Agency under section 78 to a training provider specified by the Assembly in the condition under subsection (1), or a training provider of a class so specified, but

(c) may not otherwise relate to the provision of financial support by the Agency in respect of activities carried on by any particular training provider or training providers.

(4) The terms and conditions may not be framed by reference to criteria for the selection and appointment of staff and for the admission of students.

(5) A condition imposed by virtue of subsection (3)(b) does not apply in relation to grants, loans or other payments made by the Agency in respect of any course which is a qualifying course for the purposes of section 28 of the Higher Education Act 2004 (c. 8).

(6) The terms and conditions subject to which any grants are made by the Assembly to the Agency may in particular-

(a) enable the Assembly to require the repayment, in whole or in part, of sums paid by it if any of the terms and conditions subject to which the sums were paid is not complied with, and

(b) require the payment of interest in respect of any period during which a sum due to the Assembly in accordance with any of the terms and conditions remains unpaid.

83 Non-funding functions of Agency

(1) The Agency may do anything which they think fit in furtherance of any of the objectives set out in section 75(2).

(2) The power conferred by this section includes power to provide information, advice or other services to persons outside England and Wales.

(3) The Agency may make such charges as they think fit for the provision under this section to any person of information, advice or other services.

(4) This section-

(a) does not authorise the provision of financial support, and

(b) is subject to paragraph 1(2) of Schedule 13.

84 Directions by Secretary of State and Assembly

(1) In exercising their functions the Agency must comply with any directions under this section.

(2) The Secretary of State may give general directions to the Agency about the exercise of their functions, except so far as those functions are exercisable in relation to Wales.

(3) The Assembly may give general directions to the Agency about the

exercise of their functions, so far as those functions are exercisable in relation to Wales in accordance with section 76.

(4) Directions under this section are to be contained in an order made by the Secretary of State or the Assembly.

Funding of teacher training by Higher Education Funding Council for Wales

85 Qualifying activities and eligible institutions in relation to HEFCW funding

(1) The Higher Education Funding Council for Wales (in this Part referred to as "HEFCW") are responsible for administering funds made available to them by the Assembly and others for the purpose of providing financial support for the carrying on by eligible institutions of qualifying activities.

(2) The activities qualifying for funding by HEFCW under this Part ("qualifying activities") are-

(a) the provision of teacher training,

(b) the provision of facilities, and the carrying on of other activities, by eligible institutions which the governing bodies of those institutions consider it necessary or desirable to provide or carry on for the purposes of or in connection with activities within paragraph (a), and

(c) the provision by any person of services for the purposes of, or in connection with, such activities.

(3) The institutions eligible for funding by HEFCW under this Part ("eligible institutions") are-

(a) any institution in Wales within the higher or further education sector,

(b) the Open University,

(c) any school in Wales, and

(d) and other institution or body in Wales designated by order of the Assembly,

and any partnership or association of eligible institutions, or body established by one or more such institutions, for the purpose of carrying on qualifying activities.

(4) For the purposes of subsection (3), an institution or body is in Wales if its activities are carried on, or principally carried on, in Wales.

(5) In sections 86 to 91-

(a) "qualifying activities" is to be read in accordance with subsection (2);

(b) "eligible institution" is to be read in accordance with subsection (3).

86 Grants, loans and other payments by HEFCW

(1) HEFCW may-

(a) make grants, loans or other payments in respect of expenditure incurred or to be incurred by the governing body of an eligible institution for the purposes of activities qualifying for funding by HEFCW under this Part by virtue of section 85(2)(a) or (b), and

(b) make grants, loans or other payments in respect of expenditure incurred or to be incurred for the purposes of the provision of services as mentioned in section 85(2)(c),

subject in each case to such terms and conditions as HEFCW think fit.

(2) The terms and conditions on which HEFCW may make any grants, loans or other payments under this section may in particular-

(a) enable HEFCW to require the repayment, in whole or in part, of sums paid by HEFCW if any of the terms and conditions subject to which the sums were paid is not complied with, and

(b) require the payment of interest in respect of any period during which a sum due to HEFCW in accordance with any of the terms and conditions remains unpaid.

(3) The power of HEFCW to impose conditions on the making of any grants, loans or other payments under this section to an eligible institution includes in particular power to impose conditions prohibiting, restricting or requiring the charging of fees in connection with the carrying out by that institution of qualifying activities.

(4) Where-

(a) a condition is imposed under subsection (3) in connection with any grant, loan or other payment to an eligible institution, and

(b) the grant, loan or other payment is to any extent made in respect of persons undertaking training which is provided in whole or in part by another training provider,

then, for the purposes of the condition, fees payable by such persons to the other training provider are to be regarded as fees charged by the eligible institution.

(5) The terms and conditions must not relate to the application of any sums derived otherwise than from HEFCW, but this subsection does not affect the power to impose conditions by virtue of subsection (3).

(6) In exercising their functions under this section HEFCW must have regard-

(a) generally, to any forecast of demand for newly-qualified teachers that is notified to them by the Assembly, and

(b) in relation to any particular institution, to any assessment of the quality of the teacher training provided by that institution-

(i) made by the Chief Inspector for Wales, or

(ii) to which HEFCW think it appropriate to have regard or to which the Assembly directs them to have regard.

87 Provisions supplementary to section 86

(1) In exercising their functions in relation to the provision of financial support for qualifying activities, HEFCW must have regard to the desirability of not discouraging any institution for whose activities financial support is provided under this Part from maintaining or developing its funding from other sources.

(2) Before exercising their discretion under section 86(1)(a) or (b) with respect to the terms and conditions to be imposed in relation to any grants, loans or other payments, HEFCW must consult such of the following bodies as appear to them to be appropriate to consult in the circumstances-

(a) such bodies representing the interests of eligible institutions as appear to HEFCW to be concerned, and

(b) the governing body of any particular eligible institution which appears to HEFCW to be concerned.

(3) In exercising their functions in relation to the provision of financial support for qualifying activities HEFCW must have regard (so far as they think it relevant to do so in the light of any other relevant considerations) to the desirability of maintaining-

(a) what appears to them to be an appropriate balance in the support given to them as between institutions which are of a denominational character and other institutions, and

(b) any distinctive characteristics of any eligible institution for whose activities financial support is provided under this Part.

(4) In exercising their functions HEFCW must take such steps as appear to them appropriate to secure that the governing body of any institution which provides a course of initial teacher training funded by HEFCW makes available such information relating to the course, in such manner and to such persons, as HEFCW may require.

(5) Subsection (1) does not affect the power by virtue of section 86(3) to impose conditions prohibiting or restricting the charging of fees.

88 Grants to HEFCW

(1) The Assembly may make grants to HEFCW of such amounts and subject to such conditions as the Assembly may determine.

(2) The terms and conditions subject to which grants are made by the Assembly to HEFCW under this section-

(a) may in particular impose requirements to be complied with in respect of every institution, or every institution falling within a class or description specified in the terms and conditions, being requirements to be complied with in the case of any institution to which the requirements apply before financial support of any amount or description so specified is provided by HEFCW in respect of activities carried on by the institution, but

(b) may not otherwise relate to the provision of financial support by HEFCW in respect of activities carried on by any particular institution or institutions.

(3) Such terms and conditions may not be framed by reference to criteria for the selection and appointment of staff and for the admission of students.

(4) Such terms and conditions may in particular-

(a) enable the Assembly to require the repayment, in whole or in part, of sums paid by it if any of the terms and conditions subject to which the sums were paid is not complied with, and

(b) require the payment of interest in respect of any period during which a sum due to the Assembly in accordance with any of the terms and conditions remains unpaid.

(5) Section 68 of the Further and Higher Education Act 1992 (c. 13) does not apply in relation to grants made to HEFCW under this section.

89 Power of HEFCW to carry out or commission research

HEFCW may carry out or commission such research as they consider appropriate with a view to improving-

- (a) the training of teachers, or
- (b) the standards of teaching.

90 Supplementary and ancillary functions of HEFCW

(1) The Assembly may by order confer or impose on HEFCW such functions supplementary to their functions under this Part as the Assembly thinks fit.

(2) For the purposes of subsection (1) a function is a supplementary function in relation to HEFCW if-

- (a) it is exercisable for the purposes of the exercise by the Assembly of functions of the Assembly under any enactment, and
- (b) it relates to, or to the activities of, an eligible institution.

(3) Before making an order under subsection (1) the Assembly must carry out such consultation as appears to it to be appropriate.

(4) HEFCW may carry out such activities ancillary to their functions under this Part as the Assembly may direct.

91 Directions by Assembly

(1) In exercising their functions under this Part HEFCW must comply with any directions under this section.

(2) The Assembly may give general directions to HEFCW about the exercise of their functions.

(3) If it appears to the Assembly that the financial affairs of an eligible institution have been or are being mismanaged the Assembly may, after consulting HEFCW and the institution, give such directions to HEFCW about the provision of financial support in respect of the activities carried on by the institution as the Assembly considers necessary or expedient by reason of the mismanagement.

(4) Directions under this section are to be contained in an order made by the Assembly.

Common provisions

92 Joint exercise of functions

(1) A funding agency and any other relevant funding body may exercise any of their functions jointly.

(2) In subsection (1) "other relevant funding body" means the other funding agency, the Higher Education Funding Council for England, the Learning and Skills Council for England or the National Council for Education and Training for Wales.

(3) The Agency and any body specified in an order made by the Secretary of State for the purposes of this subsection may exercise their functions jointly.

(4) The Assembly may by order authorise HEFCW to exercise their functions under this Part jointly with a body specified in the order, and the specified body to exercise its functions jointly with HEFCW.

93 Efficiency studies

(1) A funding agency may arrange for the promotion or the carrying out by any person of studies designed to improve economy, efficiency and effectiveness in the management or operations of a qualifying person.

(2) A person promoting or carrying out such studies at the request of a funding agency may require the qualifying person concerned-

(a) to provide him, or a person authorised by him, with such information, and

(b) to make available to him, or a person authorised by him, for inspection their accounts and such other documents,

as he may reasonably require for that purpose.

(3) In this section "qualifying person" means-

(a) a training provider receiving financial support under this Part from the Agency, or

(b) the governing body of an eligible institution, as defined by section 85(3), receiving financial support under this Part from HEFCW.

94 Duty to provide information

(1) The Agency-

(a) must provide the Secretary of State (in such manner as he may from time to time determine) with such information or advice relating to matters for which they are responsible as he may from time to time require, and

(b) may provide the Secretary of State with such information or advice relating to such matters as they think fit.

(2) The Agency must provide the Assembly (in such manner as the Assembly may from time to time determine) with such information or advice relating to matters for which the Agency are responsible by virtue of section 76(2) or by virtue of regulations made by the Assembly under any of sections 132 to 140 of the Education Act 2002 (c. 32) as the Assembly may from time to time require.

(3) The Agency may provide the Assembly with such information or advice

relating to other matters as the Agency think fit.

(4) The Agency and HEFCW must give each other such information as they may require for the purposes of the exercise of their functions under any enactment.

(5) The following must give the Agency or HEFCW such information as they may require for the purpose of the exercise of their functions under any enactment-

(a) any person receiving, or who has received or applied for, any grant, loan or other payment under this Part;

(b) any local education authority.

Provision of training in schools

95 Power of maintained schools to provide training for the school workforce

(1) The governing body of a maintained school may-

(a) provide courses of initial or further training for school teachers,

(b) provide courses of training for other members of the school workforce,
or

(c) join in partnership with other training providers, or (alone or jointly with other training providers) establish a body, for the purpose of providing training falling within paragraph (a) or (b).

(2) It is immaterial for the purposes of subsection (1) whether or not the training constitutes higher education.

(3) In relation to an exercise of the powers conferred by subsection (1), the governing body has all the same supplementary and incidental powers as it has in relation to the conduct of the school.

(4) Any exercise by the governing body of a maintained school of the powers conferred by this section is not to be treated, for the purposes of Chapter 4 of Part 2 of the School Standards and Framework Act 1998 (c. 31) (financing of maintained schools) as being undertaken for the purposes of the school.

(5) Section 80 of the School Standards and Framework Act 1998 (exercise of power to provide further education) does not apply in relation to any course of training that is provided under this section.

(6) Nothing in this section is to be read as affecting the power of the governing body of a school, as an ordinary incident of the conduct of the school-

(a) to provide training for members of the school workforce who work at the school, or

(b) to participate in the provision of training for members of the school workforce as part of a course provided by another training provider.

Supplementary

96 Interpretation of references to training

(1) References in this Part to training, in relation to teachers or other members of the school workforce (including references to the provision of training "for" teachers or other members of the school workforce), include-

(a) any training or education with the object of fitting persons to be teachers or other members of the school workforce, or to be better teachers or other members of the school workforce, and

(b) any assessment related to the award of any qualification or status as a teacher or other member of the school workforce.

(2) References elsewhere in the Education Acts to training, in relation to teachers, include any training or education with a view to fitting persons to be teachers, or better teachers.

97 Institutions of a denominational character

For the purposes of this Part an institution is of a denominational character if-

(a) at least one quarter of the members of the governing body of the institution, or in the case of a school at least one-fifth, are persons appointed to represent the interests of a religion or religious denomination, or

(b) any of the property held for the purposes of the institution is held upon trusts which provide that, in the event of the discontinuance of the institution, the property concerned is to be held for, or sold and the proceeds of sale applied for, the benefit of a religion or religious denomination, or

(c) any of the property held for the purposes of the institution is held on trust for or in connection with-

(i) the provision of education, or

(ii) the conduct of an educational institution,

in accordance with the tenets of a religion or religious denomination.

98 Further amendments relating to Part 3

Schedule 14 contains amendments related to the preceding provisions of this Part.

99 Transitional and transitory provisions relating to Part 3

Schedule 15 contains transitional and transitory provisions related to the preceding provisions of this Part.

100 Interpretation of Part 3

(1) In this Part-

"the Agency" means the Training and Development Agency for Schools;

"the Chief Inspector for England" means Her Majesty's Chief Inspector of Schools in England;

"the Chief Inspector for Wales" means Her Majesty's Chief Inspector of Education and Training in Wales;

"denominational character", in relation to an institution, is to be read in accordance with section 97;

"a funding agency" means the Agency or HEFCW;

"governing body", in relation to an institution conducted by a company, is to be read in accordance with an order under subsection (2);

"HEFCW" means the Higher Education Funding Council for Wales;

"maintained school" means-

(a) a community, foundation or voluntary school,

(b) a community or foundation special school, or

(c) a maintained nursery school;

"the school workforce" and "member of the school workforce" are to be read in accordance with section 75(5);

"training", in relation to members of the school workforce, is to be read in accordance with section 96(1);

"training provider" has the meaning given by section 78(3).

(2) The Assembly may by order provide for references in sections 85 to 91 to the governing body of an institution, in relation to an institution which is conducted by a company, to be read as references to the governing body provided for in the instrument of government, or to the company, or to both.

(3) Other expressions, if used in this Part and the Education Act 1996 (c. 56), have the same meaning in this Part as in that Act.