



Department
for Education

Strengthening Qualified Teacher Status and improving career progression for teachers

Government consultation

Launch date 15 December 2017

Respond by 9 March 2018

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Foreword

Teaching is a rewarding and challenging profession. As in all professions, a dedication to development and improvement should be at its core. We rely on teachers to educate and inspire children, to take the latest research and pedagogy and find a way to make it real for a classroom of young minds. They are the heart and soul of the education system, and the real drivers of school improvement across the country.

So it must be right that we look at ways to improve the support available to help teachers develop throughout their careers, especially when they first begin teaching.

My department has worked closely with the teaching profession, including an advisory group made up of teachers and headteachers, academics and sector leaders, to develop this consultation. It reflects our determination to listen and work with colleagues across the sector. It contains proposals for improving the professional development available to teachers, starting at the beginning with a strengthened Qualified Teacher Status for newly qualified teachers, through to support as teachers progress in their careers.

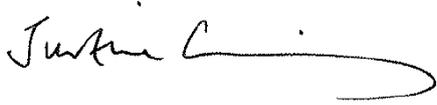
We are fortunate to be able to build on a strong and internationally respected base. We have a system of Initial Teacher Training that is rigorous and valued here and around the world. We also have schools throughout the country developing their own support for teachers, with some excellent practice.

I want us to build on these existing strengths. Teachers embarking on their careers need to be better supported with a consistent offer of development and mentoring, irrespective of where they start their career. They need sufficient space and time to reflect on their practice and hone their craft.

A strengthened induction should help to support a career-long commitment to improving practice and learning new skills. We have invested in updating qualifications to help teachers into leadership positions, but we now need to turn our attention to those who want to enhance their specialist knowledge, lead their fields, and continue to develop as excellent classroom teachers, without necessarily taking on management responsibilities.

This consultation, therefore, also proposes options to strengthen development and career progression for *all* teachers, throughout their careers. This is not just about making teaching as attractive as possible to prospective teachers; it is also about developing existing teachers and supporting them to stay in the profession. And – as set out in my recent action plan to improve social mobility, ‘Unlocking Talent, Fulfilling Potential’ – we will make sure this support is especially strong for professionals working in our more challenging areas and schools.

Government cannot do this alone, which is why we will continue to support the Chartered College of Teaching. Although government has a role to play, I know that this needs to be in partnership with teachers and heads; that the profession needs to play the leading role in shaping what it means to be an excellent teacher in the 21st Century, and the structures and incentives that need to be in place to make that happen.

A handwritten signature in black ink, appearing to read 'Justine Greening'. The signature is fluid and cursive, with a long, sweeping underline that extends to the right.

Rt Hon Justine Greening

Introduction

This consultation is about ensuring teachers have the right support in place at the beginning of their careers, improving access to high-quality professional development, and improving career progression opportunities for all teachers throughout their careers. It starts with proposals for how we can strengthen Qualified Teacher Status (QTS), which must be the foundation stone on which the teaching profession is built.

We have announced that a newly strengthened QTS will be introduced from September 2019, and that we will work closely with the profession to shape this. This consultation includes our initial proposals for a strengthened QTS. These are not necessarily the final answers; we are deliberately consulting early in the development of this policy, making this the first stage of an extended process. We will use the responses to this consultation to refine the proposals, building on the Standard for Teachers' Professional Development and the Teachers' Standards, and will ensure that there is a clear plan for implementation.

Strengthening QTS is just the first step to ensuring that new teachers join a profession that offers them access to sustained high-quality training and professional development that continues throughout their career. The second half of this consultation sets out our initial thinking on how we could support career development for teachers once they have gained QTS, and how we can encourage a culture of continuing professional development. These proposals do not represent the final position, and some are more developed than others. We know that any changes must be supported by the profession in order to have any impact. This consultation is only one part of the consultative process, which also includes a series of direct consultation events.

We would like to hear your views on our proposals and your ideas for how to support the career progression of teachers.

Who this is for

This consultation is for anyone who has an interest in teaching as a profession and teacher professional development, including but not limited to:

- Teachers and organisations representing teachers
- Prospective teachers and trainee teachers
- Schools, school leaders and organisations representing school leaders
- Higher Education Institutions and their representative bodies
- Initial Teacher Training providers and their representative bodies
- Local authorities, employers and governing boards

Issue date

The consultation was issued on 15 December 2017.

Deadline

The consultation closes on 9 March 2018.

Enquiries

If your enquiry is related to the policy content of the consultation you can contact the team on:

- QTS.consultation@education.gov.uk.

If your enquiry is related to the DfE e-consultation website or the consultation process in general, you can contact the DfE Ministerial and Public Communications Division by email: Consultations.Coordinator@education.gov.uk or by telephone: 0370 000 2288 or via the [DfE Contact us page](#).

Additional copies

Additional copies are available electronically and can be downloaded from [GOV.UK DfE consultations](#).

The response

The results of the consultation and the Department's response will be [published on GOV.UK](#) by summer 2018.

Respond online

To help us analyse the responses please use the online system wherever possible. Visit www.education.gov.uk/consultations to submit your response.

Other ways to respond

If for exceptional reasons, you are unable to use the online system, for example because you use specialist accessibility software that is not compatible with the system, you may download a word document version of the form and email it or post it.

By email

- QTS.consultation@education.gov.uk

By post

Alisha Hubert
Department for Education
Sanctuary Buildings
33 Great Smith Street
London
SW1P 3BT

Consultation events

We are running a series of consultation events in parallel with this written consultation, and would like to invite anyone who has an interest in these issues to attend. The main events will take place on the following days and in the following locations:

- Department for Education office, London, Monday 15 January 2018
- Department for Education office, Sheffield, Wednesday 24 January 2018

Please register your interest in attending these events here:

www.eventbrite.co.uk/o/teaching-profession-unit-department-for-education-15614268096. Any additional consultation events will be added to our Eventbrite page when available.

Please email qts.consultation@education.gov.uk for further information.

Rationale for Change

1. Great teachers and teaching can transform lives. The quality of teaching is widely recognised as being the biggest in-school factor affecting the outcomes of children and young people. Disadvantaged pupils in particular are less likely to have access to high-quality teaching.¹ Without effective support for teachers and teaching, other investments, for example in curriculum reform and assessment, are unlikely to achieve their intended outcomes.

2. Supporting the continued professionalism of teaching and teachers is a priority for the government. We want to help raise the status of the teaching profession and increase access to high-quality professional development. The first few years of a teacher's career are vital in this respect and we want to make sure teachers have a thorough period of effective training and high-quality support. But this should also continue throughout a career.

3. All teachers should have clarity about how they can progress in their careers, whether into leadership positions or continuing to develop their teaching expertise, with a framework of support and a culture that continues to embed new evidence. There needs to be a strong offer of professional development, with a continuum from Initial Teacher Training (ITT), through the early career phases, and on to the offer for experienced teachers and leaders. And while our broader goal is to raise the status and support the improvement of the teaching profession as a whole, we also want to invest disproportionately in the development of professionals working in more challenging areas.

4. In February 2017, the Secretary of State said that 'keeping and strengthening QTS is vital' and that it should be the foundation stone for the teaching profession to build on.² She announced that a newly strengthened QTS would be introduced from 2019, and that the profession would be integral in shaping what this looks like. The first part of this consultation outlines our initial proposals, and seeks views on how best to offer a strengthened QTS.

5. Teaching competes with other graduate professions that offer clear upward progression paths, opportunities to specialise, professional ownership of knowledge and standards, a culture of ongoing professional development, robust and credible qualifications, and mechanisms to enable all practitioners to keep up with developments in best practice. We want to attract the best graduates into teaching. The second part of

¹ <http://www.smf.co.uk/publications/commission-inequality-education/>

² Chartered College of Teaching inaugural conference speech, 16 February 2017
<https://www.gov.uk/government/speeches/justine-greening-teachers-the-experts-driving-social-mobility>

this consultation therefore provides some initial proposals and asks some open questions about how we can support this.

6. Setting out a clearer offer of teacher development and career progression is an important part of improving the attractiveness of teaching as a profession, helping to have a positive impact on recruitment. A more fulfilled workforce, where people feel valued and supported to develop, can also have a positive impact on retention.

7. Cultural change cannot be dictated by government, and a career progression offer will only be effective when these changes are led by the profession. Government has a role to support these changes, through creating policy that facilitates them, and designing structures and frameworks that enable them. However, this is a generational shift, and not something that can happen within the lifetime of a government. These changes must be sustainable. Ultimately, they must be owned by the profession, in the same way that the development programmes in other professions are led by professional bodies rather than government.

Overall approach

8. The initial proposals within this consultation have been designed with input from teachers, school leaders and academics. We are committed to continuing with this approach as policies are further developed and refined. We are also committed to taking an evidence-based approach. We will evaluate the impact of any new initiatives and commission further research to improve understanding of what works in teacher development.

9. The proposals within this consultation are also part of an overarching ambition to encourage the best teachers to work in the schools where they can make the greatest difference. We know that being taught by excellent, inspiring teachers can have a real impact on children's life chances. This is why we are investing £42m to pilot a Teacher Development Premium, continuing with investments in the Teaching and Leadership Innovation Fund, and supporting the implementation of the Standard for teachers' professional development.

10. We are building on a strong and successful system of ITT, and a variety of existing approaches within schools to support and develop teachers. We are not looking to impose new unhelpful structures or make changes to current academy freedoms. We want proposals that are flexible enough to work for all teachers, in all circumstances.

11. We make these proposals in the context of current efforts to tackle unnecessary workload, which we recognise can be a barrier to accessing appropriate support to improve practice. Tackling unnecessary workload is a complex and entrenched issue which requires concerted efforts from across the education sector, including

government. On 24 February 2017, we published a clear action plan setting out commitments to work with the profession to reduce workload. This included assurances that we would relentlessly challenge practices that add unnecessary burdens, so that there is time for teachers to spend on their own professional development and the skills they need in the classroom. The proposals within this consultation are made in the light of this action plan and the workload reports, and will build on these,³ as well as the ongoing work to recruit more of the best teachers.

Current situation

QTS and induction

12. QTS is a professional status, not a qualification. QTS allows a person to teach as a qualified teacher in maintained schools in England. There are exemptions from the QTS requirement, for example in free schools and academies, where schools have the freedom to appoint teachers with alternative qualifications if they are the best person for the job.

13. In order to gain QTS in England, teachers must successfully complete a period of initial training provided by an accredited ITT provider in England and be recommended by them for the award of QTS (or be assessed on an Assessment Only route). Following successful completion of ITT and the award of QTS, teachers must then complete a statutory induction period, during which time they are known as a Newly Qualified Teacher (NQT), in order to work in a maintained school. This normally takes three school terms.

14. An NQT receives a number of statutory entitlements under the current system, including a 10% reduction in the teaching timetable to undertake activities in their induction programme. An NQT is allocated an induction tutor whose role is to provide day-to-day monitoring and support and coordination of assessment.

15. The headteacher and appropriate body, typically a local authority or Teaching School, are jointly responsible for ensuring that the supervision and training of the NQT meets their development needs, and that a fair and effective assessment of the NQT against the Teachers' Standards can be made.

³ <https://www.gov.uk/government/publications/reducing-teachers-workload/reducing-teachers-workload>

16. Throughout this document:

- **initial teacher training (ITT)** refers to the first stage of teacher training. For the majority this is generally a one-year postgraduate programme, with a longer undergraduate route generally taking three years also available;
- the **induction period** refers to the statutory period immediately following ITT, which at present is normally one year;
- and a teacher within their induction period is referred to as a **Newly Qualified Teacher (NQT)**.

Part 1: Strengthening QTS: proposals for post-ITT teachers

17. In February 2017, the Secretary of State announced that a newly strengthened QTS would be introduced from 2019. This work is driven by the ambition to continually improve the quality of teaching that our children receive. It is not in any way a reflection of the quality of ITT provision, but recognises that more can be done to support new teachers to improve the quality of their teaching. A strengthened QTS should be considered a clear signal of professionalism, recognising professional capability as well as academic knowledge.

Overview of proposals

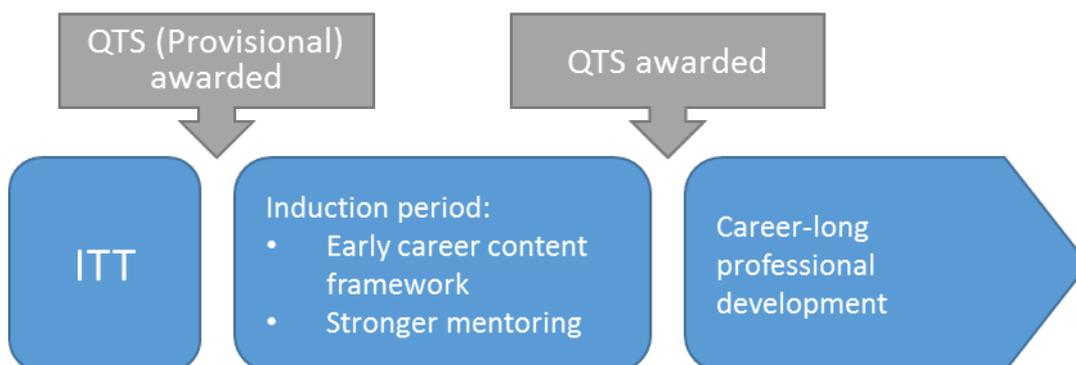
18. The commitment to introduce a strengthened QTS by September 2019 applies to trainees starting their ITT that year, so the impact on most schools and new teachers will only be felt from September 2020.

19. We started by asking what a strengthened QTS needs to entail in order for this reform to have a meaningful impact. Through discussion with the profession, we have focused on two key areas.

- A core, structured early career content framework for NQTs, covering what all new teachers need to know or be able to do, with access to high-quality, relevant CPD to make this a reality. This will be designed with the profession, including with ITT providers to ensure continuity between ITT and the induction period.
- A stronger mentoring provision for all new teachers, in line with other professions and the best of what already happens in some schools. This could include improving the quality of mentoring provision, strengthening the statutory expectations on the induction tutor/mentor, and promoting mentoring as a professional skill that should be developed as part of a career pathway.

20. If we get these elements right, we think it will help us to continue to develop new teachers once they have completed ITT and help to retain them in the profession. However, to do this properly, we believe that it will have maximum impact if it is over a more extended period. As such, our lead proposal is that the current one-year induction period should be lengthened to two years. An extended period would provide new teachers with more opportunity to develop their professional practice, and embed the benefits that the core components will offer.

21. Our proposed model for a strengthened QTS is illustrated in the following diagram:



22. We are not proposing any changes to ITT as part of this consultation, except for the name of the award granted at the end of ITT. Rather than gaining QTS at the end of their ITT, this model proposes that a teacher will instead gain ‘QTS (Provisional)’ at this point. This will then still be followed by the induction period. However, in this model, we propose extending the induction period from one year to two years, with QTS awarded at the end of this longer induction period.

23. There are two substantive points in this process and both must be recognised. We must maintain a rigorous and meaningful end of ITT certification, which celebrates the achievements of trainee teachers. However, as with other top professions, we recognise that time and experience is needed to develop the core knowledge and skills essential to great teaching, so we propose that the new QTS should be awarded after two years of classroom practice.

24. Teachers who complete ITT will have the same rights and protections as current NQTs. Salaries post-ITT will still be on the qualified teacher pay scale, and teachers in their second year will have the same entitlements to pay progression that they currently have. We recognise that reducing this may have a negative impact on recruitment and would not support the objective of improving the professionalism and attractiveness of teaching.

Case for change

25. The current system of qualifying means that QTS is awarded at the end of ITT, but a teacher is not ‘fully qualified’ until they have passed their statutory induction year. If they fail to successfully complete this year, they are not allowed to teach as a qualified teacher in a maintained school, yet they still hold QTS.

26. We think the award of QTS should align with the point at which teachers have no restrictions on their practice. It should mark the point at which early career teachers

have their initial body of knowledge and their classroom craft formally accredited as meeting the standard demanded of a high-status profession.

27. We recognise that more needs to be done to support early career teachers to meet this standard and remain in the profession, as identified in the recent report by the Commission on Inequality in Education.⁴ We want to remove the ‘cliff-edge’ between ITT and starting teaching, with structured support continuing beyond the first year. The current model does not do justice to ITT. More emphasis can be put on the ‘initial’ nature of this training, with an increased recognition that development continues well beyond this point. We recognise that teaching is a genuinely challenging job, especially for new teachers, and strengthening the minimum support given to new teachers would offer recognition of this.

28. Other comparable high-status professions have a more gradual approach to the start of a career. For example, in law the one-year Legal Practice Course or Bar Professional Training Course is required before either a one-year pupillage (for barristers) or a two-year training contract (for solicitors) can begin, and legal practitioners are only deemed ‘qualified’ at this point, although they are practising as trainees throughout. In medicine, the four- to six-year academic degree is often split into pre-clinical and clinical practice, and is followed by two foundation years, gaining experience and practising, but with continued training. During the first of these years, a new doctor is ‘provisionally registered’. Aspiring accountants must complete three to four years of post-graduate professional training provided by their professional body, including sitting a series of exams, before they earn the status of ‘Chartered Accountant’. These professions expect those who have completed their initial, often academic, training to take on professional responsibilities, but within a framework of support that enables them to build their professional competence and continue developing their craft with support from more experienced professionals.

29. This is an issue that schools have already identified, as shown by the development of a range of Recently Qualified Teacher (RQT) programmes for teachers in their second year of practice. Some of these programmes are very strong, but as not all schools offer them, there is significant inconsistency and inequality within the system. One of the drivers for conducting the Carter review of initial teacher training was the variability of provision.⁵ We made changes following these recommendations, but have not yet made an effort to tackle the variability between schools in their provision for NQTs. We want to raise the baseline to ensure that *all* teachers have an entitlement to a more structured period of support at the start of their careers.

⁴ <http://www.smf.co.uk/publications/commission-inequality-education/>

⁵ <https://www.gov.uk/government/publications/carter-review-of-initial-teacher-training>

Timing

30. We think that this will be strongest if the current one-year induction period is lengthened to a two-year induction period. Two years provides new teachers with more opportunity to develop their professional knowledge and practice. It allows teachers who develop faster to demonstrate a sustained standard of practice, potentially in different settings, and develop the expectation of career-long professional development.

31. The alternatives are a flexible timeframe model, whereby schools decide when a teacher is ready to be awarded QTS, or to award QTS after one year. Awarding QTS after one year might mean that schools simply look to adapt their current induction provision, which is not universally strong, and gives less time for structured professional development to have a genuine impact on practice. A flexible model would offer less clarity for schools and new teachers, and carry a greater risk of inconsistency and inequality. We believe that teachers should be able to expect a high-quality induction period, regardless of which school they start in. Our view is that a two-year induction period is best suited to enabling that, but we recognise that this represents a significant change, so we welcome the views of the profession.

Language

32. We have used certain terms throughout this document: 'QTS (Provisional)' – or 'QTS (P)' – to describe the award at the end of ITT (currently QTS), and 'QTS' to refer to the status granted after two years. However, we would like views from the profession on what language is most appropriate.

33. The status granted at the end of ITT must represent the fact that completing ITT is a significant milestone. This is about building on an already strong base from ITT, not undermining or devaluing it. However, it is also important that a teacher is recognised as a qualified professional only after a sustained period of practice and deeper professional development, so we want the status gained at the end of the induction period to be the main marker of a qualified teacher, which we believe should still be QTS. This is in part about comparability with the existing and previous regimes. We do not want to create a two-tier model: all systems and policies should regard QTS awarded under both old and new regimes as having the same weight.

34. We have identified some options:

First milestone (end of ITT)	Second milestone (2 years after ITT)
QTS (Provisional)/QTS(P)	QTS
Certificate of Completion of ITT	QTS
Associate Teacher Status	QTS

Detail of proposals

Continuing Professional Development

35. Teachers reflecting on and improving their practice is fundamental to making the strengthened QTS a success. As teachers know, only during a period of sustained practice does one fully appreciate the importance of the theory and knowledge taught during ITT. These first months and years require teachers to evaluate and adapt their teaching, drawing on evidence, CPD and the experience of their mentor and senior colleagues. We want to ensure that a culture of CPD is embedded during these first few years and continues throughout a teacher's career.

36. To do this, we will develop a proposal for a structured early career content framework that is adaptable to the needs of the individual teacher, but ensures that all new teachers develop in key competencies. The content of this framework must complement ITT, and will mirror, to an extent, the purpose of the existing ITT core content framework⁶, forming a coherent narrative from one stage to the next.

37. We will work with teachers and sector experts to define and develop the content of this framework. We think that this will be a set of core knowledge and professional skills that all teachers should have developed to a certain standard during their time as an NQT, in order to be awarded QTS. This framework would significantly extend what is already taught in ITT, and could potentially include:

- Subject and curriculum knowledge
- Evidence-based pedagogy, including subject-specific pedagogy
- Use of and engagement with evidence
- Behaviour management
- Use and understanding of assessment
- Supporting pupils with special educational needs and disability (SEND).

38. The framework should also make sure that new teachers are supported to build their personal effectiveness, for example ensuring that approaches to managing workload are embedded throughout.

39. We think that the framework could include a number of optional areas, based on personal development needs, school context, and career aspirations. The expectation would be that over the two years, all new teachers will have undertaken further professional development in the core areas, as well as in a specified number of optional

⁶ <https://www.gov.uk/government/publications/initial-teacher-training-government-response-to-carter-review>

areas. The framework must be sufficiently differentiated to suit different career progression aspirations, while ensuring consistency between settings.

40. It is vital that such a framework is developed by the profession, including ITT providers. To support its implementation, we will need to consider the best way to increase the availability of high-quality CPD to enable development against the framework. Each school would be responsible for ensuring that all their NQTs develop their practice against each of the core areas, recognising that not all new teachers will need the same level of development in each area.

41. There are a number of options for how the early career content framework could be implemented. We could commission a small number of CPD providers to develop high-quality content against the core areas. This content would need to be based on evidence of what makes effective CPD, aligned to the Standard for Professional Development,⁷ and be accessible to all schools. Schools would then be able to choose which provision works for them and their teachers.

42. Alternatively, we could use a model whereby providers apply to be an approved provider and develop CPD content for all of the core areas, similar to the model used in National Professional Qualifications (NPQs). Schools could then choose a provider to deliver the core content, leaving them free to select from a number of additional optional CPD courses. This approach would allow numerous providers to offer CPD, and allow schools to select the best programme for their NQTs.

43. In many cases, this new CPD offer would replace existing CPD. Some of the CPD would likely be delivered through formal courses, which could be delivered either by schools themselves, or by high-quality external providers. Other elements would be delivered through regular support within the school (such as peer learning networks) and self-study (for example, making use of textbooks and research literature).

44. There is clearly a range between these options, and we will use the results of this consultative process to work alongside sector experts, including the ITT sector, to design the framework and seek advice on how to ensure schools can best deliver this. In developing this framework and the related professional development offer, we will give due consideration to the impact on workload and affordability considerations for schools and Government. In keeping with our broader approach to social mobility, we will be exploring how to help schools and areas that find this disproportionately challenging.

⁷ <https://www.gov.uk/government/publications/standard-for-teachers-professional-development>

45. In designing the content framework, we will explore whether some of this CPD could offer Masters level credits, to build on the Masters credits that some teachers will have gained through their Postgraduate Certificate in Education (PGCE), and lay the groundwork for more teacher to undertake further post-QTS study.

Q1: Do you think that QTS should be awarded after a period of sustained professional practice rather than the end of ITT?

Q2: Do you agree that a core early career content framework and CPD offer for new teachers should be fundamental to a strengthened QTS?

Q3: What core competencies, knowledge areas or particular skills do you think should be developed in a structured way during the induction period?

Q4: To achieve these objectives, do you think we should extend the induction period?

Q5: We have used the names QTS(P) and QTS throughout this document. Do you think that these terms are appropriate?

Mentoring

46. Mentoring is an intrinsic part of most high status professions, with an expectation that it continues throughout a career. Research shows that it can positively affect morale, behaviour, motivation, and career outcomes. In the schools context, we know that effective mentoring is central to successful early professional development, and has an impact on pupil outcomes. A recent study in the US found that a two-year induction programme with a strong focus on mentoring resulted in positive impacts on pupils' achievements, representing the equivalent of 2 to 3.5 months of additional progress, depending on grade.⁸ In the current system, we know that mentoring is valued by NQTs, but the quality and quantity of mentoring provision in schools is highly variable.

47. In Part 2 of this document we consider how we can support the development of a culture of mentoring for *all* teachers, including ensuring that there is capacity among more experienced teachers to provide mentoring. However, we specifically want to strengthen the mentoring entitlement for new teachers and early career teachers. There are a number of proposals that are specifically relevant to these teachers that could support the development of a stronger mentoring offer for them:

- We propose reviewing the existing ITT mentor standards to make sure they are also appropriate for mentors of new teachers.

⁸ SRI Education 2017 https://www.sri.com/sites/default/files/publications/ntc_i3_validation_eval_brief.pdf

- We welcome views on the benefits of adding an additional mentor role into the statutory induction guidance, in addition to the role of the induction tutor. Currently, the induction tutor provides monitoring and support, but is also responsible for coordinating assessment of the NQT. This dual role can mean an NQT is reluctant to seek help with particular challenges in case it affects their assessment. This is not always conducive to effective mentoring, where the mentee must be able to openly discuss challenges.
- We propose strengthening the statutory induction guidance to require schools to provide more frequent mentoring sessions, and for the accountable body, in this case appropriate bodies, to assess this provision more rigorously.
- We propose commissioning the development of high-quality training for mentors, or expanding the provision of existing training if of sufficient quality. This should build knowledge of what strong mentoring looks like, and how to manage mentoring in conjunction with other workload pressures. We will consider making it mandatory for all schools.

Q6: Which of these proposals do you think would help improve the quality and quantity of mentoring for all new teachers?

Q7: How else can we improve the quality and quantity of mentoring for all new teachers?

Development time

48. Workload is seen as one of the main barriers to effective CPD. However, effective CPD can enable individuals to manage down their workload by improving time management practices, building the ability to adapt positively to changes, and most importantly building the confidence and motivation to engage in school-level discussions about what works and how teachers' time and expertise can best be used. It can help them to make informed decisions, including challenging unproductive practice and processes.

49. We think it is important to enable new teachers to dedicate time to their professional development, but we recognise that this can be financially and logistically burdensome for schools. We want to find a way in which these two needs can be balanced, to both protect the new teacher and enable the school to manage its resources effectively. We know that some schools are already committing significant time to teacher development each week, but we want to see weekly high-quality teacher development as the norm in schools, not the exception.

50. We think that it is important to maintain the 10% reduction in the teaching timetable to which NQTs are currently entitled. We would welcome views on the benefits and feasibility of expanding this provision in some form into the second year of teaching as part of the proposed changes to QTS. The reason we are consulting on

these proposals early is to enable us to work with school leaders and others before implementation to ensure that any new policies genuinely work for all schools.

51. We have also considered whether reducing the responsibilities of new teachers and releasing them from other non-teaching tasks could be a way of increasing the time available for professional development. Of course, this is largely dependent on how schools manage their timetables and deploy staff and the size of the school. Some schools are able to ensure that new teachers teach primarily one year group. Other schools ensure that new teachers do not take on additional pastoral responsibilities, or non-classroom responsibilities for primary teachers.

52. There are no simple solutions to this; enabling new teachers to have sufficient time to focus on their development, while ensuring other teachers are not unduly affected and schools are able to manage staffing, is a significant challenge, and we welcome responses on how best to respond to this.

Q8: How should we ensure that new teachers get sufficient time to focus on their professional development?

Assessment and accreditation

53. Assessment of the strengthened QTS is vital to ensure it remains fair and consistent and that it genuinely represents a step-change in a teacher's professional competence and is a meaningful status. The current induction assessment process presents some challenges, but we think that we can work within the current framework to make improvements, rather than introduce radical changes to the current assessment mechanisms. As per the current induction assessment process, we will continue to expect the headteacher to be responsible for the assessment of their NQTs.

54. Although new teachers will continue to be assessed against the Teachers' Standards, we recognise that the high-level nature of these standards does not always provide enough guidance for schools to judge whether a teacher has met the standards to 'a satisfactory level'. Several local authorities, academy trusts, and other organisations have developed their own guidance, building on the Teachers' Standards, to help with NQT assessment. We propose producing guidance that draws on the best of what has been developed already to articulate more clearly what 'an appropriate level' might mean for a teacher being assessed for QTS. This will be designed by the profession and linked intrinsically to the early career content framework. This will help articulate the step-change in practice between the end of ITT and the award of QTS, and it will provide more guidance about how schools can support teachers to reach this standard, as well as helping to ensure that assessments made of teachers are valid, reliable and fair.

55. As well as producing guidance to support QTS assessment against the Teachers' Standards, we believe there are areas where the current system of

independent verification can usefully be strengthened. There is significant variability between appropriate bodies in terms of their offer to schools, including the guidance and support provided, induction programmes and training for induction tutors, and what they charge. There is no quality assurance of the service provision, there are some gaps in geographical coverage and there is little support and guidance for appropriate bodies, particularly those new to the role. We have considered a number of options:

- Developing more detailed guidance with the Teaching Schools Council and the Local Government Association on what the appropriate body role entails.
- Facilitating a national network for appropriate bodies to provide support and a forum for working through issues that arise.
- Introducing a quality assurance mechanism that might include an accreditation process, whereby appropriate bodies have to apply to take on the role, demonstrating that they understand the requirements.

56. We would also like to consider whether to open up the market to potentially allow ITT providers to act as appropriate bodies. This would be another way of strengthening the bridge between ITT and QTS. ITT providers have significant existing expertise in assessing new teachers, given their current role in awarding QTS, and could bring this expertise to bear on the award of a future QTS. We will consider whether an accredited ITT provider should be prohibited from acting as the appropriate body for a new teacher whom it employs, or has trained in any capacity, as with teaching schools who fulfil the role currently.

Q9: Do you agree that the QTS assessment should be conducted internally and be independently verified by an appropriate body?

Q10: How do you think we should strengthen the independent verification of QTS accreditation?

Q11: What role do you think ITT providers could play in the assessment and accreditation of QTS?

Additional considerations

57. Currently, we recognise a number of other qualifications as being 'equivalent' to the current QTS. As part of this work, we will review the issue of equivalencies between the proposed strengthened QTS and other statuses, both international teaching accreditations and other UK-based accreditations.

58. It is important that teachers starting their two-year induction period are adequately prepared, and that their knowledge and skills are up-to-date. This is why we would expect most teachers to continue straight from ITT. Currently, a teacher who has not passed induction can teach on a supply basis for up to five years without starting their induction. After that point, they have to complete induction in order to continue to

teach. We propose maintaining this limitation, so a teacher can teach on a supply basis if they hold QTS(P), but only for a limited number of years, by which time they must have started their QTS period.

Q12: Do you think we should maintain the limitation on how long a teacher can teach on a supply basis without completing QTS?

59. These proposals are designed with regard to the routes into teaching that are taken by most teachers: a structured undergraduate or postgraduate ITT course, or school-based training, followed by employment in a school for the induction year. However, we recognise that there are multiple routes into teaching that do not necessarily follow this model, including Assessment Only (AO), Teach First and apprenticeships. We are committed to making sure that these proposals work for all new entrants to teaching, otherwise we risk having a negative effect on recruitment into the profession.

Q13: Considering all of the above, what impact would this model of a strengthened QTS have on post-ITT teachers in terms of teaching practice, retention, and morale?

Q14: What impact would this model of a strengthened QTS have on the wider school system?

Q15: Are there any other implications that we should consider, and what are your suggestions for addressing them?

Part 2: Post-QTS teacher career progression and leadership

Background and case for change

60. The Secretary of State has reiterated her support for the growing culture of evidenced-based professional development within education, and has stated that this should be supported by “clearer career development pathways – whether staying in the classroom as a subject expert, working elsewhere in the education system as part of a wider ‘education career’, or progressing into school leadership roles.”⁹

61. We know that career development pathways outside of traditional leadership and management routes are not always visible or readily available to all teachers. There is significant variation in opportunities depending on, for example, the type of school a teacher works in and their location. We want to see alternative pathways focused on classroom practice and building specialist subject expertise becoming more widespread, with clearer routes for progression for teachers who wish to stay in the classroom as a subject expert. We do, of course, recognise that there are examples of good practice already in the system. We want to build on this and enable rather than stifle this good practice and further encourage innovation.

62. We also recognise that there are gaps in the provision of qualifications between the award of QTS and existing National Professional Qualifications (NPQs); there is very little formal provision for teachers between these two career stages, or for those who want to remain as expert classroom teachers. In particular, we think that there is a case for reflecting on the needs of teachers in their third year of teaching and the few years after this, who are building their expertise in the classroom. Individuals in this career phase can be characterised as looking to build their subject knowledge, expand their horizons, take on more responsibilities within their school, and consider their career options and trajectories. This group often make up the majority of a school’s workforce, but it is also the stage at which a growing number of teachers leave the profession, which suggests that there is more that can be done to respond to the needs of these teachers.

63. The most meaningful and impactful qualifications are generally linked to job roles, which are the fundamental stepping stones of a career pathway. Clearer career pathways for those who want promotion are important, but this is only one element of career progression, which is a broader concept. All teachers, regardless of their appetite

⁹ Chartered College of Teaching inaugural conference speech, 16 February 2017
<https://www.gov.uk/government/speeches/justine-greening-teachers-the-experts-driving-social-mobility>

for promotion, should feel supported to develop their practice, whatever that looks like for them; career progression should mean more than just moving up the management chain.

64. The development of a strong leadership pipeline is vital in this respect. The promotion and participation in teacher learning and development is one of the two actions of school leaders, along with the planning, coordination and evaluation of teaching, that has the largest effects in the school. The role of heads and other senior leaders in talent management and career progression is crucial, and the Standard for Professional Development emphasises the importance of school leaders prioritising CPD. However, CPD is not universally strong, and more can and should be done to enable senior leaders to navigate the CPD market and make the informed decisions on what CPD will have the greatest impact on their staff and pupil outcomes.

65. Again, this is largely about cultural change. As government, we must look to remove barriers to enable schools to drive cultural change themselves, supported by organisations such as the Chartered College of Teaching. This section considers some initial proposals for the ways in which government could promote this change, for example with NPQs and other CPD opportunities. We want to open up the conversation and invite views on some initial options. Ultimately, this underpins how we make teaching a more attractive and rewarding profession to join and stay in.

Initial proposals

Professional qualifications

66. We have worked with leaders in the profession to improve the NPQ framework, and recently announced the range of providers who have successfully bid to deliver new NPQs from this autumn. These qualifications offer professional development for teachers who are on the route to leadership roles and offer a framework for progression. However, we think that there is a gap in the market for teachers who do not aspire to 'traditional' leadership positions, but who want to build their pedagogical or other specialist leadership capabilities.

67. One option to consider is expanding the provision of NPQs to include specialisms. NPQs are a reputable, recognised and valued qualification, which makes them attractive to teachers and school leaders, and they are national and thus portable between schools. Specialist NPQs could include teacher development, assessment or curriculum design. These NPQs would be targeted at teachers with several years of teaching experience who want to progress and develop their leadership in more specialist areas, but do not necessarily aspire to traditional school management positions.

68. An alternative is to revisit the current NPQs, on a longer timescale, and introduce specialisms within these rather than creating new programmes. For example an NPQ for Middle Leadership (NPQML) with Teacher Development, or an NPQ for Senior Leadership (NPQSL) with Assessment. These would not replace the current NPQs, but promote alternative leadership pathways, and develop deep expertise in particular areas.

69. NPQs are not the only route for this; other qualifications or CPD could also be appropriate. We want to simplify rather than complicate the market. For example, it may be more appropriate for the Chartered College of Teaching to develop or accredit qualifications that meet this need. Regardless, the qualifications should confer a particular status on the holder, and represent leadership capabilities. They should be designed to meet the needs of schools, including aligning with particular job roles in schools.

Q16: Do you think that there is a market for specialist NPQs – or similar – for teachers who aspire to other forms of leadership within the school system?

Q17: What specialisms should be prioritised?

70. While other pathways to leadership are important, and professional qualifications can help facilitate these pathways, there is still a gap for those teachers who want to hone their practice further before embarking on a leadership pathway, or those who want to develop their classroom expertise without the additional responsibilities that come with leadership positions. We are supporting the development of the Chartered College of Teaching's new Chartered Teacher Status, which lasts 14 months and will begin in January with a pilot cohort. Chartered Teacher Status (CTeach) will recognise the knowledge, skills and behaviours of excellent teachers, highlighting the importance of their expertise in improving outcomes for children and young people. Assessments completed as part of the programme will cover deep subject knowledge, understanding of pedagogy and assessment, and excellent classroom practice, as well as critical evaluation, engagement with research evidence and contribution to the profession.

71. Building subject expertise is crucial in these years, so in addition to the new and existing provision, we think that there may be an appetite to expand the provision of NPQs below the current NPQML provision, and develop subject specialist NPQs for classroom teachers, again building on the nationally recognised brand and quality. This is exemplified in the diagram on page 31. These would focus on using evidence-informed practice, employing subject-specific teaching methods, and enabling teachers to keep up with the latest developments in their subject. However, we would need to be confident that there is a demand for this, and that it is a different development offer from CTeach. There would be nothing to prevent teachers doing a subject specialist NPQ before or after CTeach, for example, depending on their own professional development

needs. It could be designed to prepare a teacher for CTeach accreditation. We need to ensure that any new professional qualifications are aligned with existing provision, and complement it, rather than bringing additional complexity into the system.

72. There have long been calls for teaching to be a Masters-level profession. However, incentives for participation can be limited and schools are not always able to support teachers to do them. We want to encourage individuals to build on Masters credits gained elsewhere, including potentially through the early career curriculum, to complete a full Masters, where it is the right option for them, and will continue to support the current Masters market. We have also supported more innovative proposals such as the programme offered by the nascent Institute for Teaching, and we would hope for higher education institutions (HEIs) to play an increased role in the delivery of some CPD, including that offered during the induction period.

Q18: Do you think there is a market for non-leadership NPQs – or similar – aimed at further developing subject expertise? How should they differ between primary and secondary phases?

73. We are particularly interested in incentivising teachers in more challenging schools to achieve further professional qualifications. We will look at options to promote and enable further professional qualifications for specialist leaders and expert teachers to schools in more challenging circumstances. We think that this could be a mechanism for encouraging the best teachers to work in the most challenging schools, as well as a way of developing the talent already in these schools. We have already announced the Teacher Development Premium, which will provide high-quality CPD for teachers and leaders working in areas that have previously fallen behind.

Q19: What additional support should be offered for teachers who work in more challenging schools to undertake further professional qualifications?

Badging of CPD

74. Recognised professional qualifications are just one aspect of continuing professional development. The vast majority of CPD does not fit into this category. We know that effective CPD is highly contingent on the leadership within a school, and the culture in which the teacher is working. We want to help CPD leaders in schools understand what good professional development consists of and how to access it.

75. We know that one of the barriers to effective CPD is the size and variability of the market. It can be very difficult for school leaders to navigate the CPD market and make a decision to commission based on evidence and proven impact on pupil outcomes. We propose commissioning an independent external body to 'badge' high-quality CPD that has been well-designed and will be effectively delivered, to help school leaders navigate the market. CPD providers would be able to put themselves forward to be assessed against the Standards for Professional Development and the latest evidence. This

assessment must be rigorous and evidence-based. Providers could pay a fee for this service, on the basis that if their provision was ‘badged’ as high-quality and effective, they would see an uptake in demand. School leaders could then have confidence that a ‘badged’ CPD provision has been assessed as having a genuine impact on teacher development and student outcomes, and offers good value for money.

Q20: Do you agree that a CPD badging scheme is something that should be developed? What organisations might be best placed to deliver this service?

Further CPD

76. We want to encourage the development of a genuine culture of high-quality CPD in schools, where the pace of development is maintained beyond the award of QTS, and not just limited to nationally recognised, formal programmes.

77. We asked a question about what would incentivise effective professional development for teachers in the World Class Teaching Profession consultation, launched in December 2014.¹⁰ Responses included incentivising collaboration between the best and worst performing schools, providing incentives for poor performing schools to invest in and embed developing practice, more use of subject-specific development, greater emphasis on research in schools, a professional development contractual obligation, and ring-fenced funding. Since that consultation was published, we have supported the establishment of the Chartered College of Teaching, we have set up a Professional Development Expert Group, who designed the new Standard for Professional Development, and we have invested £75m in the new Teaching and Leadership Innovation Fund (TLIF), to support high-quality professional development in the areas of the country that need it most.

78. We would like to invite views on specific ways in which we could further build on this work, and continue to incentivise effective professional development. In particular, how should we develop an enhanced offer to support those working with the children who can benefit the most. There are a number of options that could have a further positive impact for individual CPD, including:

- Strengthen the statutory requirements for professional development by setting out clearer entitlements to CPD, including potentially a recommended minimum number of hours of relevant, high-quality CPD to be undertaken annually.
- The development of a national CPD framework for early career teachers (post-QTS), similar to that proposed for NQTs. This would enable schools and individual teachers to know what knowledge and skills should be developed and

¹⁰ <https://www.gov.uk/government/consultations/developing-the-teaching-profession-to-a-world-class-standard>

demonstrated at different career stages, and enable them to select appropriate CPD opportunities against this.

- Commit to ring-fencing funding for CPD in schools where it is most needed. This would be in conjunction with other initiatives, such as TLIF, but the money would be attached directly to the school, and could be directed so that teachers who move to these schools can be assured that they will receive more professional development than they would otherwise. We will be piloting approaches to this with the recently announced Teacher Development Premium.
- The introduction of a personal CPD record, similar to those offered by a variety of other professions, and some other educational jurisdictions, including Wales.¹¹

Q21: How should government incentivise effective professional development for teachers, particularly in the areas and schools where it is most needed?

Mentoring

79. In order to extend the mentoring offer for teachers in the first years of their career, we need to consider the capacity elsewhere within the system to provide this. We want to stimulate the development of a mentoring culture in the teaching profession, whereby more experienced teachers taking responsibility for mentoring newer teachers is the norm, and regarded as a development opportunity for both the mentor and mentee. In other comparable professions, qualified and experienced professionals have a personal and vested interest in ensuring the continuity of the profession and the quality of those coming in. There is an expectation that experienced practitioners play a part, in some capacity, in the development of the next generation of practitioners.

80. Mentoring is not only valuable for those being mentored; it is a development opportunity in itself. It promotes reflection on practice and impact, builds leadership capabilities, and can be professionally and personally fulfilling. We think mentoring should be seen as part of teachers' career progression, particularly for those specialising in teacher development.

81. However, the quality of mentoring provision in schools is very mixed. In addition to exploring how best to strengthen the mentoring offer for NQTs, we want to explore how we can support the building of a culture of mentoring leadership in schools, including working with senior leaders to resolve staffing and timetabling issues. In order for mentoring to become more fully embedded, the role of the mentor needs to have appropriate status and recognition in the school system.

¹¹ Professional Learning Passport, introduced in 2016:
<https://www.ewc.wales/site/index.php/en/professional-development/professional-learning-passport>

82. We propose building a mentoring component into any new specialist qualifications that are developed, so that it starts to become part of the expectations of an experienced classroom teacher. If we develop specialist NPQs, as proposed above, we think that a specialist qualification in teacher development should be a priority. Mentoring and coaching, with a focus on building capacity for mentoring and coaching within the whole school, would be a significant element of this. We will work with those bodies that have expertise in developing high-quality mentor schemes to provide guidance on what strong, effective mentoring looks like and how schools can embed it. We will support the Chartered College of Teaching in their work to identify and accredit high-quality mentor programmes. For example, we could fund the development and/or provision of high-quality mentor training for schools with particularly high numbers of disadvantaged pupils, focusing on ‘train the trainer’ style CPD. We propose working with teaching schools to identify how they can help build capacity for mentor development among school leaders, particularly looking at the potential role of Specialist Leaders in Education in mentor development. In the medium- to longer-term, we will look at building mentoring leadership into the existing NPQ curriculum.

83. We recognise that we need to ensure that any new proposals are developed in conjunction with current efforts to reduce teacher workload. Indeed, effective mentoring relationships can help staff gain the confidence to ‘push back’ on unnecessary workload requirements, and manage their time most effectively. Mentoring does not need to be a formal set period of time each week; it can and should be designed to meet the needs of both parties.

84. We also recognise that effective mentoring takes time, but we do not want to prescribe approaches that are bureaucratic, excessively costly, and inflexible. In other comparable professions, mentoring is an expectation of the job, and often takes place in flexible and informal ways.

Q22: How can government best support the development of a genuine culture of mentoring in schools?

Sabbaticals

85. Work-related sabbaticals are a possible way of maintaining engagement in teaching and building expertise that can be brought back into the school environment. It is also an opportunity to create more fluidity between different areas within the education system, allowing teachers the opportunity to spend a year engaging in academic research, for example. We know that there is some demand from teachers for sabbaticals to be more deeply embedded in the education environment, as part of building the professionalism of teaching. However, we recognise that not all schools feel that they can provide sabbatical opportunities for their staff, for a variety of reasons.

86. We will explore options for how we can remove some of these barriers for schools, and thus facilitate sabbaticals for some teachers, so long as the sabbatical contributes positively to the education system, either locally or nationally. We are seeking views on the benefits of setting up a sabbatical fund, for which teachers who have been qualified and teaching for at least seven years can apply. They would have to apply with a specific project in mind, and if they are successful the government would pay their salaries for up to a year. The scope of the projects would need to be clearly defined, and would need to demonstrate that they offer value for money, and are worthwhile in terms of experience within the system as well as professional development. We would pilot any proposal to assess the impact of such an approach.

Q23: Do you think that a fund to pilot sabbaticals would be a positive step for the profession?

Q24: What would the impact be for teachers and schools of enabling more teachers to take sabbaticals, providing they are related to their teaching practice?

Whole career progression

87. We have outlined proposals that we think could facilitate progression, both upwards and sideways, for teachers. We are not proposing significant structural changes. The progression from classroom teacher to middle leader, senior leader and headship is well established, and there is an increasing recognition that these leadership positions are not always the traditional management routes, which we support. However, the landscape is changing, and we need to be alive to these changes. Rather than designing policies to suit the system as it is now, we need to design policies that will be right for how the system will look in the future.

88. The diagram below maps out the key proposals outlined above. It outlines the principles of each stage of development, from a focus on self-improvement and improving practice in the early career, to a focus on area or school improvement, to a focus on system-level improvement. It is not prescriptive; we are not legislating for anything. This is about articulating what should be available to teachers at different stages, mapping out the variety of opportunities that are already available, including those that are being developed, and how they relate to each other.



Ongoing high-quality CPD

High-quality mentoring and coaching

Competent teacher; embedding initial training; sustained classroom practice. Focus: **self-improvement** in order to become fully qualified.

Fully qualified teacher. Focus: **self-improvement** in order to improve own teaching.

Able to share expertise. Focus: **subject/area improvement** in order to develop the practice of others.

Able to share expertise, and improve and lead others. Focus: **school improvement.**

Able to improve and lead others to share expertise. Focus: **system improvement.**

Summary

89. This consultation is purposefully wide-ranging. We want to ensure that any changes made at the beginning of a teacher's career are not made in isolation, but are put in the context of the wider school environment, and with a recognition that this is the beginning of a career-long journey.

90. What we have laid out is only the start. Creating the change we want to see will take time and we want to work with the profession, allowing teachers to set the course. The proposals around QTS are clearly more well developed than those in the second section of this consultation, and this is intentional. We need to sequence changes so that they result in genuine improvements, yet do not add to the burdens on schools disproportionately. We are clear that early work needs to be done on elements such as the proposed early career framework, but other areas can be developed to a longer timeframe. In addition, there are already lots of grassroots and profession-led initiatives underway, and we want to build on the work already being done within the school system. We are clear that we do not want to make lots of changes all at once; we want to introduce changes at a pace that will support teachers, not cause extra work.

91. Ultimately, we want to see much clearer frameworks for teacher career progression, particularly for teachers wishing to remain classroom specialists and for those who wish to specialise as teacher educators. Many schools, multi academy trusts and other partnerships have already developed their own progression frameworks, so we do not wish to mandate a single approach, but want to put in place supportive frameworks and structures that enable the school system to continue to improve. We think that strong professional development and a set of respected professional qualifications are some of the key tools by which teachers can navigate their own careers, so have set out a framework for what this might look like.

92. The Secretary of State has been clear that improving social mobility is a defining mission. This work is a key part of this ambition. In particular, she wants to see the best teachers aspiring to work in the most challenging schools. We believe that the proposals contained in this consultation will support teachers in all schools, but most particularly those working in the most challenging circumstances. We will consider, as we develop final proposals, how to further target support at the schools and teachers who work with children who need the most help. We will continue to work with the profession, in particular school leaders, to make sure that all proposals are sustainable and will deliver on the Secretary of State's social mobility ambitions.

93. We are running a series of consultation events in parallel with this written consultation, and further information about these is now available.



Department
for Education

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