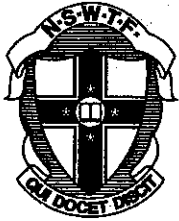


INQUIRY INTO INQUIRY INTO THE RECRUITMENT AND TRAINING OF TEACHERS

Organisation: NSW Teachers Federation
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Position: General Secretary
Telephone: 02 9217 2100
Date Received: 13/04/2005

Theme:

Summary



NSW TEACHERS FEDERATION

TEACHERS FEDERATION HOUSE Locked Bag 3010 Darlinghurst NSW 1300

Please address all correspondence to
THE GENERAL SECRETARY

12 April 2005

In reply please quote: 563/05/WC:tc

The Hon. Jan Burnswoods, MLC
Chair
NSW Legislative Council
Standing Committee on Social Issues
Parliament House
Macquarie Street
SYDNEY NSW 2000


Dear Ms Burnswoods

Attached please find the NSW Teachers Federation's submission to the NSW Legislative Council Standing Committee on Social Issues – **Inquiry into the Recruitment and Training of Teachers.**

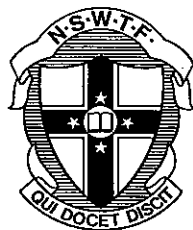
If you wish to discuss any aspect of this submission, or the inquiry, please contact Ms Jennifer Leete, Deputy President, on 9217 2349.

Yours sincerely



Barry Johnson
General Secretary

Attach.



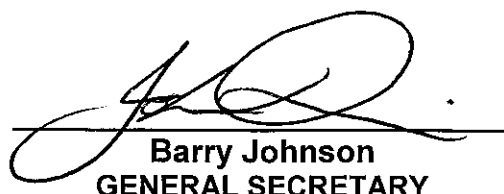
NEW SOUTH WALES TEACHERS FEDERATION

SUBMISSION TO

THE NSW LEGISLATIVE COUNCIL STANDING COMMITTEE ON SOCIAL ISSUES

INQUIRY INTO THE RECRUITMENT AND TRAINING OF TEACHERS

Authorised by



Barry Johnson
GENERAL SECRETARY

12 April 2005

NSW TEACHERS FEDERATION
SUBMISSION TO
THE NSW LEGISLATIVE COUNCIL
STANDING COMMITTEE ON SOCIAL ISSUES

INQUIRY INTO THE RECRUITMENT AND TRAINING OF TEACHERS

1. INTRODUCTION

The NSW Teachers Federation represents 60,000 teachers in NSW public schools and TAFE colleges.

The Federation has a strong and long-standing commitment to public education and training. Central to this commitment are the Federation's activities in developing and supporting programs that aim to maintain and improve the learning and social outcomes of all public school students, as well as to ensure that capable and committed teachers are recruited to teach in public schools and are retained in the public system.

To this end, the Federation has lobbied both the government and the Department of Education and Training to pilot, evaluate and permanently adopt innovative programs that are the result of the collaborative efforts of the Federation's members in general and our formal policy making bodies. Examples of successful programs largely initiated by the Federation include:

- the Teacher Mentor Program;
- the Class Size Reduction Program;
- incentives for attracting and retaining teachers in difficult-to-staff areas;
- the Teacher Employment Priority Scheme (TEPS);
- part-time work options;
- maintenance of the state-wide transfer system;
- programs to assist schools experiencing difficulties employing casual relief teachers, including the provision of in-built relief through permanent employment of full time mobile teachers, and Casual Connect;
- the Pre-employment Program for Overseas Trained Teachers;

- the inclusion of induction material in the new *Professional Learning Policy for Schools*;
- the Priority Action Schools Program;
- internships for teacher education students in our public schools.

The Federation also initiated and funded the independent *Inquiry into the Provision of Public Education in NSW*, conducted by Professor Tony Vinson, and has recently invited Professor Vinson to undertake an audit of the extent to which the DET has adopted the report's recommendations. This audit will be completed in the next few months.

Over the past decade the Federation has responded to the large number of inquiries that have been held at both state and federal levels into teacher recruitment and training. Apart from the establishment of the NSW Institute of Teachers (which is dealt with later in this submission), these inquiries have led to very few changes to the nature of teacher training or to recruitment strategies.

The Federation is particularly concerned about:

- the strength of the NSW Government's resolve to guarantee appropriately trained teachers for all students in public schools;
- the effectiveness of current DET recruitment, especially in relation to DET contact with teacher trainees, the involvement of the DET in both the substance of pre-service courses and the appropriateness and effectiveness of the teaching experience component;
- the extent of the government's demands on universities in terms of mandatory components in the absence of a real funding commitment from both state and federal governments; and
- the failure of the DET to meet its commitment as employer to ensure substantial induction and support for its new teachers, training in areas that would build on pre-service education and the creation of an environment conducive to both attracting and retaining teachers.

Employment conditions and the physical work environment play a crucial role in recruitment. There are few areas of employment where people work in the conditions

teachers encounter every day. There are very few occupations where the demands made of workers have increased as they have for teachers in the past decade. There are few professions where reasonable remuneration results only from inevitable, lengthy and very public battles with the government of the day. There are few occupations that are incessantly denigrated by politicians, the media and their employers.

Any serious approach to analysing the training of teachers, their recruitment into public schools and retention of them once there, would include a fundamental assessment of the adequacy of both funding for public education and the public support offered by both federal and state governments. That trainee teachers are a committed group of (generally) young people does not preclude their need for recognition of their worth, in terms of both moral support and the conditions of their employment.

Recommendation 1

Both the government and the DET must show a commitment to a well-resourced public education system and demonstrate that this is in the public interest. Solid recruitment would flow from the increasing perception of the public good that is embodied in strong and viable public schools.

2. TEACHER SUPPLY AND DEMAND

The evidence for teacher shortages is compelling. Information compiled federally between 2001 and 2003 predicts shortages in the near future. This is confirmed by more recent anecdotal evidence and updated DET workforce planning data.

MCEETYA (Ministerial Council for Employment Education Training and Youth Affairs) reports, *Demand and Supply of Primary and Secondary School Teachers in Australia*, 2001 and 2003 demonstrate that there is currently no shortage of primary/infants teachers, but there is a shortage of secondary teachers of Mathematics, Science, and Information Technology across Australia. In some states shortages extend to languages and industrial arts/technology, which in NSW is called TAS (Technology and Applied Science). Most states and territories also reported shortages in other disciplines in areas where recruitment is generally difficult, usually outside the metropolitan area and regional centres. In NSW for example difficulties are being experienced now in recruiting English teachers in some geographic areas.

What is most telling however is in relation to what will happen in the near future. The 2003 MCEETYA report (p.97) concluded that

*The data available suggest that in the period ahead (post 2004) Australia is likely to face increasing shortage of teachers due to age-based retirement. The extent of the shortfall will depend on the success of policy initiatives to attract and retain teachers. Workforce planning to target potential sources of teachers and training those people to become teachers will also be important. Retraining those teachers qualified to teach in areas of greater supply so that they can teach in areas of greater demand is another issue that workforce planners may need to consider. Depending on the success of such initiatives **shortages of possibly up to 20,000 to 30,000 teachers are estimated later in the decade.** The shortages seem likely to be most pronounced in certain secondary teaching specialisations as well as in remote and rural locations and difficult-to-staff metropolitan schools.*

These predictions are clearly based on an understanding of the age distribution of the current teacher workforce and the rising number of separations from that workforce.

Table 8.4 of MCEETYA 2003 (p.71) shows that in 2002, 29.7 per cent of all teachers in Australia were aged 50 or over. 17.7 per cent were aged between 50 and 54.

The report also noted (Table 8.9, p.73) that around 68,179 teachers or 26.98 per cent of the Australian teacher workforce will reach retirement age between 2001 and 2007, and that up to 87,500 teachers will be lost to the teaching workforce over five years from 2003 through both retirements and resignations (Table 8.10, p.73).

Table 6.3 (p.45) shows that separations from the permanent teacher workforce in NSW are rising and (except for the ACT which has particular issues) are the highest in Australia for primary and the second highest for secondary.

Chart 10.1 (**see Attachment 1**) shows the age distribution of teachers compared with that of other professional employees. While for other professionals the age profile peaks at around age 31, for teachers it peaks at around age 46. The paragraph below Chart 10.1 is also important. It emphasises what all the sources point toward – that by 2007 almost

70,000 teachers in Australia will be older than 55, that is, 27 per cent of the national teaching workforce. Between 2008 and 2012 another 50,000 will reach this age. It's clear that the number of teachers of retirement age will accelerate over the next decade.

A graph of projected teacher employment and new graduates of teacher training courses in NSW 2000-2005, (**see Attachment 2**), suggests that :

Projections of completions from initial teacher training courses suggest that by 2004 the number of graduates is expected to rise by 8 per cent to fall back in 2005 to below 90 per cent of the 2000 level.

Given the high likely rate of retirements in the next few years, this projected trend in teacher training completion rates is of concern.

The material used by the MCEETYA study is provided to them by the states, so would presumably be the most accurate information available at the time.

The final report of the Federal Government's Review of Teaching and Teacher Education, chaired by Professor Kwong Lee Dow, *Australia's Teachers: Australia's Future, Advancing Innovation, Science Technology and Mathematics*, (October 2003) was an initiative under the Australian Government's innovation statement, *Backing Australia's Ability*. It confirms the conclusions of the MCEETYA study.

It notes that

The significant losses of teachers through retirement that Australia will face over the next few years, with an anticipated peak around 2006 to 2008, will most acutely affect the secondary level. (p.16, of the Agenda for Action).

It also noted on p.18 that strategies to attract and retain teachers included "*attractive employment conditions.*"

Another serious period of attrition is in the first few years of teaching. Report after report comments on this phenomenon. Professor Kwong Lee Dow's report says:

Too many high calibre teachers leave teaching in the first five years of their teaching careers. Some education authorities anecdotally report high rates of separation early in teachers' careers. Possibly up to 25 per cent of new teachers leave teaching during that early period. (p.24 Agenda for Action).

MCEETYA 2003 supports this, while the NSW DET's submission to the federal review makes the point that in 2001 around 525 teachers in NSW public schools resigned while in their first one to four years of teaching (**Attachment 3**). This is an astonishing figure. The DET employs around 2,500 new teachers each year, but approximately 20 per cent of those will resign during their first four years.

In 2002, 248 teachers in NSW public schools resigned in their first two years of teaching. This was 22.3 per cent of all resignations for that year.

Another issue is the number of trained teachers who are employed in other industries. Not all graduates of teacher training courses end up teaching. The Graduate Career Council of Australia Survey found that in 2001 14.6 per cent of teacher graduates for 2000 in full-time employment were employed in non-teaching occupations. Even more startling figures are provided by the Australian Bureau of Statistics:

There are many people with teaching qualifications who are not employed as teachers or in associated occupations. In 2002, almost 18 per cent of people aged 15-64 years with a teaching qualification were not in the labour force. Almost 82 per cent of people with teaching qualifications were employed, with only a small proportion being unemployed. Of those who were employed in 2002, over one-third (35 per cent) were employed in occupations other than teaching or teaching-related occupations. (Australian Bureau of Statistics, Australian Social Trends 2003, Education and Training – Education and Work – School Teachers.)

While the most demonstrable current shortage of teachers in NSW is in specific secondary subject areas, the NSW DET itself recognises that

Recruitment and retention of teachers of science, technology and mathematics cannot be addressed effectively in isolation from issues of

recruitment and retention of teachers across the professional spectrum.

(DET Submission to the Federal Review 2003, p.1)

Indeed the DET recognised the seriousness of the problem and said that :

*The need to work together to address the causes of potential teacher shortages is a **public policy imperative and an inalienable responsibility of all levels of government*** (p. 4)

while warning that :

Addressing subject specific shortages too narrowly ignores geographic, demographic, specific primary and high school and sectoral issues. (p.4)

In other words, this is a complex issue. Simplistic solutions will not contribute anything.

The number of students completing teacher education courses has undeniably risen. DET figures suggest a rise in NSW from 3,486 in 1998 to 4,917 in 2004. As with all statistics, these figures need to be treated with caution. Two charts are attached. The first is from the MCEETYA report of 2001 (**Attachment 4**) and shows teacher course completion rates in Australia from 1988 to 1998 with a projection to 2003. The second is from the MCEETYA report of 2003 (**Attachment 5**) and shows course completions in Australia from 1990 to 2001. The importance of these charts is that they show that the point from which you begin your comparisons influences the deductions that can be made. It has taken 13 years for the number of completions to regain enough ground to equal the completions in 1988. The period 1996 to 1999 was a serious trough in completions rates around Australia. So to begin a comparison with 1998 in order to demonstrate a marked rise in completions is disingenuous at the least. Data stretching back to 1988 would be needed to determine whether NSW completions have even recovered to the 1988 levels let alone exceeded them. And even then, given the emphasis on education over the last decade, to only regain the level of teacher education completions of 1988, or maybe exceed them a little, is a damning statistic.

The report of the Ramsey Review of Teacher Education in NSW, *Quality Matters*, recommended (Recommendation 8) the establishment of a Joint Committee on Teacher

Supply, that was to represent both the NSW and Commonwealth Governments, the (then) proposed NSW Institute of Teachers employers and universities along with other stakeholders, that aimed to:

- *develop improved funding arrangements for teacher education in New South Wales, and*
- *advise the New South Wales Government and the Commonwealth Government on the most appropriate allocation of government resources to ensure the adequate supply of quality teachers in the State*

To the Federation's knowledge this admirable recommendation was never implemented. What was established by the fledgling Institute of Teachers was a Joint Committee on Teacher Supply, on which the Federation was represented but there was no Commonwealth Government representation. This committee met a few times in 2003, but has not met since. This committee should be reconvened, to work further on parts of Ramsey's Recommendation 9 to:

- *institute a range of scholarships and paid training opportunities to attract talented young people to teaching, aimed at supporting those teaching subjects and teaching localities where supply problems are apparent*
- *seek advice from the universities on the design of specific courses for scholarship holders*

and Recommendation 10:

that the Joint Committee work with universities, employers, the TAFE system and the Institute of Teachers to increase the diversity of pathways for entry into teaching, giving priority to strategies which emphasise high quality professional experience in the workplace.

Recommendation 9 also included a proposal that this committee should :

Determine the mechanism whereby the State's requirements for the supply of quality teachers can be submitted to open tender from potential providers of teacher education courses.

The Federation opposed this part of the recommendation. A number of the DET retraining courses are currently put out to tender. The Federation's opposition is based on the fact that this provides little security to the successful universities. The courses are put out to tender each year and there is no guarantee that having developed and implemented the course on one occasion, the same university will have the opportunity to do it again. Often, because funding must be approved, generally through the state budget process, there have been occasions when tenders are called at the last minute, providing very little time for the universities to organise the programs and personnel required. In addition, tendering has the particular aim of achieving the least costly option, which is not always the best in terms of quality. If state funding is provided to jointly design and run the courses, there is no need for competitive tendering to ensure these courses meet the DET's needs.

Increasing the supply of trained teachers over the next decade will be a challenge. Not only is it a matter of ensuring universities are educating enough future teachers, but it is also a matter of encouraging them to teach in public schools and retaining them beyond the first few years of their employment.

Professor Kwong Lee Dow's final report (p.87) considered that :

Much better retention strategies must be implemented by education authorities, and it is generally agreed that greater emphasis on development and retention would help modify the impact of potential shortages.

The Federation is in full agreement.

Included in the following sections is a discussion of the extent to which the NSW government and the DET are meeting the challenge.

Recommendation 2

The Joint Committee on Teacher Supply should be reconvened. Its role should be to determine future supply and demand projections and devise innovative programs to overcome shortages in specific subject areas, such as increased and improved teacher scholarships, reviewing the DET's retraining and Accelerated Teacher Training programs, collaborating with the universities in devising courses which better meet the needs of both the DET and the students.

3. UNIVERSITY ADMISSION CRITERIA

In NSW, universities use the University Admissions Index (UAI) for admission to education degrees.

The entry rank for teaching degrees fell considerably during the 1990s, but has risen again in the last few years. Without assistance from the Universities Admissions Centre, it would be impossible to compare cut-off points between the years when admissions were ranked according to the Tertiary Entrance Rank (TER) and those ranked according to the UAI, which uses a fundamentally different system to calculate rankings. When the UAI was first introduced in 1998, the ranking received by students was between 0.5 and 19 points (out of a possible 100 points) higher than an equal ranking under the TER and, of course, this is still the case.

Therefore, comparisons across the periods of the TER and the UAI are not only unreliable, they are invalid. A rise in the cut-off for courses with the lowest admissions rank, say a ranking in the 50s or 60s over the period of both the TER and the UAI does not denote a rise in entry requirements.

Suffice it to say that some students enter teaching degrees with impressive UAIs in the high 90s, while the cut-off for some courses is particularly low. In 2002, one of the lowest cut-off UAIs was 65.35. That would have translated in 1997 to a TER of around 50.

A recent article from the Courier Mail (30.3.05) warns of the dangers of simply increasing the number of teacher education places offered in universities as a strategy to overcome shortages, without improving other recruitment strategies. The article notes :

"Increasing student teacher places in the state's universities this year has had an unexpected side effect – cut-off scores for primary and secondary teaching courses have fallen to as low as OP16 and 17.

This means that in three to four years' time the new teacher standing in front of classes could have been from the lowest-performing third of high school graduates."

The extent to which the use of any other criteria would result in entrants more naturally suited to teaching is untested. Given the broad demands on teachers today (see section 3 for these demands), interviews and/or portfolios that might be used would need to be powerful instruments to be capable of discriminating between competing demands and otherwise capable candidates. The breadth of HSC assessment strategies now means that a broader range of skills and knowledge contribute to final results and therefore to students' UAIs than was previously the case.

There is little doubt that the quality of teaching is one of the predominant predictors of student outcomes. What there is no conclusive proof about is the appropriate definition of "teacher quality" and valid ways of measuring it. There is a real danger that test results will be used as the determinant of quality to the exclusion of other social and educational outcomes. The number of factors that go into quality teaching is broad. For example, studies in America by Professor Darling-Hammond convincingly show that a teacher's command of his/her subject area is one of the top predictors of student success.

It would appear that a range of abilities go hand in hand to produce "quality" teaching, with the result that any change in university admission criteria would have to take full account of a range of capabilities. As mentioned previously, alternative strategies for determining entrance to teaching degrees are untested.

Recommendation 3

The reconvened Joint Committee on Teacher Supply should also investigate the viability of broadening the criteria for entry to teacher education courses and avenues for doing so. This work should be carried out in close collaboration with all teacher education faculties in NSW universities.

4. PRE-SERVICE TEACHER EDUCATION

(a) Length and level of teacher education

While there had for decades been four year degree teacher education available in NSW universities, it was not until the early 1980s that there began in earnest in secondary teaching a move away from 3 year courses to universities offering 4 year courses. Indeed by the late 1980s most institutions training secondary teachers had

moved from 3 year diplomas to 3 year degrees and then to 4 year degrees. Increasing the duration and level of primary teacher preparation followed.

The real move towards a four year initial primary education course began after the Dawkin's Higher Education reforms of the late 1980s.

The 1991 teachers award provided for two year and three year trained permanent teachers (secondary and primary) to progress to the top of the salaries scale via the pathways option. This progression was achieved by completing specific professional development or other study.

This change was one of the impetuses for those universities still offering three year teacher education to move toward four year training. It was acknowledged that three years was no longer an adequate time in which to prepare teachers. Indeed it became clear that the added content and skills required in initial teacher education could not be covered in three years. The increasing demand for enhanced teacher knowledge and skills has been an ongoing phenomenon in the past decade. As but one example, shortly after coming to office in 1995, the current state government introduced a mandatory special education and, later, computer education, components to the requirements necessary for teacher education courses to be accredited for employment in NSW public schools.

A further impetus came with the publication of the report of the federally funded National Standards and Guidelines for Initial Teacher Education Project, chaired by Professor Kym Adey of the Australian Council of Deans of Education, in 1998. This report, *Preparing A Profession*, provided national guidelines and standards based on best practice and recognised the significance of ensuring a high quality teaching force in Australia.

The Program Standards and Guidelines of this report noted, under 2.6 Duration, that :

initial teacher education programs will normally need to be of at least four higher education academic years duration (or equivalent) and should include two years of professional

preparation as well as academic content (pp. 22-23 *Preparing a Profession*, 1998).

This report prompted universities to investigate and expand into different forms of professional preparation for teachers, including, for example, double degrees.

During the 1990s, three year teacher education continued at some universities. Increasingly these disappeared, although until the last few years it was still possible to train via a four year degree that had a three year exit point, recognised for employment in NSW public schools, generally in primary or early childhood education. Only one or two such degrees still exist.

In the period from the early 1990s to the present, universities and the DET have thus acknowledged that, because of the increasingly complex and demanding nature of the profession, for a teacher to be prepared for initial employment in a school, higher qualifications are necessary now than were necessary in the 1980s.

The result is that the qualifications of teachers in public schools have risen. There are increasingly fewer teachers with two and three years of initial teacher education, and increasingly more with four and five years.

It is now the case that universities almost exclusively offer four year (or above) initial teacher education qualifications. As there is no other avenue for training as a teacher in public schools, this is the current minimum standard for employment with the DET.

Four and five year courses vary from a one year Diploma of Education or a Master of Education completed after an appropriate undergraduate degree program, four year degrees combining both discipline and education studies, and double degrees.

The Federation has continually lobbied the government, particularly in the context of teacher registration and, most recently, accreditation through the NSW Institute of Teachers, for a four year degree containing relevant discipline studies and education studies, including professional experience, to be the minimum requirement for teaching, not only in public schools, but in all schools. The Federation remains committed to that position.

While degrees that integrate education subjects with discipline studies throughout the full four years, or double degree courses, are inherently more appropriate for teacher education than end-on graduate Diploma of Education, there are contexts where the existence of the latter is an absolute necessity.

For those students who decide part way through their studies that they want to become a teacher, and for those who want to change their careers, this option should remain available. It is now accepted that fewer people remain in the same job for life, and many change careers altogether. A variety of pathways is necessary so that public school teaching can take advantage of this flexibility within the workforce rather than simply be the system that loses as teachers move in and out of the teaching workforce.

Increasing demands on teachers might suggest that the minimum duration of teacher education should be five years, however increases in HECS debts coupled with unattractive salaries at the top of the classroom teacher salary scale, make that goal both unrealistic and unfair.

The increased demands on teachers include:

- Child protection;
- Occupational Health and Safety;
- Integration of students with disabilities into mainstream classes;
- Increasing number of students with learning difficulties integrated into mainstream classes;
- Increasing reliance on schools to deal with students' emotional, behavioural and social problems;
- Increased emphasis on health, drug and alcohol education;
- Mandatory cross curriculum content in all syllabuses, which addresses issues, perspectives and policies that will assist students to achieve the broad learning outcomes. They include; Information and Communication Technology; Work, Employment and Enterprise; Numeracy; Key Competencies; Literacy; and

perspectives such as indigenous, particularly Aboriginal, gender, intercultural, socio-economic and religious;

- An expectation that students will be "work ready" when they leave school;
- Increased accountability to parents and the community;
- Increased accountability also to the government in relation to the results of Basic Skills Tests, English Language and Literacy Assessment (ELLA), Secondary Numeracy Assessment Program (SNAP), Computing Skills Assessment, School Certificate and Higher School Certificate.

Recommendation 4

A four year degree containing relevant discipline studies and education studies that include professional experience must be the minimum requirement for teaching in NSW schools.

Recommendation 5

Degrees that integrate education subjects with discipline studies throughout the full duration of the course are inherently more appropriate for teacher education and should comprise the majority of teacher education courses. End-on graduate entry Diploma of Education courses must also remain available in order to provide an alternative pathway into teacher education.

- (b) Endorsement of university courses as preparing students for employment in NSW public schools.

This role is currently carried out by a DET committee called the Teacher Qualifications Advisory Panel (TQAP). TQAP comprises representatives of the Federation, the universities, the Secondary Principals Council, and the Primary Principals Association as well as relevant DET officers. The panel receives reports from DET officials about the extent to which courses meet the requirements for employment in NSW public schools. These requirements include curriculum, teaching studies, teaching experience, subject selection, as well as areas that have been mandated by the government for inclusion, such as computer proficiency and special education. The panel then endorses, or fails to endorse, courses for approval by the DET.

The process used by TQAP for scrutinising courses is predominantly a paper one. Communication between the DET and the university mainly occurs arising from an

issue is identified in the paper work produced by the university. DET officers endeavour to provide guidance to the universities to help them redress any perceived shortcomings in the program they have submitted for endorsement, but in the end endorsement generally relies on what the universities have presented on paper.

The predecessor to TQAP was the "Classifiers Committee", on which the Federation also had a representative. Endorsement of teacher education courses was at that time a much more "hands on" process. Visits were made to the universities and a greater degree of first hand knowledge guided the endorsement process.

The process followed by departmental officers in relation to TQAP endorsement is sometimes successful and sometimes not. There have been a number of examples where it has taken some years to iron out the impediments to endorsement of particular courses. There were, for example, students well into their degrees in PD/Health/PE teaching, in a course for which TQAP was continuing to reject the endorsement application. At no time were the members of TQAP confident that these students were aware that on completion of their four year degree, they would not meet the requirements to teach in NSW public schools, but would have to engage in further study.

(c) Role of the NSW Institute of Teachers

One of the legislated functions of the Institute is:

Providing advice to the Minister on:

- a) The approval by the Minister of initial and continuing teacher education courses or programs that are relevant for the purposes of accreditation under this Act, and*
- b) The approval by the Minister of persons or bodies who may provide professional development in accordance with the requirements of the professional teaching standards.*

In this role the Institute would assume, to a large degree, the current functions of TQAP.

Any process that involved practising teachers in investigating and accrediting teacher education courses would result in courses that are more closely aligned with the work of teachers, particularly in relation to the art of teaching and the extra curricular activities all teachers are involved in on a daily basis.

The Interim Committee of the Institute has developed draft Standards at four levels: graduate teacher; professional competence; professional accomplishment; and professional leadership. These comprise the Professional Teaching Standards Framework. It is this Framework, and specifically the graduate teacher standards, that will guide the accreditation process for teacher education courses.

A course would be endorsed if graduates of that course met the graduate teacher standards and were therefore eligible for accreditation with the Institute at that level.

The Interim Committee of the Institute, through a committee specifically selected for this purpose, produced a consultation draft on *Guidelines for the Endorsement of Initial Teacher Education Programs*. These draft guidelines give specific advice to the university about the preparation of documentation that shows how the course prepares students to meet those standards.

The current draft includes reference to consultation both within the university and outside it, with practising teachers and others. It makes explicit reference to professional experience, as well as referring to quality management processes that involve monitoring and evaluating all aspects of the program.

The endorsement process involves a Program Endorsement Panel, which includes practising teachers and representatives of higher education institutions, and includes a site visit.

The consultation paper remains a draft.

The Federation has always been of the view that endorsement of teacher education courses should involve practising teachers and should involve more than a paper based investigation. The framework for endorsement of courses as set out in the

draft consultation paper provides for a more robust process than that currently in place. The outcome of any deliberations of the Institute's Interim Council on the draft are unknown at this stage. The Federation's view of this endorsement process is contingent on the contents of the final document and how it actually operates in practice.

Certainly, the development of standards is a matter for the profession, and teachers must have confidence in that development. The regard with which teachers hold the current standards developed by the Institute will be entwined with how they regard the Institute itself.

The Federation, having been committed for over a decade to a process of teacher registration by a body truly representing the profession, did not support the establishment of the NSW Institute of Teachers in its current form. The nature and composition of the Institute's Board of Governance, which is in no way representative of teachers, the fact that the Quality Teaching Council is not the peak body of the Institute, but reports to the Board of Governance, and the fact that the Institute provides advice to the Minister, means that the Institute is not independent of the government and in exercising its functions, is not representative of teachers. It is therefore not a body for teachers, governed by teachers as the Federation's policy requires.

This being the case, it is doubtful that it will be held in any particularly high regard by teachers, even though it will continue to perform its functions as established by legislation.

It has long been the Federation's view that standards, developed by teachers, should be used to link initial teacher education, induction, and continuing professional development. At the moment there are no explicit standards in use to determine a probationary teacher's progress, with the result that they may, and in our experience do, vary from school to school. With the existence of standards, new teachers in public schools should be well aware of the criteria that will guide their probation, should be aware of what they should know and be able to do, and these standards should be an extension of those standards used during their undergraduate studies. Up until now there were certainly new teachers who reported to the Federation that

they saw little link between their studies and the realities of the job. Hopefully now that link will be explicit.

The Federation deliberately uses cautious language in the foregoing paragraph. This is because we have serious reservations about the capacity of personnel in schools to implement the standards as they are intended to be used without proper training and without release time to work with beginning teachers to apply the standards.

The Federation has long been critical of the DET's failure to support and resource teacher induction. With the exception of the 50 equivalent full-time (EFT) teacher mentor positions, the DET has not improved its performance on induction. Without practical support from the Department, those in leadership positions in schools will be left to implement the standards in their own way with just the written documentation provided to assist them. At this point, the only process that might be construed as "training" has been a one-day briefing session for DET school principals.

It has always been the case that there have been teachers, both new and experienced, who failed to see the link between the theory they learned at university and the practical application of that theory in the classroom. Standards should make that link explicit and encourage teacher educators and teachers in supervisory and mentoring roles to draw these aspects together.

Unfortunately, the Institute charged with overseeing the development and application of the standards is, as mentioned above, not governed by teachers.

The Federation can do no more than wait and see if the Institute as it is currently constituted can reach the potential we envisaged for a truly professional body of teachers.

Recommendation 6

The process of endorsement of teacher education courses adopted by the NSW Institute of Teachers should involve practising teachers and include site visits. The process should be more closely aligned to the work of teachers. It should involve consultation both within the relevant university and outside it, with practising teachers and others. It must refer specifically to

professional experience as well as to quality management processes that involve monitoring and evaluating all aspects of the program.

Recommendation 7

Professional teaching standards developed by the NSW Institute of Teachers should link initial teacher education, induction and continuing professional development.

Recommendation 8

The DET should provide comprehensive training in approaches to the use of the standards, particularly in methods of implementing them in a holistic way, for those personnel implementing the standards in public schools. The DET should also provide release time for them to work with beginning teachers to apply the standards.

Recommendation 9

The standards should make the link between the theory learned at university and the practical application of that theory in the classroom explicit and should encourage teacher educators and teachers in supervisory and mentoring roles to draw these aspects together.

(d) The Role of the NSW DET

With the establishment of the NSW Institute of Teachers, the role of the DET will change, partly because of changes to the role of TQAP. For a considerable time, mainly since the demise of the old Teachers College Scholarships, there has been little DET presence in the universities and minimal contact with students.

Apart from the contact through TQAP, and that only occurs when a new course is established, a course is altered or a problem encountered, the only other contact is when some DET officers conduct a seminar for students in their final year at individual universities. This is meant to be a recruitment exercise but it is not well organised, does not appear to be conducted with enthusiasm, and is too little too late. Indeed there have been occasions when Federation officers have heard DET officers at these seminars suggest that it might not be in the best interests of students to teach in the public system. This is appalling.

The Federation understands that the DET also conducts a seminar on child protection at the universities.

Information is, we understand, distributed by the DET to universities, and it is left to the universities to guide students in the most appropriate subject choice. This is particularly relevant for secondary teaching. Students early in their university course choose subjects based often on little more than assumptions. Yet the DET have highly specific requirements for employment in public schools. That some students are unaware of those requirements is a travesty.

Students are not just looking for a job at the conclusion of their degree. They are looking for a career. Apart from accreditation to teach various subjects, future careers depend on the extent to which a student's academic studies meet the criteria for promotion. It is unacceptable that, as the nature of both the curriculum and subject choices students make affect the organisation of public schools, university students are unaware of both the changes and the effect they will have on their ability to gain a promotion.

A new document, *Academic Requirements for Head Teacher Positions in NSW Public Schools*, was negotiated with the Federation and Secondary Principals Council over a lengthy period and was finalised in September 2004. It replaces what were the current requirements for Head Teacher eligibility, most of which had become outdated, both in terms of the description of the academic requirements and because there has been a significant change in the composition of faculties, and a significant rise in new subjects taught, such as the HSC technology subjects, Software Development and Design, and Information Technology and Processes, and the introduction of Vocational Education and Training HSC courses, to name just a few. For many of the new subjects, universities have only just begun to introduce courses that the DET will recognise for accreditation purposes.

As an example of the effect of these changes, there was traditionally a close connection between teaching History and teaching English. The majority of English teachers were accredited to teach History as well, and vice versa. In many schools there were separate History faculties. With the introduction of a far greater variety of subjects into the curriculum, the number of students studying History has dropped

somewhat. New head teacher positions have been established, such as Head Teacher Teaching and Learning, Head Teacher Computing Studies etc. Schools are still only entitled to a specific number of head teachers. Faculties like History are disappearing, and there are few positions for Head Teacher History.

Traditionally, if there was no History faculty in a school, History was absorbed into English faculties. This is no longer the case. They are now subsumed into a new faculty called Human Society and its Environment (HSIE), which, apart from History, comprises Social Science subjects. The new head teacher requirements were designed to take changes like this into account, and for this particular example, were written on the assumption that only current teachers would be accredited to teach English and History and no other Social Science subjects. The new requirements have extensive sunset clauses in order not to disadvantage current teachers who did their training in good faith some time ago. However, new teachers, and, in particular, student teachers, seem to be unaware of the changes, and are still studying subject combinations that are now outdated by the new requirements, such as English and History. A teacher with a degree in History and English, with no social science subject, appointed to a HSIE faculty will find that they will not be eligible for a head teacher HSIE position unless they do extra university study for a year in a social science subject. If the same teacher gains little experience teaching English, they will not be able to gain a head teacher English position even though they may meet the academic requirements for it.

The nature of all these changes has clearly not filtered through to the students. For a student to become aware of this part of the way into the final year of study, or indeed after being appointed to a school is not satisfactory. A far closer relationship is needed between the DET and the students who, in the main, will be working for the DET.

The delay between the introduction of new courses and the development of teacher education for them, does not leave one with the impression that ensuring students have teachers trained in the relevant courses is anyone's priority. New subjects and syllabuses are designed and implemented by the NSW Board of Studies (BOS), which rarely concerns itself with matters of implementation, which it says are the province of school systems. Officers of the DET are not in a position to make demands on the

universities, yet the DET is the major employer of teachers in Australia. A much closer and more fundamental relationship needs to be developed between the government, the DET and the universities to ensure that there is not such a significant lag between the appearance of new school subjects and the establishment of corresponding university courses.

Universities are continuing to train large numbers of primary/infants teachers and far smaller numbers of secondary teachers in areas where there are already shortages. The Federation understands that university autonomy and federal funding constraints make it difficult for the DET to influence the choices universities make, and to influence universities to implement supply rather than demand strategies, however, there are ways in which the NSW government might bring about changes in this area. As the largest employer of teachers, there is a fine argument for the NSW government to fund strategies that would see joint development of courses that meet the DET's needs while respecting university autonomy and student choices. The government should also fund more effective recruitment strategies and better scholarship schemes where there are areas of shortage.

There was a time when teacher scholarships covered the three or four years of teacher education, not just one year as is generally the case today, and included a living allowance. The students were bonded to the DET, just as students who are recipients of current scholarships, limited in duration though they are, are now under a deed of agreement to teach in certain geographic areas of NSW. The scholarship scheme needs to be expanded both in numbers offered and in terms of the duration of study for which they are available, and additional incentives they provide.

The NSW government has not funded public education to the degree it should. It has an obligation to ensure classes are taught by teachers trained in the appropriate subjects and methods. Decisions about where NSW funds are directed are political choices and decisions about funding arrangements for teacher education are no different. If it requires state funds to ensure teachers are trained in areas of shortage, and these trained teachers agree to serve in areas of need, then those funds should be forthcoming. There is no suggestion of a return to the days when teacher education was entirely state funded. That is not the Federation's intention. Yet funding in specific areas of need is both rational and a government obligation.

Recruitment of teachers to take up these scholarships should begin by focusing on young people whilst they are still attending secondary school.

Recommendation 10

There should be a strong DET presence in the universities and greater direct communication between the DET and teacher education students regarding appropriate subject choices, mandatory inclusions, the nature of working with the DET, and a strong recruitment focus on campus.

Recommendation 11

A much closer and more fundamental relationship needs to be developed between the government, the DET and the universities to ensure that there is not such a significant lag between the appearance of new school subjects and the establishment of corresponding university courses.

Recommendation 12

The NSW Government should fund strategies that would see joint development of initial teacher education courses that meet the DET's needs while respecting university autonomy and student choices.

Recommendation 13

The NSW Government should fund more effective recruitment strategies.

Recommendation 14

The scholarship scheme should be expanded both in numbers offered and in terms of the duration of study for which they are available, and additional incentives should be provided.

Recommendation 15

The state government has an obligation to provide funding for teacher education courses to ensure teachers are trained in areas of shortage.

Recommendation 16

Recruitment of teacher education students to take up scholarships should begin by focusing on young people whilst they are still attending secondary school.

(e) Nature of Teacher Education

Subject studies, education theory and practical skills are essential components of pre-service teacher education.

The importance of a sound knowledge of the discipline area they will be teaching has been demonstrated in studies conducted by Linda Darling-Hammond in America. The results of her work are now universally accepted. One outcome of this is that special care must be taken if the DET were to move in the direction of middle schooling with generalist teachers of a range of subjects that may on the surface appear connected. The DET's consultation document, *Excellence and Innovation*, more commonly known as the Futures Project, unfortunately leads the community into concepts of middle schooling without properly defining what is meant, or providing a balanced perspective that includes the pitfalls, or detailing areas for which the DET would have to develop and pilot proposed solutions. For the DET to introduce middle schools before universities have a chance to develop and pilot courses specifically designed to produce middle school teachers, would compound problems that currently exist. In particular it would be a particularly dangerous move if it were merely an attempt to overcome teacher shortages in specific subjects.

As mentioned above, students must know early in their degrees what combinations of subject studies are the most appropriate and fulfil DET requirements for both accreditation and promotion purposes. Students will continue to make choices based on assumptions which may be to their disadvantage in the absence of a strong DET presence in universities, and this situation must be addressed.

More often than not education faculties are not viewed by university governing bodies as a priority area for funding. Also, the relationship between education faculties and those other faculties that provide the discipline studies, such as maths, science, and particularly the discipline studies necessary for primary/infants teaching, does not appear to be productive. The Federation knows of examples where education faculties have a great deal of difficulty attempting to ensure discipline studies are appropriate preparation for teaching in public schools.

Until such time as specific funding arrangements are established, either by the federal or state government, or both, such problems are likely to continue.

As mentioned earlier in this submission, specific demands are made on universities by the NSW government about mandatory inclusions in pre-service education. Currently these include special education and computer proficiency. In 2003, the then Minister for Education introduced a far broader range of mandatory studies: behaviour management, Aboriginal education, literacy education and teaching students from a non English speaking background, and strengthened requirements in special education and information and communication technology. The DET was charged with producing a guide to the content expected to be covered in pre-service education. The document was entitled, *Draft Preservice Teacher Education Studies Required for Employment in NSW Government Schools*. For the moment this document is in suspension, awaiting decisions about the role of the Institute in its final development and implementation.

The inclusion of every one of these has merit. What is clear, though, is that given all the other requirements on pre-service education, these can only be covered in a cursory fashion, unless the length of training is increased. As described earlier, increasing the mandatory length of study beyond four years is neither fair nor realistic.

These are certainly areas where there is a legitimate expectation that teachers would have knowledge and skills. However, it should be noted, particularly by those who complain that new teachers do not have all the skills they need, that no teachers in their first year have ever been expert at everything. These abilities come with experience and are assisted by effective induction, mentoring and the central provision of professional development programs. As an employer, the DET has an obligation to extend the training its employees receive pre-employment and to ensure that over the first few years of their teaching they gain both the experience and additional knowledge necessary to become competent teachers in public schools. While there are more demands than ever before on trainee teachers, the expectations of them in their first years of teaching ought to remain realistic. The Institute of Teachers' standards are grounded in the premise that teachers grow in the profession

and that the expectations of new teachers are not the same as those of experienced teachers.

In terms of pre-service education, the Federation is diametrically opposed to any proposal that would see teacher education removed from universities and handed to other providers or provided essentially in schools. Practice must be grounded in theory and integrated with subject knowledge, and this is unlikely to occur if teacher education is separated from the institutions that engage in education research. In saying this, the Federation is not assuming that all teacher education courses achieve this, but it is one area which must not be abandoned simply because some cannot see its value. Indeed, some of the best professional development has occurred as a collaboration between academics and schools, generally in the form of action research. The Priority Action Schools program, recently implemented in NSW, is the best example of this.

Recommendation 17

Care must be taken that simplistic solutions to teacher shortages, such as middle schools, that might have particularly serious ramifications, are not implemented, without proper consultation, development, piloting and evaluation occurring, including in relation to appropriate teacher education courses.

Recommendation 18

The DET, as an employer, has an obligation to extend the training its employees receive pre-employment and to ensure that over the first few years of their teaching they gain both the experience and additional knowledge necessary to become competent teachers in public schools. The expectations of teachers in their first years of teaching ought to remain realistic.

Recommendation 19

Initial teacher education must continue to be provided by universities, and must provide a link between theory and practice.

(f) Practicum

The practicum is an essential part of teacher education, yet universities are finding it increasingly difficult to arrange effective professional experience for all their students.

There are some very productive relationships between individual universities and schools, and these need to be fostered and expanded with the assistance of the DET. The extent to which universities can arrange practicum in public schools impacts on both the decisions students make about employment and the appropriateness of their experience to the diversity of public education, and the public good that emanates from it.

There exist some limited examples of con-joint appointments, where teachers are jointly attached to a university and the DET and these are generally working well. The philosophical underpinnings of such appointments ought to be explored and evaluated with the aim of further development and expansion.

Recommendation 20

Some of the very productive relationships between individual universities and schools with regard to the practicum, need to be fostered and expanded with the assistance of the DET.

Recommendation 21

The philosophical underpinnings of con-joint appointments, where teachers are jointly attached to a university and the DET, should be explored and evaluated with the aim of further development and expansion.

(g) Internships

Arrangements for the development of internships were finalised in 1989. The Federation had initiated negotiations with the University of Sydney that resulted in internships for five year trained student teachers, with a masters degree or a strong undergraduate degree, such as an honours degree.

The original discussions were based on the move to a minimum four year, and possibly five year, degree requirement, where there was a general view that in an extra year what was needed was not "more of the same".

There was a view that what was needed was an expansion of the in-school experience component within an academic rather than employment framework. The value of these programs was such that from a beginning involving the University of Sydney

they expanded to include the University of Technology Sydney, Charles Sturt University and Newcastle University, and now involve most NSW universities. Tri-partite internship agreements were developed between the Federation, the DET and individual universities.

Mentoring is provided by experienced teachers. An evaluation, conducted by Trevor Fullerton et al. demonstrated that the program resulted in better quality teachers. It also showed that the value was a two-way one. Not only did the new teacher benefit from the extra experience in schools, the mentoring, and the introduction to public school employment, but the participating school and the mentor benefited by providing time for these teachers to reflect on their practice. The program also offered credit toward post-graduate work, although this now needs to be converted into a more formalised arrangement. At Sydney University there have been arrangements put in place to provide professional development programs for the colleague teacher.

The Federation's own Graduate Teacher Seminars arose out of the internship program. Unlike the cursory seminars and on-line applications of the DET, the Federation provides graduates in all universities with a professional, legal and industrial framework for employment with the DET. These seminars are evaluated and are highly regarded by the graduates who often say it is the most valuable part of their course.

Recommendation 22

Internships should be refined and expanded, and arrangements for the colleague teacher to gain credit for postgraduate study, or to engage in professional development through the university should be converted to a more formalised arrangement.

(h) Accelerated Teacher Training Program

While the Federation recognises the value of Accelerated Teacher Training Program (ATTP) in providing teacher education in areas of shortage for those who already possess some qualifications and desire a career change, the Federation is not totally convinced that as currently constituted it is the most appropriate program for the following reasons:

- It is not clear that the minimum qualifications and experience for admission are rigorous enough or relevant enough in all cases
- It is not clear that the courses themselves adequately prepare participants for teaching in general and for the subject area in particular
- It is not clear that the same requirements in terms of subject knowledge, including breadth of subjects, apply to these candidates as apply to other students following more traditional university study patterns
- Concerns have been expressed to the Federation about the intensity of the course, which condenses what should generally amount to at least two years of full time study (a third year of discipline studies and a year of education studies, including professional experience), depending on previous study and experience, into 18 months.
- The cost of the program appears excessive - \$18,000 for 18 months is well above the HECS rate for two years. It may include the Fringe Benefits Tax the state government must pay to the commonwealth government. Since the DET is paying the cost, this is really only an issue should a student fail, not complete the course, or fail to complete the employment commitment and therefore be required to repay the amount of financial assistance provided, which equals tuition and course fees of around \$18,000 plus a \$1,500 training allowance.

The Federation has these concerns notwithstanding the assumption that the universities grant advanced standing for prior training and experience. While this is supported in principle, the Federation is not confident about its translation into practice.

On employment after completing the course, funding is available for mentors. The Federation unconditionally supports this provision.

The Federation has anecdotal evidence that this training program is not necessarily producing the quality outcomes that might be expected of it. This information has, in the main, been provided by school principals.

The Federation understands that a significant number of graduates of this program leave teaching shortly after they have completed their employment obligations under the Deed of Agreement.

The Federation also understands that the DET commissioned an evaluation of the ATTP and that the results of this evaluation were never made public. Given that the DET regularly publicly releases evaluations of successful programs, even when there is no intention of expanding or continuing the program as recommended, this failure to publish on this occasion suggests that the evaluation results were not positive. The NSW Legislative Council Standing Committee on Social Issues would be well placed to call for the results of the evaluation either:

- to allay fears and possibly prejudices based on anecdotal evidence; and/or
- to use the findings to recommend improvements to the current program.

The Federation is certainly not opposed to the principles of accelerated teacher training and broad pathways into teaching, but suggests that this particular program should be analysed and may need to be refined.

Recommendation 23

The results of the evaluation of the Accelerated Teacher Training Program, commissioned by the DET, should be released and the findings used to recommend any necessary improvements to the current program.

(i) Retraining Programs

The DET runs retraining programs in areas where there is a current shortage of teachers, or where there is little other provision for training through the higher education sector. They are offered only to graduate teachers who are already employed in NSW public schools or who meet the requirements for teaching in a public school. The Federation participates in these programs to the extent that we are part of the consultative mechanism and supports them as generally providing appropriate training.

Retraining programs are offered in the following areas:

- Mathematics
- Science (Physics)
- School Counselling
- Special Education
- Technological and Applied Studies (TAS)
- Vocational Education and Training (VET)
- Careers Adviser
- Teacher Librarian
- English as a Second Language
- Reading Recovery Tutor

These programs are offered as a mixture of full time and part time, with the duration varying from 6 months to a year and participants are either paid their substantive salary or an allowance plus travel and accommodation costs if applicable and a general purpose allowance.

The Federation has been informed of some areas of concern, in particular relating to the duration of some, which is considered too short, with the result that the work is intensive and difficult to complete. These concerns particularly relate to the mathematics and physics courses.

Also of concern is the fact that while graduates of both the ATTP and the retraining programs satisfy the requirements for accreditation to teach particular subjects, it is not clear that they also satisfy the academic requirements for head teacher positions. If they do not satisfy the latter, then their career prospects in teaching are problematic.

Recommendation 24

The DET's retraining programs should be reviewed with the aim of determining whether the demands on retrainees are too intensive. The outcomes of the program should be formally analysed, perhaps via a longitudinal study, to ensure that those having graduated from the program are appropriately trained to teach the required courses, and meet the relevant Head Teacher requirements.

5. Recruitment Strategies

Much of the information in the previous section has as much applicability to teacher recruitment as to pre-service education. We do not intend to repeat these.

- Employment conditions and salaries have an immense influence on recruitment, as does public acknowledgement of the work of public school teachers.
- The statewide transfer system, despite its detractors, goes some way to ensuring, along with other recruitment and retention incentives, that rural, remote and difficult-to-staff schools have the teachers they need. It does this by acknowledging teachers' rights to return to a school in what might be seen as a more desirable (for a variety of reasons) part of NSW, after a period of teaching in these difficult areas.
- The Graduate Recruitment Program has recently been expanded. The Federation recommends that a longitudinal study be undertaken to determine how successful it has been in recruiting teachers who prove to be quality teachers and who are committed to public education in the long term.
- In order to encourage those awaiting permanent employment to work in public schools, the DET, after representation from the Federation, began fast tracking casual teacher approvals for some new graduates. For others applying for casual approval and approvals for permanent appointment, the process, though faster than it used to be, is still too slow. Resources need to be invested to speed up the process.
- The Federation also lobbied the government and the DET to implement the Teacher Employment Priority Scheme (TEPS). Under this scheme, casual and temporary teachers who teach in specific areas receive a TEPS benefit that accelerates their priority date for permanent employment. The scheme has a number of benefits. It improves the opportunities for schools in difficult areas to find casual relief teachers, it encourages those awaiting permanent employment to stay in the public system and it recognises the value of teaching in areas that have traditionally been difficult to staff. This program should be better advertised, refined and enhanced.

Recommendation 25

The state-wide transfer system must be maintained.

Recommendation 26

A longitudinal study of the Graduate Recruitment Program should be undertaken to determine how successful it has been in recruiting teachers who prove to be quality teachers and who are committed to public education in the long term.

Recommendation 27

Resources should be invested to speed up the process of providing casual teacher approvals and approvals for permanent employment.

Recommendation 28

The Teacher Employment Priority Scheme should be better advertised, refined and enhanced.

6. RETENTION STRATEGIES

According to the DET, large numbers of school leavers are now choosing teaching as a career. Once they, with their enthusiasm for teaching still intact, are in a school, the DET must do all it can to retain them.

How the community views teachers is no doubt an important determinant for choosing teaching as a career and continuing with that career. This can be aided by governments giving public weight to the value of public school teachers, instead of exploiting for political gain, media fixations on negative issues such as those relating to teacher efficiency and the need to continually test students to ensure public accountability.

That a significant number of teachers resign in the first few years of their teaching careers has been well established. Indeed there is a view that initial recruitment is not the main problem – retention is. Below is an excerpt from an article written by Jacqui Manuel from the University of Sydney for the Federation's journal, *Education*, in March 2003, entitled *"There's a Hole in the Bucket": What's Happening to our Beginning Teachers?*

In response to concerns about looming and actual teacher shortage, employing authorities have instituted a range of initiatives to attract more people into the profession, such as, for example, scholarships and "Teach.NSW". In response to these initiatives, and other factors, we have

witnessed in recent years a growing demand for places in teacher education programs....Research, here and overseas is accumulating plenty of evidence to indicate that recruiting new teachers into the profession to shore up supply in the face of retirements and resignations is only part of the equation for maintaining a well-qualified and healthy teaching profession. A substantial report from the National Commission on Teaching and America's Future warns that: "The conventional wisdom is that we lack enough good teachers. But the conventional wisdom is wrong. The real school staffing problem is teacher retention." (NCTAF, 2003: 6).

More disturbingly, this report and other reports, such as for example, the recent Ramsey Review of Teacher Education in NSW (2000), have highlighted a "crisis in retention" of teachers and in particular, teachers within the first three to five years of their career who are leaving the profession for good at alarming rates. "It is as if we (are) pouring teachers into a bucket with a fist-sized hole in the bottom". (NCTAF, 2003: 8).

The purpose of this article was to invite beginning teachers to participate in major research being conducted at the University of Sydney *"in an attempt to more fully understand and thereby address the crisis in attrition rates amongst beginning and early career teachers."* There was already substantial qualitative data pointing to the absence of any formal system of induction and mentoring as one of the contributing factors.

The DET and the government point to both the mentoring program and induction as retention strategies they employ. There is little doubt that they do play a positive role in retention, and the principle behind this is supported by research. Studies in the United States have shown that in those states that have formal induction processes and trained mentors for beginning teachers, the attrition rate among new teachers fell significantly. In fact it was in a group of southern states where it was found that nearly half the teachers left teaching in the state where they started, or left teaching altogether, within five years, that the education board decided that high quality mentoring and induction programs were among the best steps they could take to retain beginning teachers.

(a) Reduced load for Beginning Teachers

With the increasing demands being placed on teachers, and in light of the fact that an unacceptably high number of new teachers leave teaching during their first few years, newly appointed teachers should have a reduced teaching load. This would assist them in making more productive use of appropriate induction and mentoring programs, and give them time to develop the skills they will need to continue their teaching careers.

(b) Induction

The problem in NSW is that, whereas the DET claims that an induction program exists, there is little evidence of its widespread use in an effective manner. It is mandatory for schools to provide induction for new teachers, however, miniscule funding is available with the result that this is often a cursory explanation of how the school and/or the DET operates. An Induction of Teachers Kit exists in every school, but no funds were allocated to schools, which found they did not have time to implement it. At the suggestion of the Federation a document called *Supporting the Induction of New Teachers* was produced in 2004 and included, along with three other documents, as policy and guidelines for the use of professional development funds that were transferred from a central provision to individual schools in 2004. There are many competing demands on schools in terms of the use of professional development funds. As a retention strategy there is little real value in so-called mandatory induction unless funds are specifically allocated and/or identified for this purpose.

(c) The Teacher Mentor Program

Again as an initiative of the Federation, the DET began a pilot program in 2003 called the Teacher Mentor Program. This has been funded on a year by year basis. There has been no commitment from the government to this important initiative as a permanent program with ongoing funding. The program initially involved the establishment of 51 teacher mentor positions appointed, additional to current staffing establishment, in some of the schools which have a high proportion of beginning teachers. The schools involved are some of the most difficult to staff schools in NSW and have a high turnover of staff. The program aims to support the induction of

beginning teachers, to ensure they have a positive start to their careers and that they choose to remain in teaching.

The program has been highly successful. The DET's Strategic Research Directorate, in conjunction with an independent academic, Professor Christine Deer, has completed an evaluation of the program, which demonstrates its success. Dr Kay Martinez, of James Cook University in Queensland, and respected expert on "mentoring", has worked closely with the teacher mentors and in her international work frequently cites the NSW Teacher Mentor Program as a model worthy of emulation by other schooling authorities and systems.

The Teacher Mentor Program should be continued and expanded. The DET employs thousands of new teachers every year, most of whom are beginning teachers. The current demographics of the teaching service suggest that this rate of employment of new teachers will increase in the future. Providing positive induction programs to retain beginning teachers will need to be a big priority. The DET claims that this year there are 58 mentor teachers in the program. This is not an increase on previous years, since the 58 actual teachers amount to only 50 equivalent full time (EFT) positions, across 80 schools.

The Federation lobbied hard for the introduction of this program and fully supports it. However, it should be established as a permanent program, with permanent positions in appropriate schools, with the schools to be reviewed each two years, to respond to employment patterns. The total number of positions should be expanded to 300, a figure the Federation has continued to lobby for in State Budget Submissions and other forums.

(d) Pre-employment Program for Overseas Trainer Teachers

The Federation was heavily involved, along with the Secondary Principals Council, with the development of this program which is a vast improvement on the non-mandatory program that preceded it.

The Federation's major concern with the program is one of equity. As the establishment and implementation of the program had to be cost neutral, a user cost, roughly equal to what has to be paid to the supervising or co-ordinating teacher, was imposed. If the government were serious about ensuring that this pool of teachers

was used as a valuable resource, rather than imposing a cost on the teachers; the government would offer them more support to undertake the program.

A study aimed at determining whether the existence of this program has helped decrease the number of overseas trained teachers who find themselves on efficiency programs would be valuable. It would inform any evaluation of the program and assist in refining it to better meet these teachers' needs.

Recommendation 29

The teaching load for beginning teachers should be reduced, in order to assist them make more productive use of appropriate induction and mentoring programs, and give them time to develop the skills they will need to continue their teaching careers.

Recommendation 30

Funds must be specifically allocated and/or identified for the purpose of mandatory induction of beginning teachers that goes beyond a cursory introduction to the school and explanation of how the DET operates.

Recommendation 31

The Teacher Mentor Program should become a permanent program with a permanent funding commitment. Permanent positions should be established in appropriate schools, with the schools to be reviewed each two years, to respond to employment patterns. The total number of positions should be expanded to 300.

Recommendation 32

The user cost associated with the Pre-employment Program for Overseas Trained Teachers should be removed. A study aimed at determining whether the existence of this program has helped decrease the number of overseas trained teachers who find themselves on efficiency programs should be undertaken. The results of this study should be used to refine the program to better suit these teachers needs.

* * * * *

RECOMMENDATIONS

Recommendation 1

Both the NSW Government and the NSW Department of Education and Training must show a commitment to a well-resourced public education system and demonstrate that this is in the public interest. Solid recruitment would flow from the increasing perception of the public good that is embodied in strong and viable public schools.

Recommendation 2

The Joint Committee on Teacher Supply should be reconvened. Its role should be to determine future supply and demand projections and devise innovative programs to overcome shortages in specific subject areas, such as increased and improved teacher scholarships, reviewing the DET's retraining and Accelerated Teacher Training programs, collaborating with the universities in devising courses which better meet the needs of both the DET and the students.

Recommendation 3

The reconvened Joint Committee on Teacher Supply should also investigate the viability of broadening the criteria for entry to teacher education courses and avenues for doing so. This work should be carried out in close collaboration with all teacher education faculties in NSW universities.

Recommendation 4

A four year degree containing relevant discipline studies and education studies that include professional experience must be the minimum requirement for teaching in NSW schools.

Recommendation 5

Degrees that integrate education subjects with discipline studies throughout the full duration of the course are inherently more appropriate for teacher education and should comprise the majority of teacher education courses. End-on graduate entry Diploma of Education courses must also remain available in order to provide an alternative pathway into teacher education.

Recommendation 6

The process of endorsement of teacher education courses adopted by the NSW Institute of Teachers should involve practising teachers and include site visits. The process should be more closely aligned to

the work of teachers. It should involve consultation both within the relevant university and outside it, with practising teachers and others. It must refer specifically to professional experience as well as to quality management processes that involve monitoring and evaluating all aspects of the program.

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Professional teaching standards developed by the NSW Institute of Teachers should link initial teacher education, induction and continuing professional development.

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The DET should provide comprehensive training in approaches to the use of the standards, particularly in methods of implementing them in a holistic way, for those personnel implementing the standards in public schools. The DET should also provide release time for them to work with beginning teachers to apply the standards.

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The NSW Government should fund more effective recruitment strategies.

Recommendation 14

The scholarship scheme should be expanded both in numbers offered and in terms of the duration of study for which they are available, and additional incentives should be provided.

Recommendation 15

The state government has an obligation to provide funding for teacher education courses to ensure teachers are trained in areas of shortage.

Recommendation 16

Recruitment of teacher education students to take up scholarships should begin by focusing on young people whilst they are still attending secondary school.

Recommendation 17

Care must be taken that simplistic solutions to teacher shortages, such as middle schools, that might have particularly serious ramifications, are not implemented, without proper consultation, development, piloting and evaluation occurring, including in relation to appropriate teacher education courses.

Recommendation 18

The DET, as an employer, has an obligation to extend the training its employees receive pre-employment and to ensure that over the first few years of their teaching they gain both the experience and additional knowledge necessary to become competent teachers in public schools. The expectations of teachers in their first years of teaching ought to remain realistic.

Recommendation 19

Initial teacher education must continue to be provided by universities, and must provide a link between theory and practice.

Recommendation 20

Some of the very productive relationships between individual universities and schools with regard to the practicum, need to be fostered and expanded with the assistance of the DET.

Recommendation 21

The philosophical underpinnings of con-joint appointments, where teachers are jointly attached to a university and the DET, should be explored and evaluated with the aim of further development and expansion.

Recommendation 22

Internships should be refined and expanded, and arrangements for the colleague teacher to gain credit for postgraduate study, or to engage in professional development through the university should be converted to a more formalised arrangement.

Recommendation 23

The results of the evaluation of the Accelerated Teacher Training Program, commissioned by the DET, should be released and the findings used to recommend any necessary improvements to the current program.

Recommendation 24

The DET's retraining programs should be reviewed with the aim of determining whether the demands on retrainees are too intensive. The outcomes of the program should be formally analysed, perhaps via a longitudinal study, to ensure that those having graduated from the program are appropriately trained to teach the required courses, and meet the relevant Head Teacher requirements.

Recommendation 25

The state-wide transfer system must be maintained.

Recommendation 26

A longitudinal study of the Graduate Recruitment Program should be undertaken to determine how successful it has been in recruiting teachers who prove to be quality teachers and who are committed to public education in the long term.

Recommendation 27

Resources should be invested to speed up the process of providing casual teacher approvals and approvals for permanent employment.

Recommendation 28

The Teacher Employment Priority Scheme should be better advertised, refined and enhanced.

Recommendation 29

The teaching load for beginning teachers should be reduced, in order to assist them make more productive use of appropriate induction and mentoring programs, and give them time to develop the skills they will need to continue their teaching careers.

Recommendation 30

Funds must be specifically allocated and/or identified for the purpose of mandatory induction of beginning teachers that goes beyond a cursory introduction to the school and explanation of how the DET operates.

Recommendation 31

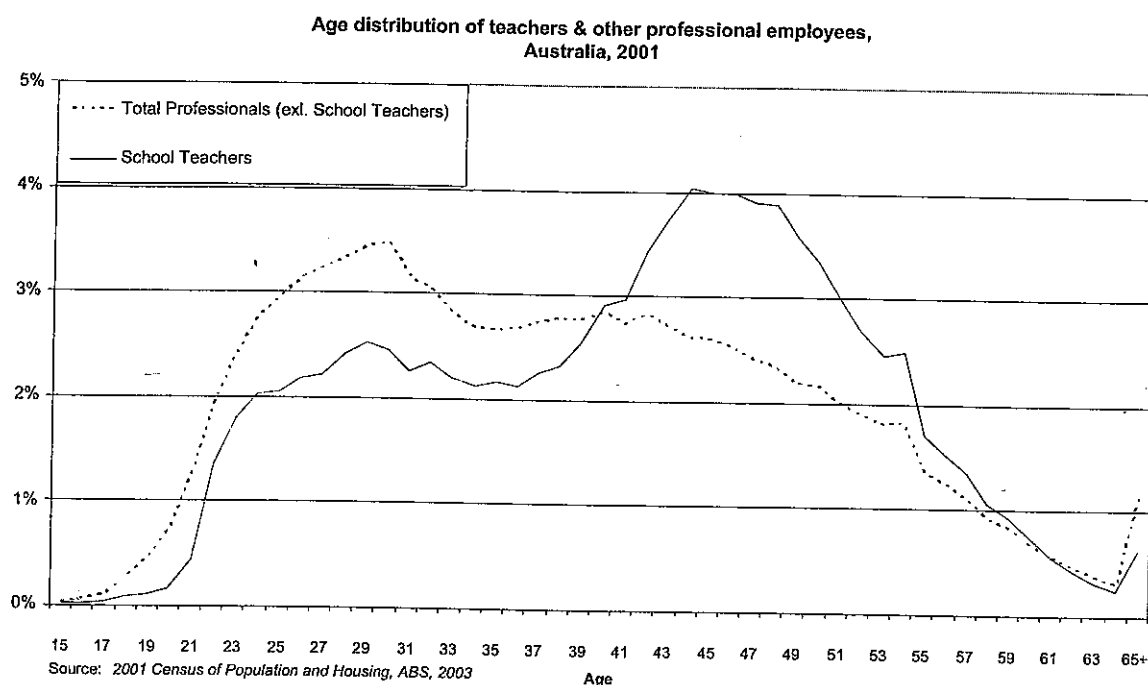
The Teacher Mentor Program should become a permanent program with a permanent funding commitment. Permanent positions should be established in appropriate schools, with the schools to be reviewed each two years, to respond to employment patterns. The total number of positions should be expanded to 300.

Recommendation 32

The user cost associated with the Pre-employment Program for Overseas Trained Teachers should be removed. A study aimed at determining whether the existence of this program has helped decrease the number of overseas trained teachers who find themselves on efficiency programs should be undertaken. The results of this study should be used to refine the program to better suit these teachers needs.

However, the scale of *replacement demand* seems likely to rise. This reflects ageing of the national teaching workforce and hence greater numbers of teachers being lost to retirement than in earlier periods. We note that Australia's teachers are on average older than the rest of the national professional workforce.

Chart 10.1



Ageing of the teaching workforce

Data from the ABS census of population and housing suggests that by 2007 close to 70,000 teachers, or nearly 27 per cent of the national teaching workforce, will be aged over 55. Another 50,000 teachers will reach this age between 2008 and 2012 (see table below for more details). The age structure of the teaching workforce was also reflected in the national survey of teachers and the surveys of State and Territory education agencies and the non government schools sector undertaken as part of this project.

Table 10.1

Teachers eligible to retire (aged over 55), 2008 - 2012

Age at 2001	Year aged 55	Number	% of 2001 teacher workforce
48	2008	9,805	3.9
47	2009	9,886	3.9
46	2010	10,085	4.0
45	2011	10,091	4.0
44	2012	10,175	4.0

Source: 2001 Census of Population and Housing, ABS, 2003

The rate at which teachers retire will depend on a number of factors, including individual preferences, the nature and value of individual superannuation arrangements, the availability of options such as a move to part-time work, and the age eligibility criteria for access to

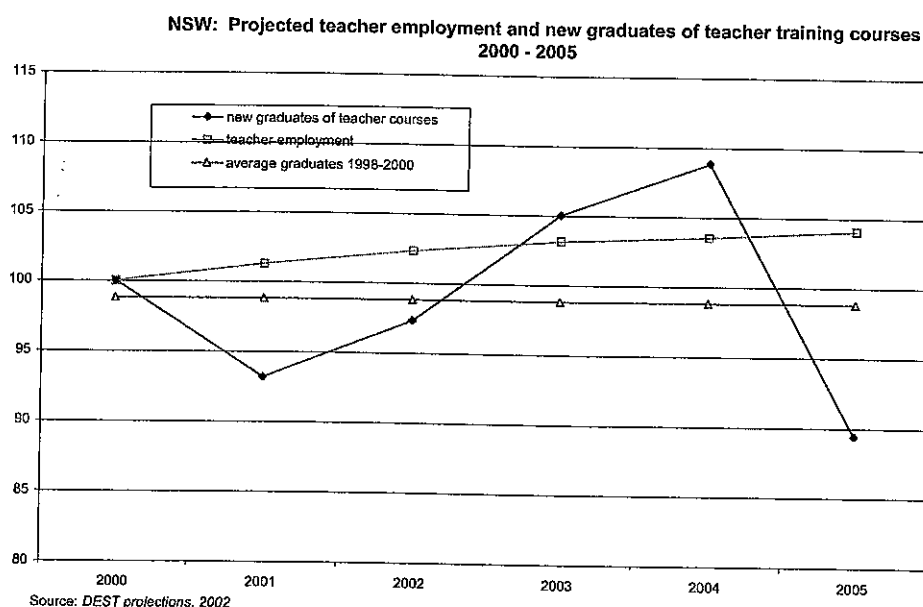
New South Wales

Student enrolment growth in New South Wales in the period to 2005 is expected to average one percentage point a year. This is half the national average. The main student enrolment growth is expected to be at the secondary school level, and especially in the non-government sector.

On the other hand, teacher employment in New South Wales is projected to increase by 4.1 per cent in total in the period to 2005 (refer to Chart 8.8).

Projections of completions from initial teacher training courses (derived as 60 per cent of the commencing undergraduate numbers four years earlier and 90 per cent of commencing postgraduate students in the preceding year) suggest that by 2004 the number of graduates is expected to rise by 8 per cent to fall back in 2005 to below 90 per cent of the 2000 level. Because of this, and the small increase in teacher workforce numbers, the New South Wales average training rate, (i.e. the ratio of completions to employment) for the projection period is estimated to rise from 4.7 in 2000 to 5.0 in 2004, to fall back to 4.1 in 2005.

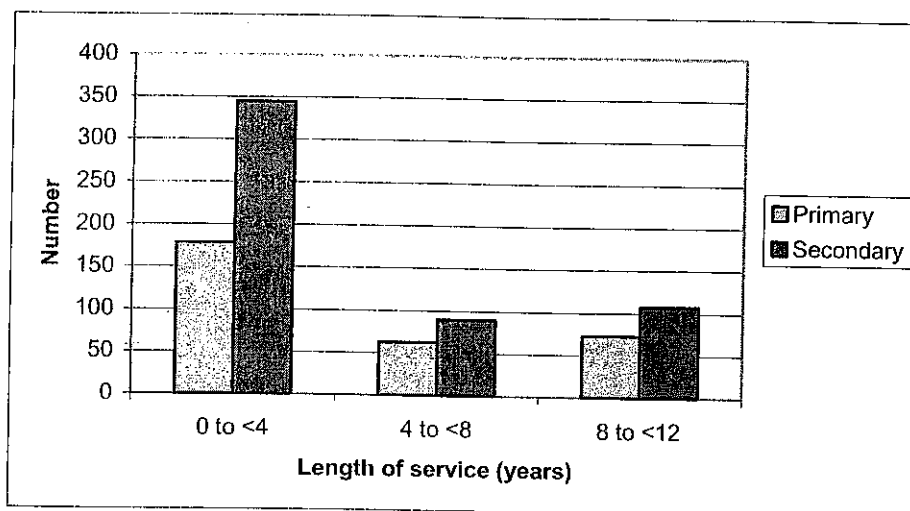
Chart 8.8



Teacher resignations

The number of teachers resigning from public schools in their first ten years of service is shown in **Figure 8**.

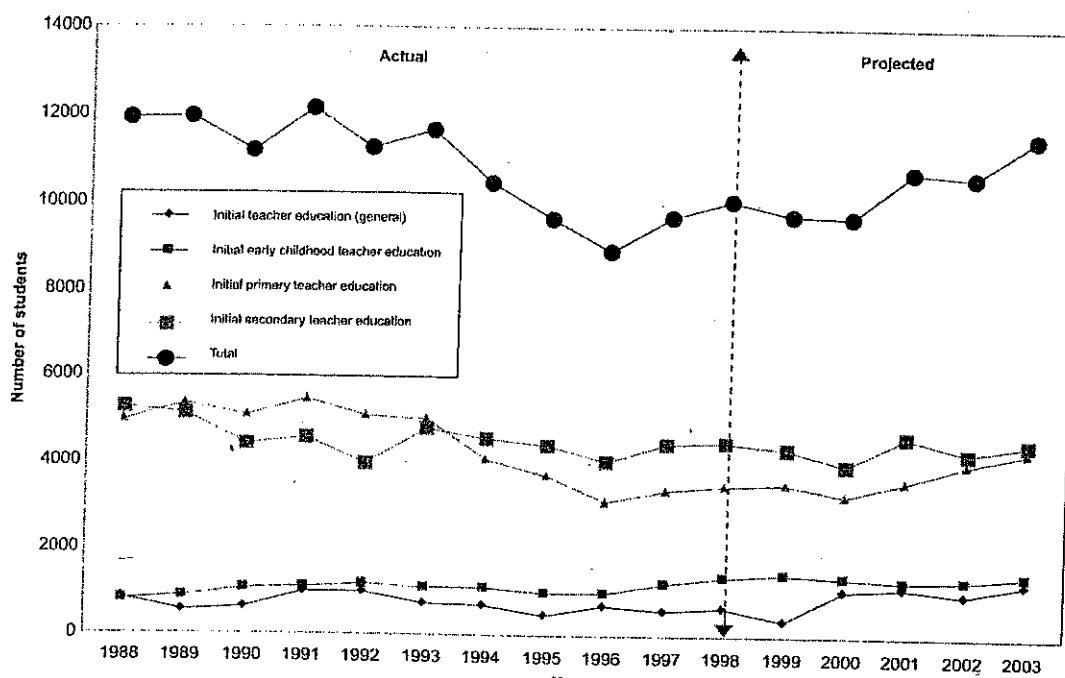
Figure 8: Resignations in NSW government schools - 2001



Source: Workforce Planning Unit, NSW DET

These figures are comparable to the findings of an OECD review of teacher demand and supply that found a U-shaped pattern of resignations and retirements of teachers with the highest rates of separation being early and late in teachers' careers.

Demand and supply of primary and secondary school teachers in Australia

Chart 19: Teacher course completions by course type, actual and projected, 1998 to 2003, Australia

Source: DETYA (2000, a) and DETYA estimated projections

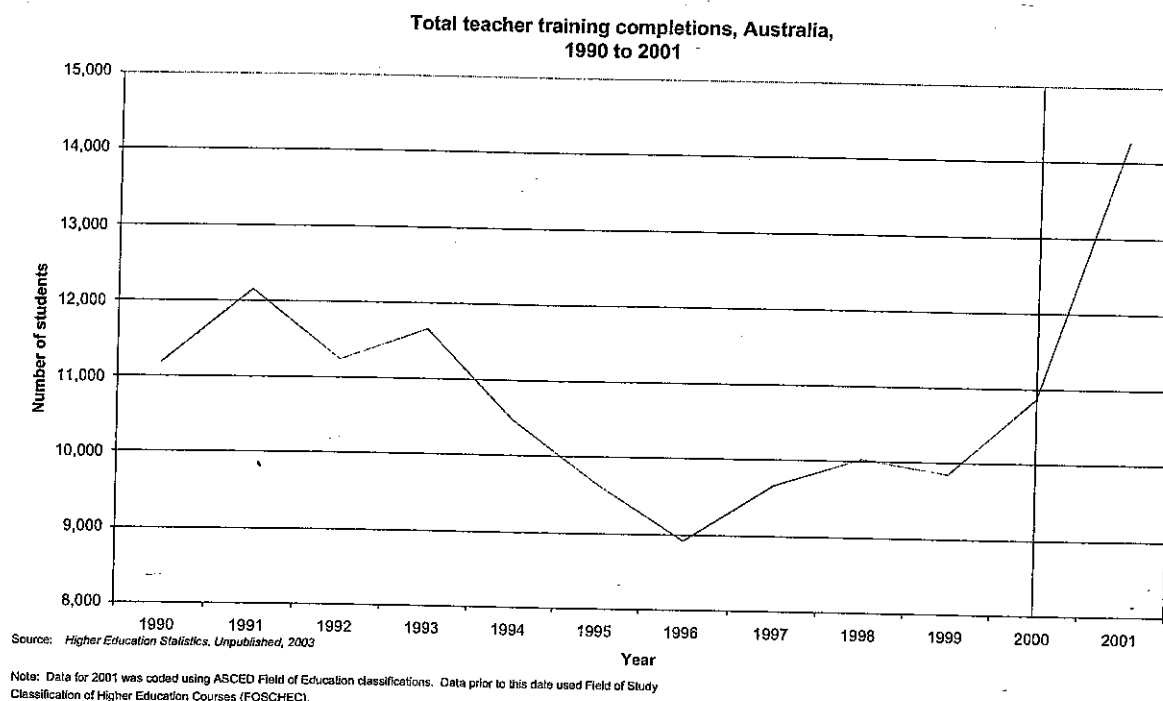
As discussed in Chapter 6, around 87 per cent of all graduates make themselves available for teaching, some after undertaking further study. On this basis, the number of new graduates available to the teacher labour market in the next three years is projected to rise from 8240 in 2000 to 9770 in 2003, as shown in Table 13.

Table 13: Projected graduates from Initial Teacher Education courses and those available for teaching positions, 1999 to 2003

	1999	2000	2001	2002	2003
Graduates completing initial teaching courses					
Initial primary	3 515	3 282	3 620	4 009	4 309
Initial secondary	4 360	3 990	4 646	4 257	4 493
Early childhood	1 460	1 365	1 307	1 350	1 440
Initial general	384	1 060	1 154	1 013	1 251
<i>Total</i>	<i>9 720</i>	<i>9 698</i>	<i>10 727</i>	<i>10 629</i>	<i>11 495</i>
Graduates available for teaching jobs					
	8 260	8 240	9 120	9 040	9 770

Source: DETYA (2000.a). Refer to Chapter 6 for graduate availability rates.

Chart 7.7



Completions, shown in Charts 7.8 and 7.9, generally mirror commencements but with a four year lag, although as a substantial and growing proportion of commencements are one year postgraduate diplomas, this complicates this relationship. Teacher completions in 2001 (the last year for which data are available) reached a new peak of 14,200.

After peaking over the 9,000 mark in 1991, undergraduate teacher completions steadily declined until 1996 before reversing the trend. In 2001, the number of completions were above the previous 1991 peak.

The charts show the rising importance of postgraduate completions as a source of new graduates in the period 1990 to 1998. The data suggest that this type of qualification was used increasingly as an entry point to teaching especially for secondary teaching (Chart 7.9). The trend rise in postgraduate completions also assisted in stabilising the output of teacher trainees. However, in both 1999 and 2000 the number of postgraduate completions dropped, before increasing again in 2001.