

Standing Committee on Social Issues

# **Recruitment and training of teachers**

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House

New South Wales Parliamentary Library cataloguing-in-publication data:

**New South Wales. Parliament. Legislative Council. Standing Committee on Social Issues**

Inquiry into the recruitment and training of teachers : [report] / Legislative Council, Standing Committee on Social Issues. [Sydney, N.S.W.] : The Committee, 2005. – 140 p. ; 30 cm. (Report 35, October 2005)

Chair: Ms Jan Burnswoods.

"Ordered to be printed according to the resolution of the House".

ISBN 9781920788094

1. Teachers—Recruiting—New South Wales.
2. Teachers—Training of—New South Wales.
  - I. Title
  - II. Burnswoods, Jan
  - III. Series: New South Wales. Parliament. Legislative Council. Standing Committee on Social Issues. Report ; 35

371.1 (DDC)

## How to contact the committee

Members of the Standing Committee on Social Issues can be contacted through the Committee Secretariat. Written correspondence and enquiries should be directed to:

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The Director

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Standing Committee on Social Issues

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Legislative Council

---

Parliament House, Macquarie Street

---

Sydney New South Wales 2000

---

Internet [www.parliament.nsw.gov.au](http://www.parliament.nsw.gov.au)

---

Email [socialissues@parliament.nsw.gov.au](mailto:socialissues@parliament.nsw.gov.au)

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Telephone 02 9230 3078

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Facsimile 02 9230 2981

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## Terms of Reference

That the Social Issues Committee undertake an inquiry into the recruitment and training of teachers, with specific regard to the following terms of reference:

1. the best means of attracting quality teachers to NSW Public Schools and meeting the needs of school communities
2. the effectiveness and efficiency of current means of recruiting teachers to NSW Public Schools, including
  - a) recent graduates
  - b) career change teachers
3. differences and similarities between primary and secondary school recruitment needs
4. existing initiatives and programs of the Department of Education and Training, including
  - a) Teach NSW
  - b) scholarships for undergraduates
  - c) accelerated training courses
5. the role of the NSW Institute of Teachers and its accreditation and endorsement requirements
6. the role, distribution and effectiveness of university pre-service teacher education
7. any other matter arising from these terms of reference

That the Committee report by 30 November 2005.

These terms of reference were referred to the Committee by the Hon Dr Andrew Refshauge, Deputy Premier, Minister for Education and Training, Minister for Aboriginal Affairs on 9 December 2004.

## Committee membership

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<b>Ms Jan Burnswoods MLC</b>	Australian Labor Party	<i>Chair</i>
<b>The Hon Robyn Parker MLC</b>	Liberal Party	<i>Deputy Chair</i>
<b>The Hon Dr Arthur Chesterfield-Evans MLC</b>	Australian Democrats	
<b>The Hon Kayee Griffin MLC</b>	Australian Labor Party	
<b>The Hon Charlie Lynn MLC</b>	Liberal Party	
<b>The Hon Ian West MLC</b>	Australian Labor Party	

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## Chair's foreword

I am pleased to present the report of the Committee's Inquiry into the recruitment and training of teachers. This Inquiry has highlighted for us the significance of the work teachers do in preparing children and young people for the future, and the importance of providing well-trained and highly skilled teachers for all schools in New South Wales.

This report focuses primarily on initiatives developed by the Department of Education and Training targeting the recruitment and retention of quality teachers in the New South Wales public education system, as well as the role of the newly established NSW Institute of Teachers. Like many of the Department's programs the Institute has only been established recently, however we believe it will have a key role in developing and promoting professional standards for teachers.

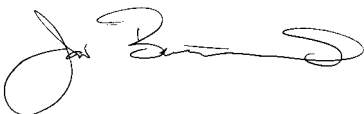
The multitude of programs that seek to address the current and future recruitment needs of the public education system show considerable potential. The Committee heard from a variety of organisations and professional groups, as well as from the Department itself, in relation to the efficacy of these programs. On behalf of the Committee, I thank all the participants for their time and expertise. Despite the numerous reports relating to the education sector, participants to this Inquiry made their contribution with enthusiasm for, and commitment to, the development of the profession.

Reports published over recent years have made a substantial contribution to the public education sector. Particularly, I note the work of Dr Gregor Ramsey and Professor Tony Vinson, whose reports proved invaluable to the Committee in understanding the development of the teaching profession and its future needs. The Department also acknowledged the influence of the work of Dr Ramsey in the development of many of its initiatives.

Throughout this Inquiry, the Committee heard overwhelming support for the expansion of the Department's induction and mentoring programs and we look forward with interest to the future evaluation of these programs, as well as the development, through the Institute's Professional Teaching Standards, of the teaching profession as a whole.

I am grateful to my Committee colleagues for the work they have undertaken on this Inquiry. On their behalf I would like to acknowledge the Secretariat, and Victoria Pymm in particular, for their assistance in the conduct of this Inquiry, and the production of this report.

I commend this report to the Government.



**Jan Burnswoods MLC**

**Chair**

## Executive summary

This Inquiry was referred to the Standing Committee on Social Issues by the then Minister for Education and Training, Dr Andrew Refshauge, MP on 9 December 2004. The terms of reference required the Committee to examine a range of issues relating to the recruitment and retention of quality teachers within the NSW public education system.

The Committee conducted five days of hearings, and heard from over 80 participants, including the Department of Education and Training, the NSW Teachers Federation, universities, professional organisations, the NSW Parents and Citizens' Federation and teachers themselves.

### Chapter 1 – Background to the Inquiry

This chapter provides a brief overview of the conduct of the Inquiry and the structure of the report.

### Chapter 2 – The teaching profession

Chapter 2 outlines the context within which this Inquiry took place. The supply of quality teachers in subject areas such as science, mathematics and technology and applied studies has been the subject of a number of reports at state, national and international levels. These reports suggest that planning to ensure adequate numbers of teachers in the future is essential.

The Department has used workforce planning data to determine current and future requirements for government schools. While it does not foresee widespread future shortages, the Department noted some areas of concern, including certain geographic regions, such as western and southwestern Sydney and non-coastal New South Wales, and some subject areas, including mathematics, science and applied and technological studies. The Department also recognises the need to prepare for the impending retirement of a large number of teachers.

In response to these identified areas of current and future need, the Department has developed a number of programs to meet its requirements. The recent implementation of these programs, predominately since 2002, has made assessment of their efficacy difficult. Throughout the report the Committee recommends the evaluation of many Departmental initiatives.

This chapter also provides an overview of a number of significant reports on the teaching profession predating this Inquiry.

### Chapter 3 – New South Wales Institute of Teachers

The NSW Institute of Teachers was established in 2005 for the purpose of developing a professional structure to develop and enhance the teaching profession in New South Wales. This chapter broadly outlines the development of the Institute and its functions under the *Institute of Teachers Act 2004*. The Institute has a key role in the development of professional standards, through which the profession and the wider community alike may more easily measure and reward teachers' achievements.

In support of this aim, the Institute has developed a Framework of Professional Teaching Standards, which it hopes will provide a reliable set of criteria for measuring and identifying professional performance and achievement.

The Institute has a further role in the accreditation of teachers and the accreditation of teacher education courses. The Minister, through the Institute, will appoint Teacher Accreditation Authorities, which, in the case of the public education system, is the Department. The Department will be responsible for accrediting individual teachers against the accreditation levels the Institute has devised.

The Institute will also be responsible for accrediting initial and continuing teacher education courses and programs, in accordance with the requirements of the professional teaching standards. The Institute plans to develop a process of endorsing pre-service teacher education providers, based on the capacity of graduates to meet the graduate standards the Institute has developed.

Recently, a number of national initiatives relating to professional development have also been developed. The Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) has developed a National Framework for Professional Standards for Teaching which is similar to that developed by the Institute. The National Institute for Quality Teaching and School Leadership (NIQTSL) has also been established recently and aims to work with state bodies such as the NSW Institute of Teachers to ensure the importance of a professional focus at both national and state level.

The Committee believes the Institute will have a fundamental role in defining the future of the profession.

#### **Chapter 4 – Pre-service teacher education**

This chapter examines the distribution and funding of university places, as well as a number of Departmental initiatives, such as the teach.NSW campaign and the provisions of scholarships, that aim to increase the number of graduates committed to employment with the Department.

Evidence to this Inquiry noted the need for improved communication between the Department, universities and the Commonwealth Government in relation to the provision of pre-service teacher education.

The Accelerated Teacher Training Program attracted some criticism from some Inquiry participants. The Committee believes that the Department should make public the findings of its evaluation of this program in order to ensure this program is meeting the Department's needs.

Many witnesses told the Committee that graduate teachers were largely unprepared for life in the classroom. The tension between the responsibilities of universities to adequately prepare graduates for the profession of teaching and the responsibilities of experienced members of the profession and employers to continue to support and nurture graduates was highlighted throughout this Inquiry. The Committee believes the Institute has an important role to play in this regard, to promote the notion of a continuum of professional learning that closely links the elements of pre-service teacher education and continuing professional development.

#### **Chapter 5 – Attracting quality teachers to government schools**

While chapter 4 focusses on the provision of pre-service teacher education, in this chapter the Committee examines the Department's programs for attracting teachers to the public education system. The Department has recently developed a range of programs to enhance the number of quality teachers in its schools. Many of these initiatives seek to address current areas of need, such as Indigenous

teachers, as well as subject areas of mathematics, science and technology and applied studies and schools in certain geographic regions.

The programs include the Graduate Recruitment Program, the Aboriginal or Torres Strait Islander Employment Program, a program for recruiting overseas-trained teachers and a number of initiatives to attract teachers to rural areas. Many of these programs have been implemented recently and the evidence to the Committee did not allow us to determine their efficacy at this stage. The Committee encourages the Department to carefully monitor these programs to ensure they are meeting the Department's requirements.

## **Chapter 6 – Supporting and retaining teachers**

In this chapter the Committee addresses the programs developed by the Department to increase the retention of teachers over the long-term. Evidence suggested that the number of new teachers leaving the profession early could be substantially reduced through the expansion of a number of programs relating to the support of beginning teachers.

The majority of evidence received by the Committee strongly supports these programs and urges their expansion. The induction strategies and the Teacher Mentor Program function as a bridge between pre-service teacher education and the kind of professional support and development called for by many university representatives. The Committee urges the Department to consider the overwhelmingly positive response to both these initiatives and encourages it to expand them across its schools.

There are also a number of programs that offer teachers employed by the Department the opportunity for career development opportunities. The Committee believes that the provision of such opportunities and career challenges, ongoing training and professional development are critical for the recruitment and retention of quality teachers. The Committee heard that a structured system of professional development opportunities available across the state and recognition within the wider community of the demands, complexity and importance of the teaching role could improve the retention of teachers within the profession. The Committee notes the role of the Institute's Framework of Professional Standards in relation to the provision of clearly identifiable career paths and levels of achievement for the profession.

## **Chapter 7 - Conclusion**

As noted throughout this report, a number of Departmental programs have only been implemented relatively recently. While it is too early for the Committee to determine the effectiveness of these programs, we consider the importance of thorough evaluation fundamental to the Department's ability to ensure that its needs are met in the long-term.

The Committee also reiterates its support for the NSW Institute of Teachers in its new role expanding on the Framework of Professional Standards and implementing a system for the accreditation of teachers and teacher education courses. The Committee highlights the role of the Institute in the enhancement of the profession at state level and, in conjunction with NIQTSL and other national bodies, throughout Australia.

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## Summary of recommendations

### Recommendation 1

*page 22*

That the review of the *Institute of Teachers Act 2004* specifically consider the independence of the Board of Governance of the Government, as well as the Quality Teaching Council.

### Recommendation 2

*page 28*

In recognition of the need to provide a forum for effective communication between all stakeholders to better meet the needs of the profession, the Committee recommends that the Department of Education and Training work collaboratively with universities offering pre-service teacher education and develop a mechanism that includes representatives of the NSW and Commonwealth Governments, the NSW Institute of Teachers, employers and universities.

### Recommendation 3

*page 29*

That the Department of Education and Training establish a stronger presence within the universities, to inform teacher education students regarding appropriate subject choices, mandatory inclusions and the nature of working with the Department, and to provide a strong recruitment focus on campus.

### Recommendation 4

*page 36*

That the Department of Education and Training provide additional scholarships, including additional Indigenous scholarships and provide an ongoing evaluation to measure the effectiveness of this program in meeting targets and retaining teachers in the long-term.

### Recommendation 5

*page 36*

That the State Government seek a commitment from the Commonwealth Government that it review its policy of charging Fringe Benefits Tax on the Higher Education Contribution Scheme payments made by the Department of Education and Training through its scholarship program.

### Recommendation 6

*page 43*

That the Department of Education and Training make public the findings of its 2006 evaluation of the Accelerated Teacher Training Program.

### Recommendation 7

*page 46*

That the Professional Teaching Standards developed by the NSW Institute of Teachers clearly emphasise the fundamental links between teacher education, induction and continuing professional development.

### Recommendation 8

*page 49*

That the NSW Institute of Teachers incorporate practicum supervision into the standards as a key criterion for achieving professional accomplishment and professional leadership levels.

### Recommendation 9

*page 58*

That the Department of Education and Training:

- conduct and make public an evaluation of the Graduate Recruitment Program within 12 months of this report, focussing on how successful the Program has been in recruiting quality teachers

- conduct and make public a long-term evaluation that considers the success of the Graduate Recruitment Program in recruiting quality teachers and retaining these teachers within the public education domain.

**Recommendation 10***page 74*

That the Department of Education and Training ensure that overseas-trained teachers have the same access to a comprehensive mentor and induction program that other beginning teachers have, to ensure that these teachers attain the necessary standards set out in the Institute's Framework of Professional Standards.

**Recommendation 11***page 74*

That the Department of Education and Training consider the removal of the fee currently attached to any additional training required by overseas-trained teachers.

**Recommendation 12***page 79*

That the Department of Education and Training ensure that programs targeted towards rural and regional schools in New South Wales meet the specific needs of schools and teachers in these areas.

**Recommendation 13***page 83*

That the Department of Education and Training evaluate the effectiveness of the employment waiting list, taking into account the recommendations of the Ramsey Review and that the Department make the results of the evaluation public.

**Recommendation 14***page 88*

That the Department of Education and Training provide a specific funding allocation to schools for teacher induction and review the efficacy of its current induction resources.

**Recommendation 15***page 91*

That the Government expand the Teacher Mentor Program to ensure that all schools have adequate mentoring support for their beginning teachers and commit necessary funds to support the expanded program.

## Glossary

ACDE – Australian Council of Deans of Education

ACVC – Australian Council of Vice Chancellors

ACE – Australian College of Educators

ATT Program – Accelerated Teacher Training Program

BoS – Board of Studies

CEC – Catholic Education Commission

DET – NSW Department of Education and Training

DEST – Australian Department of Education, Science and Training

Framework – Framework of Professional Standards developed by the NSW Institute of Teachers

HECS – Higher Education Contribution Scheme

The Institute – NSW Institute of Teachers

KBC – Knowledge Building Community

MCEETYA – Ministerial Council on Education, Employment, Training and Youth Affairs

NIQTSL – National Institute for Quality Teaching and School Leadership

OECD – Organisation for Economic Cooperation and Development

OTT – Overseas-trained Teachers

PTC – Professional Teachers' Council

QTC – Quality Teaching Council

TEC – NSW Teacher Education Council

TQAP – Teacher Qualifications Advisory Panel

TQELT – Teacher Quality and Educational Leadership taskforce

UTS – University of Technology, Sydney

VIT – Victorian Institute of Teaching





# Chapter 1 Background to the Inquiry

## Establishment of the Inquiry

- 1.1 The Inquiry into the recruitment and training of teachers was initially referred to the Committee by the then Minister for Education and Training, the Hon Dr Andrew Refshauge MP, on 9 December 2004. Following a rearrangement of Cabinet responsibilities on 21 January 2005, the Premier appointed a new Minister for Education and Training, the Hon Carmel Tebbutt MLC.
- 1.2 The Committee widely advertised a call for submissions, including Sydney metropolitan, rural and regional newspapers, the New South Wales Teachers Federation journal, the Parents and Citizens' Association's publication, *Parent and Citizen* and *Campus Review*, the weekly magazine for tertiary institutions. Specific stakeholders were also invited to make submissions, including the University Faculties of Education, all Departmental primary and secondary schools in NSW and numerous professional teachers' organisations.
- 1.3 The terms of reference required us to provide a final report to the Legislative Council no later than 30 November 2005.

## Conduct of the Inquiry

- 1.4 The Committee received 59 submissions to the Inquiry. Submissions were provided by major stakeholders including the Department of Education and Training, the NSW Teachers Federation, the NSW Institute of Teachers, the Secondary Principals' Council, the Primary Principals' Association, the Australian College of Educators, the Australian Council of Deans of Education and the Professional Teachers' Council. Submissions were also received from a number of individuals. The full list of submissions and authors appears at Appendix 1.
- 1.5 There have been five days of hearings with a total of 29 witnesses from 14 different organisations and groups. Representatives from the Department of Education and Training (the Department) appeared twice - once in the early stages of the Inquiry to present an overview of the recruitment and training of quality teachers and again in June 2005 to discuss issues relating to the many recruitment and retention initiatives the Department administers. Appendix 2 contains a list of witnesses and hearings.
- 1.6 The Committee also participated in a forum held by the Professional Teachers' Council, which provided the Committee with a broad range of perspectives from teachers working throughout New South Wales, in both the public and private sectors. See Appendix 2 for details of the forum.

## Report structure

- 1.7** **Chapter 2** examines the context within which this Inquiry takes place. This chapter provides an overview of a number of significant reports on the teaching profession predating this Inquiry.
- 1.8** **Chapter 3** addresses the terms of reference relating to the New South Wales Institute of Teachers. The Committee believes the Institute will have a fundamental role in defining the future of the profession.
- 1.9** In **chapter 4**, the Committee addresses the terms of reference relating to university pre-service teacher education. This chapter examines the distribution and funding of university places, as well as a number of Departmental initiatives, such as scholarships that aim to increase the number of graduates committed to employment with the Department.
- 1.10** The focus of **chapter 5** is the initiatives and programs developed by the Department to enhance the number of quality teachers. Many of these initiatives seek to address areas of potential shortage, including subject areas of mathematics, science and technology and applied studies and schools in certain geographic regions.
- 1.11** In **chapter 6**, the Committee addresses the mechanisms developed by the Department to increase the retention of teachers over the long-term. In this chapter we examine the possibility that the number of new teachers leaving the profession early could be substantially reduced through the expansion of a number of Departmental initiatives relating to the support of beginning teachers.
- 1.12** Finally in **chapter 7**, the Committee draws a brief conclusion, highlighting the wide variety of programs in New South Wales focussed on teacher recruitment and retention and pointing to the importance of the NSW Institute of Teachers, established in 2005, for the future direction of the profession.

## Chapter 2 The teaching profession

The strength of democratic institutions and community life, and continuing economic growth, hinge on realising the potential of all children and young people.<sup>1</sup>

This chapter outlines the numbers and distribution of teachers employed in NSW government schools as well as areas where there is a current or predicted shortage of teachers. The evidence before the Committee demonstrates a consensus of opinion that there is a need for teachers in government schools in certain subject areas and certain geographic regions, as well as a need for additional Indigenous and male teachers, particularly at primary school level.

### Supply of quality teachers

- 2.1** There has been a number of inquiries concerned with the adequate supply of teachers, in New South Wales, nationally and internationally. Recently, the examination of supply has become linked with an emphasis on the quality of teachers, which has been highlighted as the crucial element, and more important than actual numbers of teachers:

... I think this inquiry and these general inquiries are important in that the one thing where there is abundant research evidence is that if you want to improve student learning then the single most important thing by a long way is improving the quality of teaching—not numbers, not student-staff ratios. That is really at the core of what you are looking at and I think that is a very important matter.<sup>2</sup>

- 2.2** Ms Gillian Calvert, Commissioner, Commission for Children and Young People told the Committee that throughout the Commission's consultation with 120 children and young people, they mentioned the significant impact a teacher has on the life of a child or young person:

Schools are where kids spend so much of their time and usually where many of their friends and social supports are located. And kids have told me that having good teachers is one of the most important things about school. Good teachers turn kids on to learning while bad teachers turn off learning.<sup>3</sup>

- 2.3** To be capable of measurement, the notion of quality must be linked to specific characteristics. The NSW Institute of Teachers (the Institute) hopes that the Framework of Professional Standards (the Framework) it has developed will provide the profession with 'useful parameters' within which to recognise, develop and support teacher quality.<sup>4</sup> In its submission,

<sup>1</sup> Committee for the Review of Teaching and Teacher Education, Final Report, *Australia's Teachers Australia's Future – Advancing Innovation, Science, Technology and Mathematics*, October 2003, pxvii

<sup>2</sup> Professor Kwong Lee Dow, Professor Emeritus, University of Melbourne, Evidence, 17 March 2005, p56

<sup>3</sup> Ms Gillian Calvert, Commissioner, NSW Commission for Children and Young People, Evidence, 8 April 2005, p15

<sup>4</sup> Submission 58, NSW Institute of Teachers, p10

the Institute noted that from its perspective ‘the key challenge will be to maintain and improve teacher quality as large numbers of less experienced teachers enter the service.’<sup>5</sup>

## Statistics

**2.4** As the expectations of a teacher’s role and responsibility grow, the Department must demand more from teachers than ever before. The Department needs graduates equipped with pedagogical skills and a strong subject or content knowledge base to draw upon. Further, the Department needs graduates with strong technological skills, as well as the capacity to further develop their abilities through a career long commitment to professional development. The Department needs teachers who will meet the demands of the public school system, such as secondary teachers in the subject areas of science, mathematics and technological and applied sciences.<sup>6</sup>

### Numbers of teachers currently employed

**2.5** The Department is the largest employer of teachers in New South Wales. As at 1 March 2004, 49,439 teachers were employed in New South Wales public schools.<sup>7</sup> Another 30,000 teachers are employed on a casual basis, equating to an additional 11,758 full time teachers.<sup>8</sup>

### *Primary and secondary*

**2.6** Of the teachers currently employed in public schools, 24,724 are primary teachers and 24,624 are secondary school teachers (these figures are drawn from the Department’s age distribution graph, in which 91 teachers were described as ‘unknown’).<sup>9</sup> As at 1 February 2005, 12,760 applications for positions in primary schools and 8,354 for positions in secondary schools had been received by the Department.<sup>10</sup>

### *Gender balance*

**2.7** Women represent the majority of the teaching workforce for both primary and secondary schools, the majority being particularly significant at primary school level. According to the Department’s 2004 figures, women represent 78.1% of primary teachers and 52.5% of secondary school teachers.<sup>11</sup>

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<sup>5</sup> Submission 58, p2

<sup>6</sup> Submission 33, NSW Department of Education and Training, p43

<sup>7</sup> Submission 33, p41

<sup>8</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 4, p4

<sup>9</sup> Submission 33, p41

<sup>10</sup> Submission 33, p39

<sup>11</sup> Submission 33, p11

***Indigenous and non-English speaking background***

- 2.8** According to the Department's 2005 survey, 336 Indigenous teachers are employed by the Department.<sup>12</sup>
- 2.9** In 2004, the Department calculated that it employed 6,557 teachers from a non-English speaking background.<sup>13</sup> This number represents 11% of permanent and temporary staff. At May 2005, 4.7% of teachers employed by the Department had gained at least one qualification overseas.<sup>14</sup>

***Age***

- 2.10** The Department's data on the age distribution of its workforce highlights a concentration of teachers in the 45-49 and 50-54 age groups.<sup>15</sup> At over 11,000 teachers per group, and almost double the number of teachers in any other five year age bracket, this concentration of teachers is significant in terms of an impending separation rate. The number of teachers aged between 25-29 is just over 3,600.

***Salary***

- 2.11** Compared to other states, New South Wales has the highest starting salary and highest maximum salary for teachers in government schools. At January 2005, teachers in New South Wales government schools can expect a starting salary of \$46,234 and to progress to a salary of \$66,348. The next highest level of remuneration is offered in Victoria, where teachers in government schools have a starting salary of \$43,479 and a maximum salary of \$62,652.<sup>16</sup> The state that offers the lowest levels of remuneration to government teachers, Western Australia, offers starting teachers \$39,437 and a maximum salary of \$60,496.

***School enrolments***

- 2.12** The Department's future teacher requirements are based on projections of student numbers and teacher ratios, amongst other factors.<sup>17</sup> While primary school enrolments increased during the 1990s, after peaking in 2000 enrolments have gradually decreased and, based on Australian Bureau of Statistics reports on projected fertility rates, will continue to do so.<sup>18</sup>

<sup>12</sup> Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Evidence, 14 June 2005, p1

<sup>13</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p15

<sup>14</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p12

<sup>15</sup> Submission 33, Table, p41

<sup>16</sup> Submission 33, p17

<sup>17</sup> In its submission, the Department explained these are current enrolments, kindergarten projections, Australian Bureau of Statistics data and Grade Progression Ratios for years 1 –12.

<sup>18</sup> Submission 33, p43. See Australian Bureau of Statistics, 'Where our population is headed by 2051', *Media Release*, 14 July 1998, p1 and Australian Bureau of Statistics, 'Fewer babies, longer lives: Australia by age and sex', *Media Release*, 16 December 1999, p1

- 2.13** According to data published by the Australian Bureau of Statistics, the number of students enrolled in government schools in NSW has declined over the last 25 years from 807,761 in 1979 to 744,229 enrolments in 2004. In contrast, enrolments in non-government schools have risen from 224,941 to 362,820 over the same period.<sup>19</sup>

***Students currently undertaking pre-service teacher training***

- 2.14** The Department predicted that in 2004, 2,205 primary teaching and 2,712 secondary teaching students would complete teacher education courses at university.<sup>20</sup> The current number of students enrolled in pre-service teacher training programs and an estimate of those who will ultimately complete an education degree in future years, have not been made available to the Committee.

## **Teacher shortages**

- 2.15** A significant proportion of evidence presented to the Committee during the Inquiry focused on whether there is, or will be, a shortage of teachers for New South Wales government schools. During the course of this Inquiry, the Committee consulted a number of reports that addressed the issue of teacher shortages from various perspectives, including internationally, federally and in New South Wales itself.

### **The Department's view**

- 2.16** Based on graduates from 1998-2004, the Department projects an adequate overall supply of primary teachers and an adequate overall number of secondary teachers. In terms of primary school teachers, Mr Andrew Cappie-Wood, Director General of the Department told the Committee that there are currently no shortages in New South Wales government schools:

In the primary area there is a very adequate sufficiency ... that would indicate to us that in the primary area we are well served ... As at 1 February 2005 there were 12,760 qualified teachers seeking employment as primary teachers and 8,354 secondary teachers who were seeking New South Wales government employment as permanent secondary teachers. This is a very significant number—21,114 teachers who are on our list seeking employment.<sup>21</sup>

- 2.17** However, the Department projects some shortages in mathematics, science, and technological and applied studies in particular, as well as in English in isolated NSW, special education and school counselling.<sup>22</sup> The Department also recognises the need to prepare for the impending retirement of a large number of older teachers and the need to form long-term strategies to address these issues.
- 2.18** According to the Department, the separation rate of teachers is low in comparison to the public service generally, constituting 3.6% of permanent employees in 2004, a total of 689

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<sup>19</sup> Australian Bureau of Statistics, *Schools, Australia 2004 (Reissue)*, September 2005, p12

<sup>20</sup> Submission 33, p43

<sup>21</sup> Mr Cappie-Wood, Evidence, 16 March 2005, p3

<sup>22</sup> Submission 33, p43

resignations.<sup>23</sup> This figure is slightly lower than the resignation rates for the previous three years: 4.2% in 2001, 3.8% in 2002 and 5.0% in 2003 although the number has remained reasonably stable.<sup>24</sup> The overall separation rate of teachers from NSW government schools of 3.6% or 689 teachers was made up of 2.1% of retirees and 1.6% of resignations.<sup>25</sup> While these figures are low, and are substantially lower than the rate of resignation in the wider public service,<sup>26</sup> the rate of resignation is the area in which the profession is expecting substantial future increases.<sup>27</sup>

- 2.19** The Department predicts that, due to the large group of teachers in the 45-55 year age bracket, the separation rate will increase by around 2% over the next 5-6 years. It is predicted that the number of teachers retiring will increase from 4.9% to 7.2% and from 2012–2021 the Department predicts 15,000 teachers will reach retirement age.<sup>28</sup>
- 2.20** The Department advised the Committee that many of the programs it has developed to address teacher requirements have been implemented in response to this workforce planning data, as well as a number of influential reports, including the report of the Review of Teacher Education, New South Wales in 2000 by Dr Gregor Ramsey.<sup>29</sup> In response, the Department has implemented a range of strategies in a short period of time; the majority commenced in 2002. The relative infancy of these programs makes assessment of their efficacy very difficult and as a result, many of the Committee's recommendations focus on the need for evaluation to ensure that successful programs are enhanced and ineffective programs are discontinued or modified.

## Previous reports relating to teacher supply

- 2.21** It is not surprising, given the fundamental role of teachers in the provision of skills to children and young people, that the profession of teaching has been the subject of much attention in the recent past. Witnesses emphasised the global nature of the shortages illustrated through reporting data and confirmed by the number of advertisements in Australian newspapers for

<sup>23</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 1, p1

<sup>24</sup> Submission 33, p11

<sup>25</sup> Submission 33, p10

<sup>26</sup> Submission 33, p11. 2003 figures were available from the workforce profile data of the wider public sector which indicated the separation rate for the sector as a whole was 7.8%, compared to the Department's 3.6%.

<sup>27</sup> Organisation for Economic Cooperation and Development (OECD), Final Report, *Teachers Matter: Attracting, Developing and Retaining Effective Teachers*, June 2005, p29

<sup>28</sup> Submission 33, p33

<sup>29</sup> Correspondence, Ms Trish Kelly, Department of Education and Training, 11 October 2005, p1-2

teaching positions overseas,<sup>30</sup> and the numbers of pre-service teacher training graduates who had taught overseas.<sup>31</sup>

### **Global change**

- 2.22** The Organisation for Economic Cooperation and Development (OECD) has recently reported that in a number of countries the numbers of teachers are slowly declining, and in some subjects are at a level of some concern. The report *Teachers Matter: Attracting, Developing and Retaining Effective Teachers* draws on data collection, workshops and review of individual reports of OECD member states to find common concern for both the quality and quantity of teachers in most OECD countries.<sup>32</sup>
- 2.23** The OECD concludes that the decline in quantity is explained by the ageing profession, with an employment expansion in the 1960s and 1970s resulting in an OECD average of 25% of primary teachers and 30% of secondary teachers now aged over fifty years and soon to retire. In light of this decline, coupled with concern to improve quality of teaching, the report offers common policy directions to attract potential teachers to the profession, improve recruitment and employment strategies and to develop and retain teaching staff.
- 2.24** The report identified the status of the teaching profession as a disincentive to choosing this career in many countries. Key concerns in the profile of the teaching profession include the low remuneration of teachers which may fail to attract 'high achievers', the continued gender divide, and the attrition caused by the high stress and workload of teachers in an under resourced and understaffed profession. The report recommends policy reform to change this perceived status and attract meritorious people to enter the teaching profession.
- 2.25** In light of the international shortage of teachers and concerns about the attractiveness of the profession, the report recommends alternative recruitment processes. For example, rates of entering the profession may improve if flexible entry is encouraged such as through post-graduate study, mid-career changes and entry from paraprofessional positions.
- 2.26** Finally, *Teachers Matter* concludes that the quality of teaching could be improved by establishing nationally consistent professional competencies. The OECD argues that clear standards enable teachers to measure their performance and provide a framework to direct their continued professional development. Professional development should be framed in a continuum rather than extending pre-service training, and should be supported with improved resources and greater incentives.

### **Australian situation**

- 2.27** Reports at both federal and state level have identified specific shortages of teachers in the subject areas of mathematics, science and technology and applied studies. In 2003, the

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<sup>30</sup> Professor Andrew Gonczi, Dean, Faculty of Education, University of Technology, Sydney, Evidence, 17 March 2005, p41

<sup>31</sup> Professor Terence Lovat, President, Australian Council of Deans of Education, Evidence, 27 April 2005, p16

<sup>32</sup> OECD, *Teachers Matter*, p29



Committee for the Review of Teaching and Teacher Education completed its final report entitled *Australia's Teachers: Australia's Future – Advancing Innovation, Science, Technology and Mathematics*. While this report highlighted the importance of innovative scientific research and development to Australia's economic growth and prosperity, the Review Committee also emphasised the need for 'all teachers across all subjects, and all our students [to] become partners in a learning society that underpins innovation and a high standard of living.'<sup>33</sup>

- 2.28** Professor Kwong Lee Dow advised the Committee this review did not find that Australian classrooms would experience dramatic shortages of teachers in the near future, although certain subjects, as well as some geographic regions were facing shortages:

I do not think that Australian schools are in crisis about teacher numbers. Our review found that in terms overall—it varies from State to State and region to region—there is not going to be any serious shortage of primary teachers. There could be shortages of secondary teachers, not severe. They will show up, especially as has just been said earlier, in those particular field areas and you mentioned mathematics, science and technology. I would add foreign languages and to a lesser degree some of the visual and performing arts areas and, of course, very much to do with location—hard-to-staff schools.<sup>34</sup>

- 2.29** The above report noted the results of the 2003 Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) report entitled *Demand and Supply of Primary and Secondary School Teachers in Australia* which further highlighted the necessity for teachers of science, mathematics and technology and applied studies. *Demand and Supply* is based on data provided by states and territories for government and non-government schools, information which highlighted the areas of shortages, both at primary level (broken down by geographic region) and secondary level (divided by subject area and geography).
- 2.30** *Demand and Supply* provides a useful outline of the current shortages in New South Wales government schools at a primary level and, in terms of secondary teachers, the subject areas of mathematics, science and technology and applied studies. The report further noted the shortages of teachers in western and southwestern Sydney, and non-coastal New South Wales.
- 2.31** Further, *Demand and Supply* reports a comparison with the age of the workforce in general suggesting a much higher rate of teachers close to retirement than in other sectors of employment generally.<sup>35</sup> Therefore, while teacher retirement rates may not currently be much above other employment sectors, because of the age distribution of teachers this is likely to grow much more rapidly than other sectors in the near future.

### New South Wales

- 2.32** As mentioned previously, a steady stream of reports on the education sector have been produced over the last two decades or more. Many of these reports have had a profound and

<sup>33</sup> Committee for the Review of Teaching and Teacher Education, Final Report, *Australia's Teachers Australia's Future – Advancing Innovation, Science, Technology and Mathematics*, 2003, p2

<sup>34</sup> Professor Lee Dow, Evidence, 17 March 2005, p57

<sup>35</sup> Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA), *Demand and Supply of Primary and Secondary School Teachers in Australia*, 2003, p71

lasting effect on the teaching profession and have contributed initiatives that have inspired significant change. The main findings and recommendations of two recent reviews are summarised below.

***Independent Inquiry into the Provision of Public Education in NSW (2001)***

- 2.33** The *Independent Inquiry into the Provision of Public Education in NSW* was launched in September 2001, funded by the NSW Teachers Federation and the Federation of Parents and Citizens Associations of NSW. The Inquiry, under the leadership of Emeritus Professor, Tony Vinson, was informed by research, submissions and public hearings and is a comprehensive study of public education in NSW. The Inquiry produced three reports, outlining the total long-term needs (including funding implications) of NSW public schools. The final recommendations of the three reports cover a broad range of issues, including teacher education, professionalism, and pedagogy, initiatives to attract teachers to disadvantaged areas, and improving supervision and guidance for new teachers. The report estimated the recommendations would cost around \$460 million dollars to implement. Professor Vinson recently conducted an audit of this Inquiry (see paragraph 6.120).

***Quality Matters, Revitalising Teaching: Critical times, critical choices (2000)***

- 2.34** This review, conducted by Dr Gregor Ramsey, was the most comprehensive review of teacher education in New South Wales over the past two decades, analysing the recommendations and conclusions of 21 national and New South Wales reviews and reports from 1980 to 1999 with respect to teacher education in both its pre-service and professional development dimensions.<sup>36</sup>
- 2.35** The report of the review entitled *Quality Matters, Revitalising Teaching: Critical times, critical choices*, November 2000, highlighted the community's concern regarding the quality of teachers and the standards of teaching in New South Wales schools, describing them as varying from the inspirational to the incompetent. The review considered a range of professional registration and regulation models as well as the issues of professional standards and the status and professionalism of teaching.
- 2.36** The Ramsey report described the teaching profession as being at the 'no regulation' end of the regulation scale. Although teachers in government schools were required to hold a professional qualification from a recognised university, teachers in non-government schools were not required under the *Education Act 1990* to hold professional qualifications. In addition, there was no professional body to oversee registration, accreditation, the development of professional standards or accountability.<sup>37</sup>
- 2.37** This report emphasises the importance of quality teaching for effective learning and recommends that this quality can be enhanced through the creation of professional systems to support teachers and improved teacher training and professional practice. The report offers policy directions and recommendations to improve the quality of teaching throughout all stages of teacher training from the earliest stages of recruitment, to the university training of

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<sup>36</sup> Submission 33, p2

<sup>37</sup> Ramsey G, Report of the Review of Teacher Education, *Quality Matters, Revitalising Teaching: Critical times, critical choices*, NSW Department of Education and Training, November 2000, pp31-32

teachers, especially focussing on 'professional experience' during study, and from induction processes to continuing teacher education.

**2.38** A number of key recommendations centre this report on the need for greater professionalism in teaching. Analysis of the means used by other professions to enhance professionalism leads the core recommendation of the report, the formation of an Institute of Teachers. The functions of this professional body are outlined in recommendation 1, supplemented by other recommendations, and can be summarised as follows:

- establishing and enforcing standards: in consultation with teachers to establish standards of professional practice, to control accreditation and disaccreditation of teachers against these performance and ethical standards and to communicate with members and represent the position of the profession on professional matters, including fees and resources needed for education (recommendation 1 and 2)
- directing and accrediting training: an institute of teachers should endorse and recognise both initial and continuing teacher training courses and accredit the 'professional experiences' completed therein, accredit practising teachers and advise universities on ways to strengthen their courses and the areas for further research (recommendation 1, 3, 4, 5, 6, 7)
- communicating the position of the profession: with government and the community on issues of the quality, standards, qualifications, experience and profile of teaching in NSW and cooperatively determining the fees, funding and resources required for quality teaching (recommendation 1, 8).

**2.39** The *NSW Institute of Teachers Act* of August 2004, which commenced in January 2005, is a direct response to the recommendations of this report.



## Chapter 3 New South Wales Institute of Teachers

The New South Wales Institute of Teachers (the Institute) is a statutory authority established in 2005 for the purpose of developing a formal professional structure to enhance the teaching profession in New South Wales. This chapter provides background to the development of the Institute and its functions under the *Institute of Teachers Act 2004* (the Act). The chapter also summarises the Institute's role in developing professional standards, the accreditation of teachers and continuing teacher education courses. The role of the Institute was central throughout the Inquiry and particular aspects of the Institute's operation are dealt with in greater detail throughout the report.

The majority of evidence to this Inquiry was supportive of the Institute, despite some concerns regarding its ability to be an independent, impartial body. Although in its infancy, the Institute was seen by most people as a significant step forward for the continued development of the teaching profession.

### Development of the NSW Institute of Teachers

**3.1** In mid 1999 the then Minister for Education and Training, the Hon John Aquilina MP, commissioned a review of teacher education in New South Wales, raising four critical issues to be addressed:

- the quality of teachers and teaching
- the implications of technology for pedagogy
- behaviour management in schools and classrooms
- the practicum and the professional experience of teachers.<sup>38</sup>

**3.2** A key recommendation of the Ramsey review was that, in order to bring about the desired changes in teacher education, an institute of teachers should be established 'whose primary purpose is to enhance the level of professionalism of teachers and teaching.' The Ramsey report states that the core purpose of the organisation would be to:

provide a professional structure for teachers, to address issues of professional teaching and ethical standards and the quality of teacher education.<sup>39</sup>

**3.3** Of the 17 recommendations in *Quality Matters*, 13 relate directly to the establishment and functions of an institute of teachers. In particular the institute would be responsible for:

- the establishment and promulgation of performance standards; the accreditation and disaccreditation of teachers
- endorsing and disendorsing courses and programs of teacher education

<sup>38</sup> Ramsey G, Report of the Review of Teacher Education, *Quality Matters, Revitalising Teaching: Critical times, critical choices*, NSW Department of Education and Training, November 2000, p10

<sup>39</sup> Ramsey G, *Quality Matters, Revitalising Teaching: Critical times, critical choices*, p147

- accrediting schools and other institutions involved in the provision of professional experience
- advising universities on ways to strengthen post-graduate programs
- advising the Government and the community on issues relating to teacher quality and professional standards
- promoting the position and standing of the profession
- determining, in cooperation with the Government, the fees and other means of self-funding
- advising on areas where research is needed.<sup>40</sup>

**3.4** Following the completion of the review, a Teacher Education Review Taskforce was established to advise on a response to the Ramsey report. The Taskforce identified seven policy priorities arising from the Ramsey Review:

- commitment to quality teaching
- support of a comprehensive quality teaching agenda
- provision of quality teachers for the future
- building stronger connections between schools, teachers, tertiary institutions and the community
- working with the profession to develop professional teaching standards
- support for beginning teachers
- provision of incentives for quality teaching.<sup>41</sup>

**3.5** In May 2004, acting on the recommendations of the Ramsey Review, confirmed by the Taskforce, the then Minister for Education and Training, the Hon Dr Andrew Refshauge MP introduced the Institute of Teachers Bill 2004, the object of which was to:

... constitute the New South Wales Institute of Teachers; to make provision for professional teaching standards and the accreditation of school teachers in relation to those standards; and for other purposes.<sup>42</sup>

**3.6** The Bill was assented to on 9 August 2004 and the Act commenced on 1 January 2005. The Act established the Institute as an independent statutory authority and provided for a Chairperson to be appointed by the Minister, a Board of Governance, a Quality Teaching Council and a Chief Executive. Under the Act the Institute would be subject to the direction and control of the Minister (except in relation to the preparation and content of any report or recommendation made by the Institute to the Minister).

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<sup>40</sup> Ramsey G, *Quality Matters, Revitalising Teaching: Critical times, critical choices*, pp215-218

<sup>41</sup> Submission 33, Department of Education and Training, p3

<sup>42</sup> *Institute of Teachers Act 2004*, long title

## Role of the Institute

**3.7** Section 7 of the Act defines the functions of the Institute as including:

- (a) to provide advice to the Minister on the development, content and application of the professional teaching standards
- (b) to provide advice to the Minister on any of the Minister's other functions under this Act (including the function of approving persons or bodies as teacher accreditation authorities in relation to non-government schools or the suspension or revocation of any such approval)
- (c) to advise and assist teacher accreditation authorities in accrediting persons under this Act
- (d) to monitor the accreditation process across all schools
- (e) to ensure that the professional teaching standards are applied fairly and consistently.

**3.8** The Institute will provide advice to the Minister on all facets of its role. The Institute is responsible for the development and review of the Framework of Professional Teaching Standards and the application of those standards through the process of accreditation of teachers.

**3.9** The Institute describes its policy and implementation activity as consisting of the following:

- development of the Framework of Professional Teaching Standards
- accreditation against the Standards
- initial teacher education
- continuing professional learning.<sup>43</sup>

**3.10** The Institute's functions also include 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.<sup>44</sup>

**3.11** Under sections 10 and 11 of the Act, a Board of Governance is established, comprising the Chairperson, the Chief Executive Officer and three people appointed by the Minister. The Board oversees the role and functions of the Institute, in accordance with the directions of the Minister<sup>45</sup> and is responsible for the financial and strategic management of the Institute.

**3.12** The Act also establishes a Quality Teaching Council (QTC) to provide advice to the Institute in relation to the exercise of the Institute's functions. The QTC consists of the Chairperson of

<sup>43</sup> Submission 58, NSW Institute of Teachers, p4

<sup>44</sup> *Institute of Teachers Act 2004*, s 7(2)

<sup>45</sup> *Institute of Teachers Act 2004*, ss 10(2) (a) (b) and (c); ss 11(1) (a) (b) (c) and (2)

the Institute, ten persons who are teachers elected to the Council by teachers enrolled on the electoral list established by the Act, and ten persons appointed by the Minister who are nominees of the NSW Teachers Federation (the Federation), the NSW/ACT Independent Education Union, the Board of Studies, the Department, the Catholic Education Commission, the Association of Independent Schools and the NSW Teacher Education Council, a person who represents the interests of parents of school-age children and two persons who represent the interests of teachers.<sup>46</sup>

- 3.13** Under the Act, the Institute is to maintain a roll of teachers consisting of two parts: an electoral list and an accreditation list. Persons eligible to be enrolled on the electoral list are teachers employed as a teacher in New South Wales or qualified as a teacher but employed in certain bodies prescribed by the Act or Regulations. Under the Act persons enrolled on this list elect the ten teachers to serve on the QTC. Teachers do not have to be accredited to be eligible for enrolment on the electoral list. The accreditation list is to contain various information regarding accredited persons.

### **Framework of Professional Teaching Standards**

- 3.14** In July 2002, the Government established an *Interim Committee for a NSW Institute of Teachers* chaired by Professor Alan Hayes, Dean of the Australian Centre for Education Studies at Macquarie University. The Committee developed a draft Framework of Professional Teaching Standards (the Framework), which were reported to the Minister, and accepted by the Government, in July 2003.
- 3.15** The draft standards were subsequently the subject of a comprehensive validation study conducted by the University of New England. Surveys were distributed to over 7,500 practising teachers, and input was received from 2,500 teachers from government and non-government primary and secondary schools, across all subject areas and in metropolitan, regional and rural areas.<sup>47</sup>
- 3.16** As outlined in the Institute's submission, these standards 'will be the reference point for the activities of the Institute, impacting on the whole of a teacher's professional career.'<sup>48</sup> In its submission the Institute described the Framework as follows:

The Framework of Professional Teaching Standards describes the work of teachers and provides a common language for the profession to discuss its work within and outside its membership. It allows teachers to map their careers against an externally validated model. It also delineates the expectations of employers, employees and the community with regard to teacher preparation and teacher quality. Most importantly, it helps provide the best possible assurance of quality for the NSW community.<sup>49</sup>

- 3.17** On the development of the Framework, the Institute advises in its submission:

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<sup>46</sup> [http://nswteachers.nsw.edu.au/library/About/01\\_aboutTHEinstitute.pdf](http://nswteachers.nsw.edu.au/library/About/01_aboutTHEinstitute.pdf) (accessed March 2005)

<sup>47</sup> Submission 58, p26

<sup>48</sup> Submission 58, p26

<sup>49</sup> Submission 58, p13



The standards were developed primarily by teams of NSW teachers. These teachers were drawn from government and non-government primary and secondary schools and represented a wide range of teaching backgrounds, experience and teaching contexts. After the development of the first draft, they were then reviewed by other teachers in forums held around the state.

The standards were also subject to an extensive review by a team of national and international experts in standards development.

A psychometric validation of the standards was conducted by the University of New England. A major aspect of this validation process was the distribution of surveys to over 7,500 practising teachers. The 2,500 teachers who responded were a representative sample of NSW's teachers. That is, they came from government and non-government primary and secondary schools across all subject areas and in metropolitan, regional and rural areas.

Around 4,000 NSW teachers have had specific and written input into the development of the NSW Institute of Teachers Framework of Professional Teaching Standards.

The standards were also subject to extensive consultation with all stakeholder groups being invited to comment upon them. In addition the standards were made available through the Institute's website for public comment.<sup>50</sup>

- 3.18** Mr Kenneth McAlpine, Deputy President of the Secondary Principals' Council, told the Committee that the development of the Framework has been an important initiative for the profession, to measure competency and to give teachers an opportunity to reflect on their career and how it might evolve:

I think having a framework of standards for various levels of competency in teaching and various professional levels in teaching is excellent and I think that the work that is going into it is excellent. I think it will lead in turn to the ability of teachers to be able to reflect more effectively on what they are doing, how they can progress further, and how they can see where they are going in their teaching and what they need to do to support it personally rather than having it done to them by some external body. I think it is really good.<sup>51</sup>

- 3.19** The Framework provides the foundation for much of the Institute's subsequent work. The Framework is divided into a matrix of four key stages, three teaching domains and seven elements. The key stages are:

- graduate teacher
- professional competence
- professional accomplishment
- professional leadership.

- 3.20** Each stage is further divided into three domains:

<sup>50</sup> Submission 58, p26

<sup>51</sup> Mr Kenneth McAlpine, Deputy President, NSW Secondary Principals' Council, Evidence, 17 March 2005, p75

- professional knowledge
- professional practice
- professional commitment.

**3.21** Within each domain are a number of elements, such as:

- knowledge of subject content
- knowledge of pedagogy
- planning and assessment and reporting for effective learning
- effective communication
- continual improvement of professional knowledge and practice.

**3.22** In its submission, the Institute advises that the Framework describes the attributes and student learning outcomes expected of an effective teacher at different stages of their career. Through the standards the Institute aims to provide a ‘credible, rigorous and reliable system of identifying accomplished teachers and teacher leaders.’<sup>52</sup> Dr Jim McMorrow, Chair of the Institute, emphasised that the standards were designed to provide for both teachers and the community, a measure of performance and achievement within the profession. He stressed that, for them to be effective, the profession must take ownership of the standards.<sup>53</sup>

**3.23** Under the Act the Minister may approve professional teaching standards, having regard to the advice of the Institute, in relation to each of the levels of accreditation. The standards at the levels of Graduate and Professional Competence were endorsed by the Minister for Education and Training, the Hon Carmel Tebbutt MLC, on 8 February 2005.<sup>54</sup>

**3.24** The Graduate Teacher standards will provide the foundation for the accreditation standards the Institute will use to endorse teacher education bodies. An outline of the accreditation and conditional standards, as well as the two further levels of professional competence and professional accomplishment, is attached at Appendix 4.

### **Accreditation against the standards**

**3.25** There are five accreditation levels to which the professional teaching standards approved by the Minister apply. These are:

- provisional accreditation
- conditional accreditation
- professional competence
- professional accomplishment

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<sup>52</sup> Submission 58, p25

<sup>53</sup> Dr Jim McMorrow, Chair, NSW Institute of Teachers, Evidence, 8 April 2005, pp41-42

<sup>54</sup> Submission 58, p8

- professional leadership.

- 3.26** Under the Act, teachers are accredited by a ‘teacher accreditation authority.’ In relation to government schools, the teacher accreditation authority is the Director General, or person or body approved by the Director General such as a school principal or regional director. The accreditation authority in relation to non-government schools is the Minister or person or body approved by the Minister such as individual principals, school authorities or representatives of particular school systems.<sup>55</sup>
- 3.27** The role of the Institute is to monitor and review teacher accreditation authorities for consistency and quality assurance, and it has the power to recommend to the Minister the withdrawal of accreditation authority status where it believes an accreditation authority is not acting appropriately. The Institute is not responsible for the actual decision to accredit an individual teacher. To assist teacher accreditation authorities in their function, the Institute has developed a draft set of *Accreditation Support Documents*. These documents provide a comprehensive outline of the standards and the measurement of a teacher’s performance at professional competence level.
- 3.28** A teacher accreditation authority may revoke a person’s accreditation under certain circumstances such as failing to comply with the professional teaching standards as prescribed by the Act. The standards relating to accreditation are included at Appendix 3.

#### ***Accreditation of specialist teachers***

- 3.29** Some evidence to the Committee suggested that teacher librarians, school counsellors, English as a second language teachers, support teachers and careers teachers were not eligible to be accredited within the Institute’s definition of a teacher. The Committee was told that teachers in these areas hold the same teaching qualifications as teachers who are eligible for accreditation. Representatives of the Professional Teachers’ Council told the Committee they had made representation to the Institute and the Minister for Education but had not received a response.<sup>56</sup>
- 3.30** The Committee regarded this evidence with some concern and contacted the Institute to clarify the matter. The Institute advised the Committee that the Act ‘enables all teachers who are employed in a NSW school to be accredited. The definition of teacher in the Act provides for all individuals who carry or share responsibility for the delivery and assessment of curriculum and assessment programs.’<sup>57</sup> Further, the Institute stated that ‘Teachers with position descriptions such as ESL teachers, school counsellors, teacher librarians and careers advisors will not be excluded from accreditation.’<sup>58</sup>
- 3.31** The Committee believes it is important that all teaching positions should be provided with the opportunity to be accredited with the Institute. The Committee believes that, given the

<sup>55</sup> *Institute of Teachers Act 2004*, s 4(1) (b)

<sup>56</sup> Ms Ailsa Holmes-Walker, Professional Teachers’ Council, Public Forum, 27 April 2005, p17-18

<sup>57</sup> Answers to questions on notice taken during evidence 8 April 2005, Dr Jim McMorrow, Chair, NSW Institute of Teachers, p1

<sup>58</sup> Answers to questions on notice taken during evidence 8 April 2005, Dr Jim McMorrow, Chair, NSW Institute of Teachers, p1

Institute's vital role in the development of professional standards through which they hope to provide structured career development and recognition, it would be profoundly detrimental to the careers of these teachers to be excluded from accreditation.

### **Initial teacher education**

- 3.32** The Institute provides advice to the Minister on the approval by the Minister of initial and continuing teacher education courses or programs that are relevant for the purposes of accreditation under the Act. The Institute also provides advice on the approval by the Minister of persons or bodies who may provide professional development in accordance with the requirements of the professional teaching standards.<sup>59</sup> In this regard, the Institute will rely on advice from the QTC established under the Act.
- 3.33** The Institute outlined in its submission that prior to the establishment of the Institute, the only process for reviewing pre-service teacher training was by way of subject content endorsement processes conducted by the Teacher Qualifications Advisory Panel, for the Department.<sup>60</sup> These processes do not assess the capacity of the courses to produce effective graduate teachers. The Institute argues that its endorsement processes will 'provide a mechanism whereby the teaching profession can have meaningful involvement in the development and review of [teacher education] courses.'<sup>61</sup> The Institute advises that a process of endorsing providers of pre-service teacher training will be established and that endorsement will be based on the capacity of graduates to meet the graduate standards, encouraging a closer relationship between teachers and 'teacher educators' with regard to pre-service teacher training:

The Institute considers teacher educators an important component of the teaching profession. There is a need for teacher educators and the profession as a whole to engage more directly on supporting the needs of teachers in schools.<sup>62</sup>

- 3.34** This aspect of the Institute's role is examined in more detail in chapter 4.

### **Continuing professional learning**

- 3.35** To support the requirement that teachers engage in ongoing professional development, the Institute has produced a Continuing Professional Development policy entitled *Supporting the Maintenance of Accreditation at Professional Competence*. This policy aims to 'support a process whereby the Institute, together with the profession, continually improves the quality of the provision of continuing professional development for teachers maintaining accreditation at Professional Competence.'<sup>63</sup> This policy includes comprehensive information on the role and responsibilities of the Institute and the teacher accreditation authorities, as well as teachers

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<sup>59</sup> *Institute of Teachers Act 2004*, s 7

<sup>60</sup> Submission 58, p19

<sup>61</sup> Submission 58, p19

<sup>62</sup> Submission 58, p19

<sup>63</sup> Tabled Document, Mr Alegounarias, *Continuing Professional Development Policy – Supporting the Maintenance of Accreditation at Professional Competence*, p3

themselves and will provide a strong foundation for the profession to commence the accreditation of teachers at levels beyond that of professional competence.

### **Independence from the Government**

- 3.36** The Government has allocated \$20 million over five years to establish the Institute, after which the Institute will be self-funded through accreditation fees.<sup>64</sup> Under the Institute of Teachers Regulation 2005 annual accreditation fees are set at \$80.<sup>65</sup> The Institute estimates that this accreditation fee will allow it to become largely self-funding to ensure its status as a self-regulating professional body and its commitment to public accountability. As Dr McMorrow explained in evidence:

The Institute is both a professional body, we will be largely self-funding in a few years, and a statutory body, which is the only way we can mandate the protection of minimum standards. We have to get the balance right between professional self-regulation and public accountability.<sup>66</sup>

- 3.37** During the Inquiry concerns were raised regarding the independence of the Institute and its ability to act impartially. The Federation questioned whether Ministerial control would compromise the Institute's impartiality, and believed it would struggle to retain the confidence of teachers. The Federation also considered the Board as constituted under the Act was unrepresentative of teachers.<sup>67</sup>
- 3.38** Professor Terence Lovat, President of the Australian Council of Deans of Education, and Dean of Education at the University of Newcastle, told the Committee that the Institute is currently seen as an instrument of government and may not initially have the trust of teachers:

It is very much seen as an instrumentation of government and an employing system. So it does have potential to be trusted by government and trusted by an employing system, but not trusted by teachers. That will be one of its challenges. I do not think it is seen as something that is owned by the profession in the way that similar bodies in other professions are. Because it is so much an instrument of government and the employing system, the institute will struggle to be the kind of accreditor of teacher education that we need in this country.<sup>68</sup>

- 3.39** The Committee notes that a number of professional bodies are governed by Boards similarly constituted, that is, by elected representatives, persons nominated by representative bodies and persons nominated by the Minister, and that the constitution of the Board of the Institute is therefore not unusual.<sup>69</sup>

<sup>64</sup> [http://nswteachers.nsw.edu.au/library/About/01\\_aboutTHEinstitute.pdf](http://nswteachers.nsw.edu.au/library/About/01_aboutTHEinstitute.pdf) (accessed March 2005)

<sup>65</sup> Institute of Teachers Regulation 2005, cl 6

<sup>66</sup> Dr McMorrow, Evidence, 8 April 2005, p41

<sup>67</sup> Submission 54, NSW Teachers Federation, p18

<sup>68</sup> Professor Terence Lovat, President, Australian Council of Deans of Education, Evidence, 27 April 2005, p22

<sup>69</sup> See for example: the *Nurses and Midwives Act 1991* under which the Nurses and Midwives Board is appointed by the Governor, nine of the members being nominated by the Minister of Health and seven elected by registered nurses. Similarly, the NSW Medical Board under the *Medical Practice Act*

- 3.40** Section 55 of the Act requires the Minister to review the Act to determine whether the policy objectives of the Act remain valid and whether the terms of the Act remain appropriate for securing those objectives. The review is to be undertaken as soon as possible after a period of three years after commencement of the Act and a report on the outcome of the review is to be tabled in each House of Parliament within 12 months after the end of the period of three years. In light of the concerns expressed during the Inquiry, it is the Committee's view that the review of the Act must specifically consider the constitution of the Board of Governance and the Quality Teaching Council.

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### Recommendation 1

That the review of the *Institute of Teachers Act 2004* specifically consider the independence of the Board of Governance of the Government, as well as the Quality Teaching Council.

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## National standards

- 3.41** Recently there have been a number of initiatives to establish a national identity for the teaching profession. While a number of aspects, including the employment of teachers, remain within the province of the individual states, with the development of a National Framework by the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) Taskforce and the establishment of the National Institute for Quality Teaching and School Leadership (NIQTSL), there has been movement toward professional cohesion throughout Australia. As Professor Kwong Lee Dow, Deputy Chair of NIQTSL, told the Committee:

Increasingly we are seeing ourselves ... as national. We talk about Australian teachers. We say Australian teachers do very well when they go to London. We do not say New South Wales teachers do very well. Increasingly, everyone talks about globalisation but what is happening is that the more local and parochial perspectives are giving way to a more national view, but we are still constrained by legislative requirements.<sup>70</sup>

- 3.42** The registration of teachers is a state responsibility consistent with constitutional and legislative authority for education. The Australian Capital Territory is now the only Australian state or territory that does not have a legislated teacher registration or accreditation body. The criteria and conditions for registration vary from state to state. Other than in New South Wales, the state authorities are teacher registration bodies, not teacher accreditation bodies, which provide for either provisional registration with a period of teaching before full registration or immediate full registration.

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<sup>1992</sup> includes seven nominees of the Minister and 13 nominees from a variety of professional bodies.

<sup>70</sup> Professor Kwong Lee Dow, Professor Emeritus, University of Melbourne, Evidence, 17 March 2005, p56

### **MCEETYA National Framework for Professional Standards for Teaching**

- 3.43** Most states have a framework which identifies and articulates standards for practising teachers and are consistent with the National Framework for Professional Standards for Teaching developed by the Teacher Quality and Educational Leadership Taskforce (TQELT). Standards articulating a national framework were endorsed by all Ministers for Education through the MCEETYA and released in November 2003.<sup>71</sup> The Victorian Institute of Teaching (VIT) is currently developing standards for graduate teachers and moving towards accrediting pre-service teacher education courses on the basis of these graduate standards.<sup>72</sup> The Queensland Government is also moving toward the use of professional standards in regard to provisional or full registration and maintaining registration.<sup>73</sup>
- 3.44** Dr McMorrow explained that the National Framework has a similar structure to the New South Wales Framework:

... we have taken the view that there has to be national consistency and collaboration. We mentioned that earlier and we have the start for that because New South Wales, along with all other states and the Federal Government have endorsed this national framework which is out there, so we have assumed that any national level work in this area will reflect that framework and as I think Tom mentioned earlier, the framework is essentially ours.<sup>74</sup>

- 3.45** The Committee supports the Institute's view of the importance of national consistency and collaboration. The similarity between the National Framework and the NSW Framework suggests that future professional developments at national and state levels will advance along similar lines. The Committee hopes that these frameworks will assist the new NIQTSL in its efforts towards the national development and promotion of the teaching profession.

### **National Institute for Quality Teaching and School Leadership**

- 3.46** The Hon Brendan Nelson, Federal Minister for Education, Science and Training, announced the establishment of the National Institute for Quality Teaching and School Leadership on 17 July 2003.<sup>75</sup> In late 2003, the Department of Education, Science and Training engaged the Allen Consulting Group to 'develop recommendations to the Commonwealth Minister on the National Institute.'<sup>76</sup>
- 3.47** The report of the Allen Consulting Group, *National Institute for Quality Teaching and School Leadership Implementation Strategy Report*, describes 'the NIQTSL vision and functions, as well as the parameters for important operational matters including mode of operation, governance,

<sup>71</sup> Allen Consulting Group, *National Institute for Quality Teaching and School Leadership Implementation Strategy Report*, March 2004, p11

<sup>72</sup> Submission 58, p16

<sup>73</sup> Submission 58, p17

<sup>74</sup> Dr McMorrow, Evidence, 8 April 2005, p55

<sup>75</sup> Allen Consulting Group, *NIQTSL Implementation Strategy Report*, p1

<sup>76</sup> Submission 58, p17

corporate structure, location, performance indicators and funding.<sup>77</sup> The report identified four key functions for the national institute. These are:

- professional standards development and consistency
- professional learning for school leaders and classroom teachers
- research and communication
- promotion of the profession.<sup>78</sup>

**3.48** Dr Gregor Ramsey, Chair of NIQTSL, explained that the major difference between the state and national institutes was that the state body has a responsibility for regulating who may teach in each state, whereas the national institute has a responsibility for the profession as a whole, regardless of who the employer is.<sup>79</sup>

**3.49** While the exact nature of the relationship between NIQTSL and the state accreditation authorities has yet to be determined,<sup>80</sup> witnesses from NIQTSL and the Institute expressed the need for commitment to a collaborative working relationship between the two bodies. As the Institute noted, it is imperative that any national body work collaboratively with states and territories to ensure national coordination and effectiveness.<sup>81</sup>

**3.50** Professor Lee Dow told the Committee that, as Deputy Chair of NIQTSL, he believed that the success of the national institute was dependent on being able to work 'collaboratively and cooperatively with the state institutes.'<sup>82</sup> Professor Lee Dow also supported the idea of national standards, so that movement between the states could be more easily facilitated.

**3.51** The Committee recognises the importance of a structured professional focus at a national level. The Committee notes the positive benefits of consistency between the current development of state standards and national standards. Given the commitment from key members of NIQTSL, the Committee believes that the Institute, and through them the teaching profession in NSW, will benefit from a close relationship with the NIQTSL.

**3.52** The Committee emphasises the need for the Institute and NIQTSL to continue to work collaboratively in order to ensure that national progress takes into account the individual, and sometimes unique, needs of the states.

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<sup>77</sup> Allen Consulting Group, *NIQTSL Implementation Strategy Report*, pi

<sup>78</sup> Allen Consulting Group, *NIQTSL Implementation Strategy Report*, ppv-vi

<sup>79</sup> Dr Gregor Ramsey, Chair, National Institute for Quality Teaching and School Leadership, Australian National University, Evidence, 8 April 2005, p1

<sup>80</sup> Submission 58, p17

<sup>81</sup> Dr McMorrow, Evidence, 8 April 2005, p55

<sup>82</sup> Professor Lee Dow, Evidence, 17 March 2005, p62



## Chapter 4 Pre-service teacher education

The terms of reference for this Inquiry specifically direct the Committee to inquire into the role, distribution and effectiveness of university pre-service teacher education. This chapter examines evidence received in relation to the effectiveness of current education programs in producing quality graduates for employment in New South Wales public schools. In particular the chapter looks at the endorsement of initial and continuing teacher education by the NSW Institute of Teachers (the Institute) and the impact this will have on the relationship between the Department and universities and the preparedness of graduates to teach in the classroom.

### Current pre-service teacher education

- 4.1** Eleven universities in NSW and the ACT offer pre-service teacher education programs. While the majority of universities are located in metropolitan Sydney, pre-service teacher training is also offered by Charles Sturt University in Wagga Wagga and Bathurst, the University of Canberra in the ACT, Southern Cross University in Port Macquarie and the University of New England in Armidale. As the Department noted in its submission, this distribution of teacher education providers across NSW and the ACT assists the participation of students from a wide variety of backgrounds, including those from rural and remote areas.
- 4.2** There are more than 200 teacher education courses offered across the state, from undergraduate degrees (including degrees in primary or secondary education, special education, Indigenous studies, physical education and science specialisation) to postgraduate degrees ranging from graduate diplomas to doctorates. Undergraduate and postgraduate courses are on offer from the majority of universities, however some universities target their courses to different groups of students. The University of Technology, Sydney, for example, offers far more postgraduate options than undergraduate courses, while the University of Western Sydney offers a broad range of undergraduate study options.<sup>83</sup> A table of the courses offered by the various universities is attached at Appendix 4.
- 4.3** Professor Kwong Lee Dow, former Dean of the Faculty of Education and former Vice Chancellor at the University of Melbourne, explained to the Committee that teaching is an increasingly complex profession that requires more and more from its practitioners:

It means much more highly qualified because we can no longer allow kids to leave school after year 9 or 10 and hope that they will walk into a job in a bank or a post office or the railways – that has all gone. They may become highly trained in something, it might be of a practical bent ... but they need to be trained in something and we cannot afford to have a series of young people who feel they do not have much going for them at age 14 or 15 and want to disengage ... It is difficult for the public to understand that teaching is actually a much more complex and demanding job than is generally presented.<sup>84</sup>

<sup>83</sup> [www.uws.edu.au](http://www.uws.edu.au) Accessed on 10 October 2005 and [www.education.uts.edu.au](http://www.education.uts.edu.au) Accessed on 10 October 2005

<sup>84</sup> Professor Kwong Lee Dow, Professor Emeritus, University of Melbourne, Evidence, 17 March 2005, pp57-58

- 4.4 The provision of courses and the admission of students to courses are wholly the responsibility of the individual university. The Department expressed concern that in some instances, universities were allocating course places in response to student demand, as opposed to workforce need. Decisions regarding curriculum do not always correspond with the need of employers, for example NSW universities continue to train large numbers of primary school teachers despite well-documented projections of an over-supply.<sup>85</sup> The Department was particularly concerned about the large number of primary teaching places being offered by universities, compared with secondary teacher education places. The Department also advised the Committee of a shortfall of places in resource intensive courses such as industrial technology, which was a high area of need for the Department.<sup>86</sup>

#### **Communication between the Department and universities**

- 4.5 The Department maintains contact with the various universities through a number of its programs, including the Teacher Qualifications Advisory Panel (TQAP), scholarships and retraining programs. The Department believes that ‘these collaborative activities have led to effective relationships between the Department and universities.’<sup>87</sup>

- 4.6 However, the NSW Teachers Federation (the Federation) was critical of the Department’s relationship with universities, arguing it occurred primarily through TQAP and was predominantly a paper-based review of the content of university courses:

Apart from the contact through TQAP [Teacher Qualifications Advisory Panel], 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.<sup>88</sup>

- 4.7 One reason for the limited role of the Department in developing university priorities is university funding arrangements. Since the 1980s, pre-service teacher training has been funded by and accountable to the Commonwealth Government. The change from state-controlled teachers colleges, with strong links to the state-based education system, to the establishment of faculties of education within universities has had significant implications.
- 4.8 Dr Paul Brock’s 2000 report for the NSW Teacher Education Review, *Two Decades of ‘Sound and Fury’ but What’s Changed?* outlines the tensions inherent in the relationship between the Commonwealth Government as funding provider, the universities delivering pre-service teacher training and the state government as primary employer. Dr Brock argues that the division of responsibility and need created by this situation is the ‘fundamental contradiction at the heart of government policy in teacher education’.<sup>89</sup>

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<sup>85</sup> Submission 33, Department of Education and Training, p54

<sup>86</sup> Submission 33, p54

<sup>87</sup> Submission 33, p56

<sup>88</sup> Submission 54, NSW Teachers Federation, p20

<sup>89</sup> Tabled Document, Dr Paul Brock, NSW Teacher Education Review, *Two Decades of ‘Sound and Fury’ but What’s Changed?*, 2000, p97

The Commonwealth Government controls the purse strings for the funding of universities which, in turn, determine their own teacher education priorities and programs: the Commonwealth employs not one teacher nor administers one school. It is the States/Territories which have to ensure that schools under their jurisdiction have an ongoing supply of properly qualified, effective teachers. But the States/Territories have no effective financial – and hence policy – leverage in this situation. There is no policy nexus between quality teacher demand as required by public and non-government systems in the States/Territories, and quality teacher supply as driven by Commonwealth funding and policy.<sup>90</sup>

- 4.9** It is not surprising, then, that the Department told the Committee that, even as the largest employer of teachers in Australia, it has little influence over university decision-making except by way of determining the minimum academic requirements for teacher employment in the public school system and working in a collaborative way with universities to address the Department’s specific teacher workforce needs:

Within the context of increasing teacher mobility across education systems and states, decision-making of universities became more aligned with national priorities than own-state priorities. As a consequence, the link between the needs and priorities of individual state government teacher employers and decision-making within universities on the provision of teacher education became more tenuous.<sup>91</sup>

- 4.10** The Department acknowledges the need for an effective mechanism that links more closely the three critical partners in the supply of teacher education.<sup>92</sup> In its submission, the Department noted its advisory role to state government was an important one, particularly in relation to the negotiation of funding from the Commonwealth Government.

- 4.11** In evidence, Ms Jennifer Leete, Deputy President of the Federation, argued that the Department needed to take a more active approach to cultivating and maintaining a relationship with the universities and that a formal mechanism was required to facilitate Departmental input:

Part of it is to do with the fact that there is not a mechanism for the department to be represented in any way—to have some kind of a voice—to play an advisory role in some way, shape or form to teacher education students in universities.<sup>93</sup>

- 4.12** As recommended by Dr Gregor Ramsey in *Quality Matters, Revitalising Teaching: Critical times, critical choices*, the Federation also supported the establishment of a Joint Committee on Teacher Supply, including representatives from the NSW and Commonwealth Governments, the Institute, employers and universities. The Federation advised that this Committee had met ‘a few times in 2003’ but had not included the Commonwealth representatives, and had not met since. The Federation believed that such a committee would provide a forum for effective communication between all stakeholders, to better meet the needs of the profession.<sup>94</sup>

<sup>90</sup> Tabled Document, Dr Paul Brock, NSW Teacher Education Review, *Two Decades of ‘Sound and Fury’ but What’s Changed?*, 2000, p97

<sup>91</sup> Submission 33, p53

<sup>92</sup> Submission 33, p62

<sup>93</sup> Ms Jennifer Leete, Deputy President, NSW Teachers Federation, Evidence, 16 March 2005, p29

<sup>94</sup> Submission 54, pp8-9

- 4.13** Representing the Australian Council of Deans of Education, Professor Andrew Gonczi also noted that the relationship between the three stakeholders was not as effective as it might have been. He suggested that developing a formal mechanism between MCEETYA and the Australian Council of Vice Chancellors would ‘enable some sort of coherence.’<sup>95</sup> Although a broad mechanism that would be unlikely to affect the way that education faculties of the individual universities deal with the Department, the Committee believes that such a body may have the potential to establish a strong foundation for effective communication between universities and government.

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## **Recommendation 2**

In recognition of the need to provide a forum for effective communication between all stakeholders to better meet the needs of the profession, the Committee recommends that the Department of Education and Training work collaboratively with universities offering pre-service teacher education and develop a mechanism that includes representatives of the NSW and Commonwealth Governments, the NSW Institute of Teachers, employers and universities.

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## **Course requirements**

- 4.14** The Committee received two submissions citing instances in which the subjects the student had studied did not qualify them to teach under Departmental requirements.<sup>96</sup> In both instances, the student was unaware of the Department’s requirements until completion of their studies. In its submission the Federation also advised:

... 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.<sup>97</sup>

- 4.15** The Federation also cited specific instances where students were completing courses that did not qualify them to teach in NSW public schools. Due to the lack of clear information from the Department these students were unaware they would not be employable with the Department upon graduation.<sup>98</sup> The Federation explained that the Department provided universities with this information, and left it to the university to advise students on what are ‘highly specific requirements for employment in public schools.’<sup>99</sup>

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<sup>95</sup> Professor Andrew Gonczi, Dean, Faculty of Education, University of Technology, Sydney, Evidence, 17 March 2005, p51

<sup>96</sup> Submission 46, Mr Bruce Carter and Submission 48, Ms Angela O’Callaghan

<sup>97</sup> Submission 54, p25

<sup>98</sup> Ms Leete, Evidence, 16 March 2005, p28

<sup>99</sup> Submission 54, p21

- 4.16** It is important that the Department ensures that students are fully aware of its requirements for employment prior to graduation. As noted above, universities offer a wide range of education courses, however not all courses will provide the appropriate subject content to qualify the student to teach with the Department.
- 4.17** In its submission, the Department noted that financial pressure may encourage some universities to offer more fee-paying post-graduate teacher education courses.<sup>100</sup> The Department provides an assessment process for graduates who are looking to complete post-graduate teacher education to determine their ability to satisfy Departmental requirements to teach curriculum areas. Assessment involves comparison of a student's academic qualifications against specific criteria to teach developed by the TQAP.<sup>101</sup>
- 4.18** The determination process can often be complex and time consuming: a Bachelor of Journalism degree, for instance, may not contain the full study requirements to teach English, despite many similar undergraduate subjects. The Department is concerned that an increase in post-graduate teacher training will result in an increase in the number of assessments it currently provides for free, requiring either a substantial increase in the Departmental resources allocated to this area or a cost for the service, potentially deterring graduates from undertaking assessment or employment.<sup>102</sup>
- 4.19** The Institute is currently developing a policy for 'recognition of programs of initial teacher education.' One of the key principles informing this policy is consultation with practising teachers throughout the endorsement process to ensure courses reflect the needs of the modern classroom.<sup>103</sup>
- 4.20** The role of the Institute is discussed in more detail later in this chapter. The Committee notes that the new role to endorse pre-service teacher training courses has the potential to clarify the profession's expectations of university courses. The Committee believes the graduate standards have the potential to enhance the dialogue between universities and the Department as they present clear requirements, standardised throughout New South Wales.

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### Recommendation 3

That the Department of Education and Training establish a stronger presence within the universities, to inform teacher education students regarding appropriate subject choices, mandatory inclusions and the nature of working with the Department, and to provide a strong recruitment focus on campus.

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<sup>100</sup> Submission 33, pp56-57

<sup>101</sup> <https://www.det.nsw.edu.au/employment/teachnsw/teacherqual.htm> (accessed 21 July 2005)

<sup>102</sup> Submission 33, p56

<sup>103</sup> Submission 58, NSW Institute of Teachers, p28

## Departmental programs to encourage teacher training

4.21 The Department advised in its submission that the Government has made a substantial funding commitment to attracting quality teachers to New South Wales government schools. From the 2003-2004 budget onwards, the Government has allocated over \$100 million per annum to 'quality teaching initiatives.'<sup>104</sup> These include:

- the teach.NSW promotional campaign to attract a diverse group of applicants
- the scholarship program
- the Accelerated Teacher Training Programs.

4.22 With these programs, the Department aims to position itself as the preferred employer for teachers in New South Wales in order to attract graduates and teachers of the highest quality.<sup>105</sup>

4.23 Despite the relative infancy of many of the programs, early indications suggest significant benefit from some, while others were widely criticised. In regard to the programs the Department stated:

The Department recognises the importance of targeting high calibre school leavers and university students into teaching, and particularly into teaching in rural areas. The Department has developed programs which are diverse and designed to target people who are studying to become teachers or those who might change careers to become teachers. The programs are an important strategy to attract potential teachers to remote and rural areas.<sup>106</sup>

### **teach.NSW**

4.24 teach.NSW commenced in September 2002. It is a promotional initiative designed by the Department to 'promote teaching as a career in NSW government schools and to attract highly qualified, superior applicants to teaching.'<sup>107</sup> This initiative incorporates a statewide media campaign, a website and a customer service centre to provide face to face advice and employment information to prospective teachers.

4.25 Information packages have been designed to promote the teaching profession to prospective teachers from a wide range of geographic, cultural and ethnic backgrounds, from school leavers to adults considering a career change. These packages provide insight into the role of teaching through positive first person accounts from current teachers in New South Wales. The Department has also attended a range of career fairs and university open days to distribute material and promote teaching as a rewarding and attractive profession.<sup>108</sup>

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<sup>104</sup> Submission 33, p7

<sup>105</sup> Submission 33, p22

<sup>106</sup> Submission 33, p20

<sup>107</sup> Submission 33, p45

<sup>108</sup> Submission 33, pp22-24

- 4.26** The teach.NSW website provides information on a wide range of avenues by which prospective teachers might enter teaching, including the Accelerated Teacher Training Program and scholarships offered by the Department. The website also provides information on the different programs offered by the Department to current teachers in the government system, including transfer benefits available to teachers in hard to staff areas, and leave entitlements.
- 4.27** The initiative receives substantial government funding, with \$3.53 million being allocated in its first full year of operation and in subsequent years.<sup>109</sup>
- 4.28** Witnesses advised the Committee of the success of teach.NSW in promoting the teaching profession and attracting recruits. The Department advised that there had been a marked increase in the number of inquiries made to the customer service centre and that the number of applications to teach in NSW government schools had also increased:

Since opening in September 2002, to give an idea of the number of inquiries we had around that stage was just over 9,000. That increased to 36,900-odd in 2004. What we have seen since 2002 is effectively a four-fold increase in the number of inquiries, and that has come from a range of different groups, both teachers who are out of the work force, teachers from out of State and a whole group of non-teachers who are interested in retraining ... What is also interesting is that what we are seeing now is that it is about 1 in every 3.5 inquiries that is actually turning into an application to our system, which is a significant improvement in numbers.<sup>110</sup>

- 4.29** The success of the Department's promotion was also noted by Associate Professor Geoffrey Riordan, from the University of Technology, Sydney, who noted that enrolments in his University's Graduate Diploma of Education had risen substantially:

... the general number of people we have come into secondary teacher education is going up rapidly. We have about 240 equivalent full-time students in one-year grad dip eds this year, 2005 ... Four years ago we had about 40 students. We attribute the rapid growth to the campaign teach.NSW, the offering of scholarships and also our offering a wider range of secondary specialisations. There is a lot of demand.<sup>111</sup>

- 4.30** However, while the Committee heard that teach.NSW had been successful, significant improvement could be made to other aspects of the Department's recruitment program and greater emphasis placed on the benefits and rewards of a career in teaching. Associate Professor Brian Ferry, President of the NSW branch of the Australian College of Educators, noted that the presentation of information concerning employment with the Department for teacher training graduates could be strengthened:

If you look at the way DET conducts its recruitment process, it is delivered in a large mass lecture hall where you have got two people, who may be well presented, but they are talking to three hundred or four hundred people at once. They have a talk, there is a question and answer session but it is not a very personal type of approach ... There

<sup>109</sup> Submission 33, p45

<sup>110</sup> Mr Martin Bowles, Deputy Director General, Corporate Services, NSW Department of Education and Training, Evidence, 16 March 2005, p9

<sup>111</sup> Associate Professor Geoffrey Riordan, Associate Dean, Faculty of Education, University of Technology, Sydney, Evidence, 17 March 2005, p23

also needs to be a sort of approach that gives a face of attractiveness to teaching as a profession. teach.NSW has started that with their website but they need to really bring out the fact that teaching is a valued profession and public schools in New South Wales really need great teachers to be there because they are great schools and that is the sort of message fundamentally they need to convey.<sup>112</sup>

- 4.31** Although not directly related to the teach.NSW initiative, it was the view of the Primary Principals' Association that in the promotion of the teaching profession, some rewards, unique to the profession, were often overlooked:

One of the most rewarding, yet undersold aspects of the teaching profession is teamwork, relationship building and friendship that occurs between staff members in schools. In addition, the satisfaction of watching students acquire academic and social skills is extremely rewarding. It is a very attractive side to our career and can provide a level of career satisfaction that is not found in other professions.<sup>113</sup>

- 4.32** teach.NSW also targets specific areas of current or projected shortage. As outlined in chapter 5, the numbers of male teachers, particularly in primary schools, are very small. The Department explained that through teach.NSW they aimed to address this imbalance using positive male role models in the media campaign:

... we are promoting teaching using male role models that they might relate to, such as sporting identities who have come up through public education, as well as some of our own male teachers. So we are looking at how we can provide for people to consider teaching as a career—young male teachers, who are working very successfully in our schools and also people who have been through our school system, talking about the relationship that they have had with their teachers, males and females.<sup>114</sup>

- 4.33** While the numbers of men within the teaching profession remain low, given that the teach.NSW initiative only commenced in 2002, it is too early to gauge the extent of any impact this promotional campaign may have had.

- 4.34** The Committee agrees that the teach.NSW initiative has successfully generated interest in the profession, demonstrated by the higher numbers of inquiries, together with an increase in applications to teach in NSW government schools and increased university enrolments. Additionally, the Committee believes that the information provided by teach.NSW successfully targets, and is well received by, a number of different groups including university entrants, overseas-trained teachers and people seeking a career change.

### Scholarships

- 4.35** The Department provides a large number of scholarships with the intention of encouraging a wide variety of prospective teachers into pre-service teacher training. These scholarships are

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<sup>112</sup> Associate Professor Brian Ferry, President, NSW Branch, Australian College of Educators, Evidence, 8 April 2005, p37

<sup>113</sup> Submission 47, NSW Primary Principals' Association, p2

<sup>114</sup> Ms Trish Kelly, General Manager, Human Resources, NSW Department of Education and Training Evidence, 16 March 2005, p24



offered under the Teacher Education Scholarship Program and target school leavers and university students undertaking pre-service teacher training in subject areas of shortage, including technology and applied studies, mathematics and science. Specific scholarships are also available for Indigenous students. This scholarship program does not include those scholarships provided under the Accelerated Teacher Training Program.

- 4.36** Scholarships are provided to students to complete an approved teacher education course at a NSW or ACT University. The courses, and therefore the scholarships awarded, range from one to four years.<sup>115</sup> These scholarships include payment of the student's Higher Education Contribution Scheme (HECS) debt and a 'training allowance' of \$1,500 per year for the duration of the course. In return, the scholarship recipient agrees to teach for at least three years either anywhere in the state, or in hard to staff areas.<sup>116</sup> If scholarship recipients do not fulfil this commitment, they are required to refund all payment provided by the Department.<sup>117</sup> Scholarship applicants are selected on their professional and academic achievement record as well as a 'personal suitability' interview conducted by the Department.<sup>118</sup>
- 4.37** Since the commencement of the program in 2002, 353 four year scholarships have been awarded by the Department. Over the same four years, the Department has awarded 130 scholarships of up to three years, 125 scholarships of up to two years and 147 scholarships of up to a year.<sup>119</sup> The Premier's 'The Three Rs plan – Recruit, Retrain and Retain', released in February 2003, will provide an additional 200 scholarships a year from 2004 to 2007.<sup>120</sup>
- 4.38** During the course of this Inquiry, the Committee heard some ideas concerning different types of scholarships that may prove more effective than the current range on offer. Associate Professor Ferry from the Australian College of Educators told the Committee that a scholarship alone was not sufficient and that part of the scholarship should be provided in the form of additional professional support when a scholarship holder began teaching:

Providing more money alone is not enough. They need to see that they are valued potential members of the next lot of professionals that are coming into teaching, so it is very important that these people who get scholarships - and I am thinking of the maths/science ones that we know of - actually get support and encouragement from the potential employing body so that they realise that they are coming into a valued profession and they are valued as the future professionals and people like the Science Teachers' Association, the Australian College of Educators, all of us need to actually target these people and say: Yes, we value you as future professionals.<sup>121</sup>

<sup>115</sup> [www.det.nsw.edu.au/employment/teachersnsw/scholarships.htm](http://www.det.nsw.edu.au/employment/teachersnsw/scholarships.htm) (accessed 17 January 2005)

<sup>116</sup> Submission 33, p47

<sup>117</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 5, p8

<sup>118</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 5, p8

<sup>119</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p17

<sup>120</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p18

<sup>121</sup> Associate Professor Ferry, Evidence, 8 April 2005, p32

- 4.39** As discussed in chapter 6, the evidence to the Committee on the Department's mentoring program was overwhelmingly positive. The Committee believes that providing a scholarship that incorporates both funding over the course of the student's studies and the provision of a mentor to work with scholarship holders, would be an effective way of increasing and ensuring graduate access to mentor teachers, particularly those employed in rural and remote schools. The many benefits of the additional support and assistance to beginning teachers the mentor provides was highlighted throughout this Inquiry.
- 4.40** Professor Stephen Dinham of the University of Wollongong suggested to the Committee that scholarships could target a wider pool of university students; for example, those who had won recognition for their academic achievement at university could be targeted for a scholarship for post-graduate teacher education:
- I think systems need to target students pretty early on in universities, so that people who get onto deans' merit lists, for example, people who show up as being high academic achievers should be encouraged because, in many cases, they need to be tapped on the shoulder and told, "Have you thought about being a teacher? This is what it is like. We can give you some experience. Here are the conditions."<sup>122</sup>
- 4.41** Evidence to the Committee suggests that the small number of scholarships awarded may indicate that they are not sufficient, or most effectively targeted, to attract people to teacher training programs. The Department outlined the number of applications received for its scholarship program. In 2002, 879 students applied for 205 scholarships, in 2003, 715 students applied for 150 scholarships and in 2004, 689 students applied for 200 scholarships.<sup>123</sup> While not all applicants would be eligible to receive scholarships, nevertheless the number of recipients is small. Given the large number of applicants and the obvious benefits to the Department of targeting students studying in areas of shortage who are also committed to teaching anywhere in the state, the Committee believes the provision of additional scholarships is a clear need. With university places not necessarily reflecting workforce areas of shortage, scholarship provision is one mechanism the Department can utilise to ensure an adequate supply of quality teachers in the fields where it needs them.
- 4.42** The Committee believes that (in addition to those scholarships already offered) the Department should consider promoting scholarships which actively target academic achievers. The provision of additional scholarships to high quality students and graduates will assist the Department to maintain and enhance the quality of its beginning teachers and further emphasise the importance of excellence within the profession. The Committee also believes that the scholarship program should be continually evaluated to measure the effectiveness of the program to ensure that it meets the Department's targets.

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<sup>122</sup> Professor Stephen Dinham, Professor, Faculty of Education, University of Wollongong, Evidence, 16 March 2005, p43

<sup>123</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 5, p5

### *Scholarships for Indigenous students*

- 4.43** Of the 200 scholarships offered by the Department in 2004, a minimum of 30 scholarships were available to Indigenous students for primary and secondary teacher training.<sup>124</sup> Scholarships targeting Indigenous students are a recent initiative, commencing in 2003, when 25 scholarships were awarded from a total of 150 scholarships.<sup>125</sup> In 2004, 32 scholarships of the total 200 were awarded to Indigenous students and in 2005, 41 scholarships were awarded to Indigenous students of the total 200.<sup>126</sup>
- 4.44** Dr Arthur Smith of the Koori Centre at the University of Sydney suggested to the Committee that scholarships for Indigenous students may need to be tailored more specifically to accommodate the different needs of Indigenous students. Dr Smith explained that standard scholarships may not be the most useful way of supporting Indigenous students. For example, as many Indigenous students are mature age, the ability to attend course work in blocks of short intensive periods of study would better assist these students in meeting their familial and cultural obligations, as well as managing part time employment.<sup>127</sup>
- 4.45** The Commonwealth Department of Education, Science and Training (DEST) funds Indigenous students from rural and remote areas to attend the University of Sydney for 'blocks' of intensive study, including the payment of flights to and from the university and accommodation.<sup>128</sup> As Dr Smith told the Committee:
- In terms of cost effectiveness analysis I expect it is seen as very expensive, but in terms of cost benefit analysis the impact that the graduates have and the opportunities provided, they are mostly mature aged women who have families and other community obligations, it is virtually the only way that they can study.<sup>129</sup>
- 4.46** At the University of Sydney an Indigenous student may complete a Diploma in Education (Aboriginal) or a Bachelor of Education (Secondary: Aboriginal Studies) through this kind of format.<sup>130</sup>
- 4.47** The Committee acknowledges the many benefits a 'block release' program can provide for Indigenous students to study at university. The Committee notes the low numbers of Indigenous teachers currently employed in government schools, particularly those schools that serve Indigenous communities. The Committee believes the Department should review the provision of scholarships for Indigenous students under its general scholarship program and consider the development of a scholarship program targeted specifically toward Indigenous students. Such a program would allow the Department to more easily identify and address the

<sup>124</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 5, p5

<sup>125</sup> Submission 33, p47

<sup>126</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 5, p7

<sup>127</sup> Dr Arthur Smith, Senior Lecturer, Koori Centre, University of Sydney, Evidence, 8 April 2005, p64

<sup>128</sup> Dr Smith, Evidence, 8 April 2005, p63

<sup>129</sup> Dr Smith, Evidence, 8 April 2005, p64

<sup>130</sup> Tabled Document, Dr Arthur Smith, Koori Centre, University of Sydney, 8 April 2005, p2

needs of Indigenous students undertaking pre-service teacher training and ensure that scholarships most effectively address those needs.

- 4.48** Most initiatives discussed in this section are relatively new and have yet to be evaluated, however the Committee believes that the Department will be able to make use of future reviews in order to assess and modify these programs to ensure they are best meeting the Department's recruitment needs.

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#### **Recommendation 4**

That the Department of Education and Training provide additional scholarships, including additional Indigenous scholarships and provide an ongoing evaluation to measure the effectiveness of this program in meeting targets and retaining teachers in the long-term.

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#### ***Fringe Benefits Tax***

- 4.49** Currently, the Department pays Fringe Benefits Tax (FBT) on the HECS component of scholarships to the Commonwealth Government. According to the Department 'for every dollar provided by the Department in HECS payments, an additional 94.2 cents is paid to the Commonwealth for FBT.'<sup>131</sup> The Department estimated that, if the FBT requirement were removed, it would be in a position to offer 110 additional scholarships and that 'scholarship and sponsorship application data show that there is plenty of demand from high quality applicants for scholarships and sponsorships.'<sup>132</sup>
- 4.50** The Committee strongly encourages the Commonwealth Government to review its policy of charging FBT on the HECS payments made by the Department through its scholarship program.

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#### **Recommendation 5**

That the State Government seek a commitment from the Commonwealth Government that it review its policy of charging Fringe Benefits Tax on the Higher Education Contribution Scheme payments made by the Department of Education and Training through its scholarship program.

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<sup>131</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 5, p7

<sup>132</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 5, p7

### **Accelerated Teacher Training Program**

- 4.51** The Accelerated Teacher Training (ATT) Program is an 18 month program for graduates who wish to retrain as teachers, and is particularly aimed at graduates in subject areas of current or anticipated teacher shortage – technology and applied sciences, mathematics and science. There are currently two universities in New South Wales running the ATT Program - the University of Technology, Sydney (UTS) and Charles Sturt University in Wagga Wagga.
- 4.52** The Department developed the project in 1997 in conjunction with the University of Newcastle specifically to retrain retrenched BHP workers to teach industrial arts. In 2002, due to the success of the project, the Department expanded the ATT course to offer programs in the areas of projected teacher shortages.
- 4.53** In order to participate in the program graduates must have specific qualifications, either formal tertiary qualifications or industry experience. As subject knowledge and experience is credited, students can complete a teaching degree in less than the four years of a Bachelor of Education. Head of the Accelerated Teacher Training Program at UTS, Associate Professor Geoffrey Riordan, explained in evidence:

Under the UTS Recognition of Prior Learning Policy (RPL) we are able to credit up to two-thirds of any award based on previous study, or professional or other relevant non-credentialed learning. We select only those people who have at least two-thirds of the relevant undergraduate degree. Two-thirds of a three year degree is equivalent to one year full-time study. We offer them a condensed one year program in six months by offering mid year full second semester and then summer classes in science.<sup>133</sup>

- 4.54** The Department also provides sponsorship for students enrolled in this program which includes payment of tuition fees and a training allowance and guarantee of a placement at the end of the program. Graduates of the ATT Program are normally placed in a hard to staff school. (See chapter 6 for more detail on hard to staff schools). The Department estimates the value of the sponsorship to be approximately \$19,500 per student.<sup>134</sup>
- 4.55** From the 2002-03 program the Department appointed 87 graduates to NSW government schools for the 2004 school year and 84 graduates from the 2003-04 program were appointed to NSW government schools at the beginning of 2005. The Department expects to appoint 75 graduates at the beginning of 2006.<sup>135</sup>

### ***Accelerated Teacher Training Program – University of Technology, Sydney***

- 4.56** The ATT program offered at UTS is a graduate entry program focussed on upgrading the skills of science graduates interested in making a career change to high school teaching. Associate Professor Riordan advised the Committee that the aim of the course is to provide a pathway for people who are in science-related careers to become teachers in as short a time as

<sup>133</sup> Associate Professor Riordan, Evidence, 17 March 2005, p21

<sup>134</sup> [www.det.nsw.edu.au/employment/teachnsw](http://www.det.nsw.edu.au/employment/teachnsw) (accessed 27 May 2005)

<sup>135</sup> Submission 33, p48

possible and to provide graduates who can fill science teaching positions.<sup>136</sup> Typically, the UTS program student is from the scientific research, engineering or information technology professions, who has completed some science subjects as part of an undergraduate degree, but requires further science components, as well as pedagogical knowledge and training, in order to meet the criteria to enter the teaching profession:

Typically they are CSIRO researchers, or they have been working as engineers or in the IT industry. They have maths and science in their undergraduate degree, but they may not have a major in physics, which they are required to have, so they will do a couple of subjects there.<sup>137</sup>

- 4.57 Since 2002 only 12 students have graduated from the course. Associate Professor Riordan emphasised that the program at UTS attracts only a small number of students as the entry criteria require that students have the equivalent of two-thirds of relevant study in physics.

#### *Accelerated Teacher Training Program – Charles Sturt University*

- 4.58 The Charles Sturt University (CSU) program prepares graduates to teach in the technology and applied sciences area, as well as mathematics. The course is delivered in a variety of formats, including online, distance education and in residential schools, thereby attracting students in rural and remote areas or who may otherwise be unable to attend university.<sup>138</sup>
- 4.59 The CSU program targets graduates with a background in technological and applied sciences and is structured to accommodate students from rural and remote areas. The program combines three block residential periods at the university, a significant portion of online content and placement with a school for a term for two days a week. The program also includes a ten week internship in which the student teaches a full load for a term, less one class per week. The University provides a trained mentor for the ATT student during this period.
- 4.60 Associate Professor Rodney Francis, Coordinator, Accelerated Teacher Training Program, Charles Sturt University, explained to the Committee that the design of the course gave students the flexibility to work during the day for the time they are not participating in the practical element of the course:

By the same token the reason our program has been successful is that distance gives a lot of people much more flexibility to do that than having to go during the daytime instead of going to work, or working part-time. It has given them flexibility in being able to survive better. In fact, some people who transferred from another institution actually came to our institution because of that reason.<sup>139</sup>

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<sup>136</sup> Associate Professor Riordan, Evidence, 17 March 2005, p21

<sup>137</sup> Associate Professor Riordan, Evidence, 17 March 2005, p21

<sup>138</sup> <https://www.det.nsw.edu.au/employment/teachnsw/attinfo.htm> (accessed 30 May 2005)

<sup>139</sup> Associate Professor Rodney Francis, Coordinator, Accelerated Teacher Training Course, Charles Sturt University, Evidence, 17 March 2005, p37

- 4.61 By the end of 2004, 180 Department of Education and Training scholarship recipients had graduated from this program, as well as 48 fee-paying students.<sup>140</sup>

*Discussion of the ATT program*

- 4.62 The benefits of the ATT program were clearly articulated to the Committee. The primary benefit is that the condensed course, targeted at particular subject areas, has resulted in an increase of graduate teachers in subjects of current or projected teacher shortages.<sup>141</sup>

- 4.63 In addition, the maturity and experience these teachers have brought to the classroom will benefit both the students and the school system as a whole. Many of the course participants had made a considered decision regarding their career, and were committed to their studies and to a change in lifestyle. Associate Professor Francis told the Committee:

We believe it is a highly successful program with relatively low attrition. The low attrition, in part, is because they were all mature-age students. They are coming out of the work force in which, because of the way it is structured, they get no salary. They have to be committed to do it in the first place.<sup>142</sup>

- 4.64 The Director General of the Department noted that the experience a career change teacher brought to the profession was an important factor, providing these teachers with a broad foundation of personal experience to draw on in the classroom:

People are coming in with a broader frame of reference, that they have undertaken careers outside the teaching environment. They can bring a wealth of experience, personal experience, to the teaching situation. That is quite often very welcome by students instead of a theoretical construct. Teachers can then talk from personal experience and this is something I think we have to value as part of our system.<sup>143</sup>

- 4.65 Associate Professor Francis noted that the Department's capacity and willingness to allow certain graduates to reduce their study load and take more time to complete the course was very beneficial for participants experiencing difficulty:

The Department, to its credit, in cases where there have been hardships, has allowed the students to slow down a bit and go part-time. I do not know that it needs any more money, but it needs more flexibility in terms of how long the program could go for some people. Building that into the program might be a way around it ... the reverse incentive works fairly well in terms of getting people who are highly motivated and want to finish as quickly as they can. But, in many cases, if there were a little more flexibility—so instead of taking 18 months it might take two years, because for one or two semesters they could slow down and do one or two subjects less—perhaps that would be a way around it.<sup>144</sup>

<sup>140</sup> Tabled Documents, Associate Professor Rodney Francis, *Charles Sturt University Accelerated Teacher Training Program course statistics*, 17 March 2005, pp1-3

<sup>141</sup> Submission 33, p48

<sup>142</sup> Associate Professor Francis, Evidence, 17 March 2005, p34

<sup>143</sup> Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Evidence, 16 March 2005, p7

<sup>144</sup> Associate Professor Francis, Evidence, 17 March 2005, p37

**4.66** While the advantages of the ATT program were emphasised to the Committee, some concerns were also expressed. In particular, witnesses suggested that the condensed course did not prepare teachers for the classroom or provide them with the necessary classroom management skills. Witnesses described a number of contributing factors including inadequate training in behavioural management techniques and an inadequate practical component of the program.

**4.67** Both ATT courses have a practical element, although the Charles Sturt course is slightly longer.<sup>145</sup> The ATT program at UTS has 46 days practical element which, according to Associate Professor Riordan, provides a balance between the financial costs of the practicum and the need to train a teacher to a standard that would allow them to operate in a classroom, with some support.

**4.68** It was the view of Ms Kerry Knox, Vice President of the NSW Primary Principals' Association, that insufficient practical experience was included in the ATT program. Rather, the focus was on a theoretical understanding of the profession of teaching. Ms Knox argued that adequate opportunity to put knowledge into practice was a key part of teacher training:

The accelerated courses also have a focus on being able to do assignments but there is not a practicum approach to it. Once again we are not looking at the practical side; we are looking at those young people who are good at doing assignments and have been task-oriented; good at handing in assignments and getting high scores. We need to have a look at the practice side of teaching.<sup>146</sup>

**4.69** Associate Professor Riordan explained that, despite concerns at the length of the practicum, ATT trained teachers had the same training in the pedagogical elements of teaching as a graduate enrolled in a Graduate Diploma of Education at UTS, because the course condensed the content aspect, not the teacher training:

To the extent that there might be a criticism that these people are not prepared to teach, or are not very effective at teaching, they would be no different to any other of our graduates. In other courses they give them a condensed four-year degree in 18 months or 12 months. They are quite different courses. The accelerated part is not teacher training, the accelerated part is upgrading the science award.<sup>147</sup>

**4.70** The Committee was also told that because of the length of time since career change teachers had themselves been in the classroom, their expectations of classroom behaviour and teaching styles were sometimes outdated and inappropriate in a modern NSW school. The Secondary Principals' Council told the Committee that career change teachers were enthusiastic, but that this lengthy interval contributed to unrealistic expectations of the classroom:

I think there is a wonderful zeal about career change teachers that does not necessarily translate into effective practice in the classroom. Part of teaching is that you tend to reflect the teaching that you experienced. If you are out of school for only four years and you go back teaching then you are not far removed from the classroom and go on

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<sup>145</sup> Associate Professor Francis, Evidence, 17 March 2005, p34

<sup>146</sup> Ms Kerry Knox, Vice President, NSW Primary Principals' Association, Evidence, 16 March 2005, p66

<sup>147</sup> Associate Professor Riordan, Evidence, 17 March 2005, p21



from there you develop new skills and move onwards. If you have been out of the school for 20 years the school in your mind is well and truly out of date and you expect the practices in a classroom, the school and the system to be the same, but they are not.<sup>148</sup>

**4.71** Induction and mentoring were raised throughout the Inquiry as essential elements of effective teacher training and preparation and the absence of induction and mentoring was seen as contributing to poor teaching skills and low retention of new teachers. In regard to ATT program graduates, insufficient induction and mentoring were cited as possible causes for a lack of classroom management skills.

**4.72** Ms Leete, Deputy President of the Federation, told the Committee that the Federation had received negative feedback from its members about graduates from the ATT programs. In the context of this criticism Ms Leete noted the importance of effective induction and mentoring for new teachers, that ‘training should not have done it all’:

It is an area about which we have great concerns because of the sort of feedback we are getting. Again, it raises real issues about the quality of the training. By that I do not mean the training should have done it all, but perhaps we need to look again at what happens following the period of time in which those training courses occur, which is about 18 months ... those people will continue to need support and development as they move into schools.<sup>149</sup>

**4.73** It was the opinion of Associate Professor Riordan that, while ATT graduates require some support and induction, they do not need support over and above that provided to a graduate who had completed a Bachelor of Science followed by a Graduate Diploma of Education:

I do not think there is anything particular about the program because it is a graduate program that would require them to have additional induction over and above what all graduates would require. That is because the majority of our secondary teacher education students are mature age career change people ...<sup>150</sup>

**4.74** Graduates of the ATT program, having previously completed tertiary education and possessing industry experience and well-developed skills in their area of expertise, had expectations that, at the outset, they would perform in the teaching profession with the same level of competency and assuredness as they had in their previous career. It was the view of Ms Kim Dunn, a member of the Professional Teachers’ Council, that this expectation caused the beginning teacher considerable frustration and anxiety.<sup>151</sup>

**4.75** Another difficulty faced by graduates of the ATT program was the lack of support from colleagues. A 2001 study of ATT graduates from a variety of backgrounds, including graduates with teaching qualifications from other countries and Australian graduates with a high level of industry experience, found that many graduates believed their expertise, both in terms of

<sup>148</sup> Mr Kenneth McAlpine, Deputy President, NSW Secondary Principals’ Council, Evidence, 17 March 2005, p71

<sup>149</sup> Ms Leete, Evidence, 16 March 2005, p38

<sup>150</sup> Associate Professor Riordan, Evidence, 17 March 2005, p26

<sup>151</sup> Ms Kim Dunn, Member, NSW Professional Teachers’ Council, Public Forum, 27 April 2005, p19

teaching and previous professional life, was not recognised by their teacher colleagues and that the label 'beginning teacher' was applied to negative effect.<sup>152</sup>

- 4.76** In agreeing with the findings of the study, Professor Toni Downes of the Australian Council of Deans of Education suggested that, rather than a lack of ability or training, it was the failure of colleagues to recognise different skills that hampered the ability of graduates of ATT courses to adjust to the school environment. She suggested it was 'life in the staffroom' rather than life in the classroom that created difficulties for these graduates.<sup>153</sup>
- 4.77** The Committee understands that striking a balance between effective pre-service training and on-the-job support is critical to retain beginning teachers and to meet the aim of the Department to recruit quality teachers to address areas of shortage in NSW schools. The ATT program has been particularly effective in some areas. However, given the criticism levelled at this program, the Committee is concerned that the Department implement a thorough evaluation of the ATT program.

#### *Evaluation of the Accelerated Teacher Training Program*

- 4.78** While evidence differed as to whether a formal comprehensive evaluation of the ATT program had been conducted, the need for evaluation and ongoing monitoring was agreed by witnesses.
- 4.79** Both the UTS and Charles Sturt programs have evaluation processes built into the courses. Associate Professor Riordan explained that as the small number of graduates of the UTS program had maintained contact with the University, a formal evaluation had not been conducted. An internal evaluation of the ATT program at Charles Sturt University had resulted in modifications to that course.
- 4.80** However in relation to the Department's interest in the program, Professor Dinham advised the Committee that he had conducted an evaluation of the ATT program for the Department, but that the Department had not released it publicly.<sup>154</sup> The Department informed the Committee in answers to questions on notice that two evaluations of the ATT program had been conducted, in August 2003 and again in August 2004. Both evaluations were conducted externally and both evaluations noted a number of positive elements and criticisms in relation to the courses.<sup>155</sup>
- 4.81** The Department provided the Committee with an outline of the issues and recommendations that these evaluations had raised in relation to the ATT programs. The recommendations of the first evaluation included the need for improved communication between participants and the Department concerning Departmental requirements and expectations, improved

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<sup>152</sup> Pinnington-Wilson L, 'Silencing and Dualities: mature age transitions into Teaching', paper presented at the Education Research Conference, Sydney, 2004, p8. Provided by Professor Toni Downes.

<sup>153</sup> Professor Toni Downes, Professor and Head of School, University of Western Sydney, Evidence, 17 March 2005, p46

<sup>154</sup> Professor Dinham, Evidence, 16 March 2005, p50

<sup>155</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p8

communication surrounding the appointment process and additional mentor support. The Department advised it had implemented the majority of the recommendations. The second evaluation produced a smaller number of recommendations for course improvement, though the focus was still on Departmental communication, support and mentoring. The Department has implemented all of these recombinations.<sup>156</sup>

- 4.82** Finally, the Department advised that it is intending to conduct an ‘overall evaluation’ of the program in June 2006, through which it aims to measure the retention of graduate teachers from the ATT program with the Department.<sup>157</sup> In order to address any criticism associated with the ATT program, the Committee believes that the Department would benefit by making the findings of this evaluation publicly available.

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### Recommendation 6

That the Department of Education and Training make public the findings of its 2006 evaluation of the Accelerated Teacher Training Program.

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### Graduate teachers

- 4.83** The Committee heard strong criticism from teachers and principals in relation to the quality of graduates from pre-service teacher training programs. The criticisms were clearly not new to university representatives, who argued that like a medical degree or a degree in nursing, pre-service teacher education was intended to prepare graduates to be beginning teachers, who would require support and mentoring to attain the full range of skills required to effectively manage a classroom.<sup>158</sup>
- 4.84** According to the Department, the standing of teacher training in universities has declined relative to more high profile areas such as information technology, business or management. Faculties of education have struggled for funding and this has further diminished their status within the university system.<sup>159</sup>
- 4.85** The Committee heard evidence that graduates of pre-service teacher training were often not sufficiently prepared to manage a classroom, and that this lack of preparedness contributed to the high rates of beginning teachers leaving the profession:

There are a lot of reasons why teachers leave in their first year. One of them relates to the lack of connection that occurs in some universities between theory and practice. They can handle the theory and complete their assignments but when they go out into the classrooms and into the schools they find it difficult to transfer that theory in to practice. I think that comes down to ensuring that we have links between schools and

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<sup>156</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p8

<sup>157</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p9

<sup>158</sup> For example, Associate Professor Riordan, Evidence, 17 March 2005, p27

<sup>159</sup> Submission 33, p54

teacher training institutions so that they can constantly see those connections happening.<sup>160</sup>

- 4.86** Other evidence focussed on the need for beginning teachers to receive effective support, building on the education they had commenced at university. Witnesses told the Committee that employer expectations were often unrealistic when it came to new teachers, who were attempting to manage the full range of responsibilities of their profession. Witnesses agreed that to address these issues it was important to improve communication between the Department and the universities. It was also suggested to the Committee that the Institute of Teachers may have a role to play in facilitating this communication.
- 4.87** Witnesses noted the complexity of this issue and the many factors that impacted on the provision of pre-service education, while stressing the need to ensure the system is producing high quality graduates. Representing the Federation, Ms Wendy Currie told the Committee that there is a practical limitation to the skills a university degree can provide a beginning teacher, and funding as well as time limitations have an impact on the amount of training a pre-service teacher education student can be exposed to.<sup>161</sup>
- 4.88** Ms Vicki Brewer, representing the NSW Secondary Principals' Council, advised the Committee that, in her experience, new graduates often lacked the ability to manage a modern classroom and that pre-service teacher education had not adapted to the requirements of today's school community:

Young 20-year-olds are coming into schools, as they have always come into schools, without the appropriate background in that area. The problem is that today, I think, there would be many educators who would say it is getting tougher out there. Young kids these days are savvy. They are into technology; they are not necessarily compliant. They expect their teachers, rightly, to be on the ball. It is a new generation. We have got to be better and still we are having the same methods in teacher training, it seems to us, being used that we had when we went through university.<sup>162</sup>

- 4.89** Professor Terence Lovat told the Committee that there were often unrealistic expectations placed on graduates who were expected to undertake all the roles and responsibilities of a classroom teacher without additional support. Professor Lovat argued that in the majority of professions, a more appropriate level of expectation was accorded to graduates, to reflect their beginning status, and the capacity for professional development was built into career progression:

I think it is the only profession where there is some assumption that it all can be done in that first period of time ... The medical graduate is not doctor ready, and you have only to ask an experienced nurse who deals with them. The first day in a hospital they would not let them apply a band aid. It is understood that the profession will take that foundational knowledge and develop practitioner readiness over a period of time. Eventually the doctor will be let loose on people in a surgery.<sup>163</sup>

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<sup>160</sup> Ms Knox, Evidence, 16 March 2005, p58

<sup>161</sup> Ms Wendy Currie, Research Officer, NSW Teachers Federation, Evidence, 16 March 2005, p37

<sup>162</sup> Ms Vicki Brewer, Member, NSW Secondary Principals' Council, Evidence, 17 March 2005, p65

<sup>163</sup> Professor Terence Lovat, President, Australian Council of Deans of Education, Evidence, 27 April 2005, pp19-20

**4.90** The NSW Teacher Education Council (TEC) explained that graduates should be ‘ready to teach’ when leaving pre-service teacher training. The interpretation of the term ‘ready to teach’ was the subject of some debate. The TEC explained,

Our view as an organisation is that we prepare teachers for a lifetime career in teaching. That means we need to balance the need for practical skills, which can be used immediately, with the foundations which will service teachers to grow and develop their professional capacities over a lifetime.<sup>164</sup>

**4.91** Some witnesses suggested that teacher education courses need to be extended in order to properly accommodate an increased amount of practicum time. However Ms Currie noted the result of increasing the amount of course time was a corresponding increase in HECS debts for students, a potential disincentive for students considering teacher training:

We have heard today about the lack of resources at the universities but I would also like to stress, as has been said, there is a limit to what you can expect a university to train people to do in a given time. There are two ways you can go about this. The universities could get more resources for their teacher training programs or you could say that student teachers need to be at university longer. How can you cram all that into a three or four-year programme? There is a problem with that because these people have to pay HECS. They are going to come out as teachers, not as brain surgeons, so you have to take into account their pay when they finish training if you say you are going to pack so much into a university course for their training that they will need to do five or six years' training before they can start.<sup>165</sup>

**4.92** Ms Currie suggested that the Department as an employer had a responsibility to provide graduate teachers with additional training and support throughout their careers. Ms Currie explained that this was a responsibility implicit in the pay scale for beginning teachers – that beginning teachers were paid less than their more experienced colleagues because it was understood they were not yet fully competent teachers:

Then there is the notion that the department as an employer must take some responsibility for continuing the training that may well have begun in a university. If you look at all the areas that the department is now saying are mandatory for pre-service training, and you say university resources and the length of time for training mean they can only be covered in a very scant way, the department itself has an obligation to take that up once it has employed people, in either a casual or temporary way ... They cannot come out with everything. They start on a lower salary rate because they do not have everything. That is why they are there and are paid that rate. Their employer has a responsibility to train them further in the areas they think are important. That is where I think the department is falling down, rather than it being the universities that are falling down.<sup>166</sup>

**4.93** The Federation advised that there were varying reports about the quality of graduates beginning as teachers in NSW schools, but that the majority of feedback was critical of the quality of new graduates. However, Ms Leete explained to the Committee that she saw a role

<sup>164</sup> Submission 35, NSW Teacher Education Council, p2

<sup>165</sup> Ms Currie, Evidence, 16 March 2005, p37

<sup>166</sup> Ms Currie, Evidence, 16 March 2005, p37

for the Institute in improving the relationship between universities and the Department to ensure that graduates met the Department's standards:

We are cautious about this because we also have a great deal of respect for the role that our colleagues play in teacher education. We would connect this issue about the way in which university courses are preparing new teachers to the Institute of Teachers, granted that it is in its early days.<sup>167</sup>

- 4.94** In New South Wales, the establishment of the NSW Institute of Teachers' Framework of Professional Standards (the Framework) relies on the concept that a graduate teacher progresses over a maximum of three years to the achievement of full professional competence. Fundamental to this notion is the idea that, on graduation from pre-service teacher education, a graduate is capable of teaching in a classroom but has not yet attained all the skills that constitute professional competence. The Committee was told that this acknowledgement of the status of a beginning teacher is a relatively new idea for the teaching profession, though one that has been active in many other professions for some time.
- 4.95** The notion of skill development within the classroom is essential to the Framework and is borne out in the Department's growing emphasis on the induction and mentoring programs. The Committee notes the importance of a 'continuum' of professional learning and therefore recommends that the standards, particularly the graduate teacher and professional competence standards, clearly emphasise the fundamental links between teacher education, induction and continuing professional development.<sup>168</sup>

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### **Recommendation 7**

That the Professional Teaching Standards developed by the NSW Institute of Teachers clearly emphasise the fundamental links between teacher education, induction and continuing professional development.

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<sup>167</sup> Ms Leete, Evidence, 16 March 2005, p36

<sup>168</sup> Submission 54, p20

### The practicum

- 4.96 The practicum element of pre-service teacher training consists of university students attending a school classroom to gain practical experience. Some concern was expressed by both university representatives and teachers that the length of the practicum (usually between 40-60 days per four year undergraduate degree<sup>169</sup>) was insufficient in relation to undergraduate degrees, and accelerated or post-graduate training was not long enough to teach graduates the practical skills they require. Witnesses to this Inquiry expressed a number of different views regarding the best way forward.

### *Lack of placements and professional commitment*

- 4.97 Representatives of the universities cited the difficulties their staff had in finding placements for their students to fulfil their practicum element. Professor Downes, Head of the School of Education at the University of Western Sydney, spoke of the difficulty of finding teachers prepared to supervise students:

My university makes 3,500 [practicum] placements a year. I can assure you the last 70, if the person can walk and talk we make the placements. We are so desperate that by the time we get to being able to place students in schools the issue of quality [of the mentor teacher] has long gone by. That is very distressing for us, but it is our reality.<sup>170</sup>

- 4.98 Professor Lovat expressed the view that the practicum element does not have the appropriate status within the profession, and that this is compounded by a payment given by universities to teachers prepared to supervise their students, rather than alleviated by it:

It is always a battle. There is a bit of a mentality in education, again unlike what you find in most other professions, that mentoring for the next generation is a bit of a burden. I am not speaking anti-industrially, but I know a lot of union people who would agree with the sentiment that the payment for teachers for the supervision of prac, which was put in place formally in 1991 under the national award, probably was an unfortunate thing. That is not to say that you should expect that a professional is going to do everything for nothing. Teachers get too much of that. But it was a pity that that particular extra duty was the one that came with some payment. It is like paying for friendship as against just having one.<sup>171</sup>

- 4.99 In their submission, the TEC suggested that this payment to teachers for participating in the practicum be reviewed. Further, the TEC proposed that 'a code of professional partnership between pre-service and in-service professional teacher educators' be developed in conjunction with the Institute.<sup>172</sup> Elaborating on this point in evidence, Professor Gonczi told the Committee that he believed that teaching as a profession did not yet have a commitment to professional development:

<sup>169</sup> Ramsey G, Report of the Review of Teacher Education, *Quality Matters, Revitalising Teaching: Critical times, critical choices*, NSW Department of Education and Training, November 2000, p172

<sup>170</sup> Professor Downes, Evidence, 17 March 2005, p51

<sup>171</sup> Professor Lovat, Evidence, 27 April 2005, p21

<sup>172</sup> Submission 35, p3

The major problem is finding places ... how we get into the profession that kind of sense of professionalism which encompasses a responsibility to work with the newly-emerging people and succession planning ... I must say it does amaze me because by comparison to other professions I think teaching does far worse.<sup>173</sup>

### ***Structure of the Practicum***

- 4.100** The Committee heard that there is a wide and sometimes random variety of practicum programs, associated with the ability of faculty staff to engage and maintain relationships with schools prepared to accept students. In their submission, the English Teachers' Association recommended 'more uniform practices across universities with regard to the number of practicums undertaken by students and their length.'<sup>174</sup> The Association was also critical of the participation of university supervisors whose role is to liaise with the supervising teacher and the student in the practicum program, saying that university supervisors made infrequent visits to schools and did not adequately support student teachers over the duration of their placement.<sup>175</sup>
- 4.101** Currently, different universities offer different practicum options. Some witnesses suggested to the Committee that the best model of the practicum element was a long-term model which placed students in schools for one day a week over the entire year, rather than a block period of three or four weeks, provided over semesters one and two. Proponents of this model argued that it allowed the university faculty and the student to develop a long-term relationship with the school and a sense of commitment to the wider school community that did not flow from shorter term placements. The Department also mentioned that developing this kind of relationship may result in an offer of employment once the student had graduated. In light of this, developing this relationship was particularly important in hard to staff schools.<sup>176</sup>
- 4.102** Associate Professor Ferry outlined a unique program operating from Wollongong University called Knowledge Building Community, in which students spent two days a week attached to a school and another two days a week at university. Although this program had only a small intake of students, 30 per year, Associate Professor Ferry believed that the stronger practical element, combined with a strong professional association with an individual school, meant the program had been very successful.<sup>177</sup>
- 4.103** In contrast to this view, Dr Ramsey highlighted in *Quality Matters* the benefits to students of a variety of placements during their practicum experience, as 'an important base upon which first employment and induction can rest.'<sup>178</sup> It is possible that a model that places a student with one school over an extended period would provide limited opportunities for students to participate in a variety of placements.

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<sup>173</sup> Professor Gonczi, Evidence, 17 March 2005, p52

<sup>174</sup> Submission 14, English Teachers' Association of NSW, p8

<sup>175</sup> Submission 14, p8

<sup>176</sup> Submission 33, p23

<sup>177</sup> Associate Professor Ferry, Evidence, 8 April 2005, p31

<sup>178</sup> Ramsey G, *Quality Matters, Revitalising Teaching: Critical times, critical choices*, pp108-109



- 4.104** Some witnesses told the Committee that an important way of improving the quality of graduates beginning to teach in schools was to extend the practicum element of their studies. Professor Dinham cited the tension between funding and the provision of more time for the practicum:

We have to pay teachers to supervise practicum. It is about \$21 a day in New South Wales. It does not sound like much money. You send out 1,000 teachers for four weeks, with all the on costs it is over half a million dollars. We would love to send them out for more days but paying for that is problematic ... The thing with this is time and money. Yes, I think we are all operating pretty much on the minimum number of days the employers will accept. That would be the number one thing that I would be advocating: more time for professional experience.<sup>179</sup>

- 4.105** In Victoria, the report in February 2005 by the Education and Training Committee recommended that the Victorian Institute of Teaching require that the practicum be extended to a minimum of 130 days for an undergraduate course and 80 days for post-graduate students. Further, the Education and Training Committee recommended that a national standard regarding a minimum number of days spent on practical experience be pursued.<sup>180</sup> The Committee supports the development of a national standard for the practicum.

*The Committee's view*

- 4.106** The Committee believes that an effective practicum element is essential to pre-service teacher training. However, it is not clear to the Committee if simply extending the practicum will sufficiently improve outcomes for graduates. The Committee notes the comments of the university representatives that highlight the difficulties they face in accessing an adequate number of placements, let alone assuring themselves of the quality of the teacher supervising the student. Payment to the supervising teachers does not appear to be providing sufficient incentive to encourage teachers to participate in practicums and payment levels should be reviewed.
- 4.107** The Committee believes that the Institute may have a role in encouraging teachers to participate in the program; particularly those teachers who wish to advance their careers through professional contribution. The Committee believes that the Institute will have an opportunity to address the current problems associated with the practicum elements as it continues to develop the standards of professional development.

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**Recommendation 8**

That the NSW Institute of Teachers incorporate practicum supervision into the standards as a key criterion for achieving professional accomplishment and professional leadership levels.

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<sup>179</sup> Professor Dinham, Evidence, 16 March 2005, pp51-52

<sup>180</sup> Victorian Parliament, Education and Training Committee, Report No 115, *Step In, Step Up, Step Out: Report on the Inquiry into Suitability of Pre-Service Teacher Training in Victoria*, February 2005, p167

### **Role of the Institute in endorsing pre-service teacher training courses**

- 4.108** The Institute is responsible for endorsing those pre-service teacher training courses that reliably produce graduates who meet the graduate standards, as outlined in the Framework. The Institute outlined in their submission that the only current processes for reviewing pre-service teacher training were subject content endorsement processes conducted by the TQAP, for the Department.<sup>181</sup> These processes do not assess the capacity of the courses to produce effective graduate teachers. The Institute argues that its endorsement processes will ‘provide a mechanism whereby the teaching profession can have meaningful involvement in the development and review of [teacher education] courses.’<sup>182</sup>
- 4.109** The Institute will rely on advice from the Quality Teaching Council and its subcommittees to make determinations about the endorsement of providers. Although this function has not yet commenced, this role will be a key one if the Institute is to overcome what it termed ‘disquiet’ amongst current teachers about the quality of new graduates entering the profession.<sup>183</sup>
- 4.110** The Federation considered this aspect of the Institute’s role very important for the profession because it would enhance consistency in the provision of pre-service teacher training courses across universities in New South Wales.<sup>184</sup> The Federation hoped that the standards would help provide a clear link between the reality of the classroom and the information and training provided at university.<sup>185</sup>

### ***Teacher Qualifications Advisory Panel***

- 4.111** The existing process for determining the minimum subject content knowledge requirements for the employment of teachers is through the TQAP. The outcome of the TQAP process is a system for classifying teachers according to specific teaching roles in schools, for example to determine the minimum subject content requirements of the qualification of secondary English teachers.<sup>186</sup>
- 4.112** In correspondence, the Department advised the Committee that the function of the TQAP is to ‘provide advice to the Director General of Education and Training on teacher qualification policy issues with respect to teaching in NSW government schools.’<sup>187</sup> Further, the Department explained that ‘a significant aspect of this role is to consider for employment purposes in NSW government schools those teacher education courses submitted to it by universities.’<sup>188</sup>

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<sup>181</sup> Submission 58, p19

<sup>182</sup> Submission 58, p19

<sup>183</sup> Submission 58, p7

<sup>184</sup> Ms Leete, Evidence, 16 March 2005, p36

<sup>185</sup> Submission 54, p19

<sup>186</sup> Submission 58, p19

<sup>187</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p16

<sup>188</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p16

- 4.113** This function will largely be subsumed when the Institute commences its endorsement of pre-service teacher training courses in 2006. The Department informed the Committee that TQAP will discontinue its role in the evaluation of teacher education programs but that there may still be some need for a mechanism whereby the Department can ensure that graduates in particular subject areas are qualified to teach in NSW government schools. The Department is conscious of the need to ensure that processes for course endorsement are not duplicated and explained that it would be working closely with the Institute to ensure a smooth transition.<sup>189</sup>

### **National endorsement of pre-service teacher training**

- 4.114** In reference to a number of different aspects of the Institute's function, some witnesses told the Committee that a national system would be their preferred option and this issue was highlighted in regard to the endorsement of pre-service teacher training. Witnesses argued that devising and implementing standards to endorse pre-service teacher training providers at a state level created an unnecessary level of complexity within the system.
- 4.115** Professor Lee Dow, from his perspective as former Chair of the Federal Committee for the Review of Teaching and Teacher Education and former Vice Chancellor at the University of Melbourne, explained that the tensions between national and state responsibilities were not uncommon in Australia, and particularly in the field of education.

I think that picking your way between the needs of individual schools and communities and State requirements and this national overlay is one of the real issues of this moment ...<sup>190</sup>

- 4.116** As noted previously, this complexity represents a real challenge for all stakeholders. The universities in particular find themselves in an awkward position as bodies with their own academic agenda, attempting to respond to the needs of a primary employer, and encumbered with funding restrictions on the provision of those courses.
- 4.117** It is not surprising that representatives of the universities believed that a single national system of standards will provide the simplest, most comprehensive system. Representatives of the Australian Council of Deans of Education were particularly strong advocates of a national system of standards by which to endorse pre-service teacher training courses. They believed a national system would provide a better measure of the different university courses and also improve the ability of teachers to move between the states:

It seems silly to us to have institutes in every State, each of which determine their own standards and so on; it is not going to be in the interests of mobility and certainly not in our interests, I think, as universities. That would be my view about that. I think the institute in developing, for example, a professional development policy for teachers, has a very valuable role, and that is something the department has not really managed to do, that is, to have compulsory continuing professional education. We think that that is fundamentally important.<sup>191</sup>

<sup>189</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p16

<sup>190</sup> Professor Lee Dow, Evidence, 17 March 2005, p56

<sup>191</sup> Professor Gonczi, Evidence, 17 March 2005, p53

- 4.118** Similarly Dr Ramsey, in his capacity as Chair of National Institute for Quality Teaching and School Leadership (NIQTSL), told the Committee that he believed that while a state system was important to accredit teachers to teach within that state, a national system of standards or endorsement was desirable, to ensure that all beginning teachers in Australia entered the profession with a similar level of qualification and ability:

You have to provide in Australia a national recognition of the courses that you offer here are acceptable right across the country and that they are acceptable internationally. If you take the Catholic University, it offers courses in Queensland, New South Wales and Victoria and it would not particularly want to go through three different processes of accreditation to deal with that and so what we would like to do is to provide a national accreditation of teacher education courses that meet your requirements as a State and meet national requirements ...<sup>192</sup>

- 4.119** Associate Professor Ferry also expressed concern that the standards match up across the states:

The thing that we would like to see happen is that the standards that we have in New South Wales and the approach we have be meshed with what is happening nationally so that we do not end up with two conflicting accreditation type standards. It would be great to be able to say that a beginning teacher in New South Wales is equal to a beginning teacher in West Australia, South Australia or somewhere else, and the same with people with different levels of competency.<sup>193</sup>

- 4.120** Professor Dinham explained that while the endorsement of university courses was not a new phenomenon, the Institute should take care not to ‘over-standardise’ the requirements they would measure the pre-service teacher education courses by, as the over-regulation of course content could discourage innovation:

Providing it is not too intrusive, too inflexible and too bureaucratic, there are not likely to be problems. But there is danger in all those things. That, in itself, is not a problem. I think you can over-centralise and over-standardise. And you can discourage innovation. We do not want that. We want universities to have innovative approaches to putting teachers into schools and all the rest of it.<sup>194</sup>

- 4.121** The role of the NIQTSL was announced by the Federal Minister for Education, Science and Training in July 2003 and commenced in June 2004 as an ‘independent body with funding from the Australian Government to support and advance the effectiveness and standing of the teaching profession.’<sup>195</sup> As outlined in the previous chapter, the national institute has four primary functions, including the development of national professional standards and accreditation for the teaching profession.

- 4.122** A number of national protocols have been introduced in NSW to ensure state policy is more closely aligned with national standards. For example, the *Higher Education Act 2001* is an instrument which provides guidelines for assessing teacher education providers in NSW in

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<sup>192</sup> Dr Ramsey, Evidence, 8 April 2005, p11

<sup>193</sup> Associate Professor Ferry, Evidence, 8 April 2005, p40

<sup>194</sup> Professor Dinham, Evidence, 16 March 2005, p54

<sup>195</sup> <http://www.niqtsl.edu.au/home/AboutUs/aboutpercent20us.html> (accessed 25 July 2005)

terms of their ability to deliver appropriate higher education services in line with national protocols for higher education approval processes.<sup>196</sup>

- 4.123** Dr Jim McMorrow explained to the Committee that while the Institute had taken the position that a national Framework was required for ‘consistency and collaboration’, because education was regulated at a state level it was important that the states also have their own standards and accreditation processes. Dr McMorrow argued that a measure of teacher quality, such as the endorsement of courses which produce graduate teachers, should not be unrelated to curriculum and assessment processes and as these were currently state prerogatives, it was important to have a professional body at a state level to reflect those responsibilities.

... it would be a mistake, I think, to separate recognition of teaching quality from the processes and criteria that are used for curriculum and assessment and credentialing ... We may, or may not, have national curriculum one day but we haven’t got it now and I think that curriculum in teaching and assessment is vital to preserve.<sup>197</sup>

- 4.124** Mr Cappie-Wood also believed a state process was essential to the effective management of the education system in New South Wales:

At the end of the day state level accreditation is fundamental because there is such a linkage through to the ongoing professional development of recruitment and retention of teachers. That is why it can never be really a national process. It is a very close relationship obviously with the employers and the other areas where we want to make sure that we can support that in the way we shape and manage our business.<sup>198</sup>

- 4.125** The Committee understands the universities’ reluctance to have their courses endorsed at both state and national level, potentially by at least two different sets of criteria. The Committee believes that a more cohesive national system of education is important and the development of the National Framework is a significant step toward improved consistency between the states. However the Committee notes Dr McMorrow’s point, that a system that regulates curriculum content and assessment must also have some input into pre-service teacher training. The Committee believes that the Institute has an important role to play in this regard.

<sup>196</sup> Submission 58, p20

<sup>197</sup> Dr Jim McMorrow, Chair, NSW Institute of Teachers, Evidence, 8 April 2005, p55

<sup>198</sup> Mr Cappie-Wood, Evidence, 16 March 2005, p26



## Chapter 5 Attracting quality teachers to government schools

The terms of reference of this Inquiry specifically require the Committee to investigate the best means of attracting quality teachers to NSW public schools. As outlined in the previous chapter, the Department's staffing needs are not being fully addressed at the university intake level. The previous chapter also canvassed Departmental initiatives aimed at attracting more people to study teaching at university.

This chapter looks at the range of initiatives introduced by the Department to attract quality graduates and teachers to New South Wales government schools, especially in areas of current or predicted shortages. Areas of need identified include male and Indigenous teachers, the subject areas of mathematics, science and technology and applied studies, hard to staff schools and a projected shortage overall due to the age distribution of the current workforce. In addition, the recruitment of overseas-trained teachers and the use of non-teaching staff to enhance and complement the current pool of teachers are considered.

### Department initiatives and programs

- 5.1 Currently, a teacher wishing to gain employment with the Department makes an application, followed by a 'personal suitability' interview.<sup>199</sup> The standard minimum requirement for a teacher seeking employment with the Department is graduation from a pre-service teacher training course recognised by the Department. If the applicant is successful, the Department awards the teacher an Approval to Teach (in NSW) qualification. The teacher nominates the schools or regions in which they are prepared to work and is given a priority date which determines their placement on a waiting list for the schools or districts of their choice. The teacher must then await a vacancy in the area in which they have nominated. Exceptions to this process include the targeted recruitment programs, scholarship holders, the Aboriginal or Torres Strait Islander Employment program and the Permanent Employment Program for casual teachers.
- 5.2 Departmental initiatives designed to attract more quality teachers to government schools include:
- scholarships
  - the graduate recruitment program
  - promoting the public sector as a preferred place of employment.

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<sup>199</sup> [https://www.det.nsw.edu.au/employment/teachnsw/applyto\\_teach.htm](https://www.det.nsw.edu.au/employment/teachnsw/applyto_teach.htm) (accessed 6 February 2005)

### Scholarships

- 5.3** As noted in the previous chapter, the Department provides a large number of scholarships with the intention of encouraging prospective teachers into employment with the Department after completion of their pre-service teacher training.
- 5.4** Of the 555 scholarship recipients to date, 171 graduates have been appointed to schools.<sup>200</sup> These appointments reflect the numbers of shorter scholarship holders. The four year scholarship holders, who make up almost half of the scholarships, are yet to complete their course.<sup>201</sup>
- 5.5** The Department explained that while the Teacher Education Scholarship Program has not been in place for long, it believes that the program is 'proving effective in ensuring teacher supply in secondary shortfall areas and the more difficult to staff locations in western and southwestern Sydney and non-coastal rural NSW.'<sup>202</sup> With the low numbers of graduates so far employed, it is difficult for the Committee to gauge whether this program is effectively addressing the Department's needs. When the large cohort of recipients of the 2002 four year scholarships graduate in 2006, the Committee believes the Department will be in a better position to assess the efficacy of the scholarship program.

### Graduate Recruitment Program

- 5.6** In 2002 the Department implemented the Graduate Recruitment Program, aimed at attracting high quality teacher education students in their final year of study.<sup>203</sup> Successful applicants are guaranteed permanent placement in a government school, thereby circumventing the normal appointment process.
- 5.7** According to the Department's submission over 95% of final year education students have applied to this program, and from those applicants up to 1,000 graduates each year are appointed to positions within NSW schools. Successful appointment is based on a combination of academic results, professional experience reports and an interview with senior departmental officers and practising teachers.<sup>204</sup>
- 5.8** Each year, the Department and non-government schools seek to recruit students in their final year of study. Evidence presented to the Inquiry indicated that in previous years, by delaying its campaign until late in the academic year, the Department had potentially missed the opportunity to recruit the highest achieving students, or those graduating with qualifications in areas of identified shortage, because the non-government schools had already made offers to

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<sup>200</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 5, p5

<sup>201</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 5, p5

<sup>202</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p18

<sup>203</sup> Submission 33, NSW Department of Education and Training, p21

<sup>204</sup> Submission 33, p30



those students. The need for the Department to be more competitive with non-government schools was raised a number of times.<sup>205</sup>

**5.9** In 2005, having reviewed this aspect of its recruitment program, the Department brought forward the promotional campaign and interview process.<sup>206</sup> The Department explained it would conduct interviews between July and August for those graduates completing their four year Bachelor degree or Master of Teaching, and those completing a Graduate Diploma in Education would be interviewed in September.<sup>207</sup>

**5.10** Mr Mark Howie, a member of the Professional Teachers' Council, acknowledged the improvements the Department had made concerning its recruitment and interview process, but highlighted the need for the Department to expedite the offer of appointment to graduates:

I saw so many students go for their department interview but not get an offer until they had already got three offers from private schools. Those people are wavering between, but economic necessity may be forcing them to take the private school job. They will go, but others may have the luxury of being able to wait a bit longer and they will hang on. I think it is something to do with the efficiency of that process that might be looked at. Moving the interviews to earlier in the year has not solved it ... that has not solved the problem if the offers are not coming out earlier, because that is what they are waiting for.<sup>208</sup>

**5.11** Mr Howie also noted that although a targeted graduate may be guaranteed a permanent position with the Department upon completion of their studies, in some instances the offer of appointment to a particular school was made very late in the employment process. In his view there was little incentive for a graduate to wait until the Department was able to confirm its offer of appointment to a government school, particularly one in a desirable area for the graduate:

... someone could be told that they are targeted but they are hanging on until the week before school starts to be told where they are going ... Some people are not willing to take that risk when there is a private school down the road, which will give them a job. Again, there is a level of uncertainty even within the guarantee that is enough to make some people opt out of the public system.<sup>209</sup>

**5.12** The Committee is concerned that the potential of the Graduate Recruitment Program is not being fully realised and encourages the Department to ensure that there are no inefficiencies in its own processes which result in students accepting offers from non-government schools, rather than the Department. The Committee believes it is important that the Department conduct a thorough evaluation of the efficacy of the Graduate Recruitment Program, to

<sup>205</sup> For example, Ms Vicki Brewer, Member, NSW Secondary Principals' Council, Evidence, 17 March 2005, p65

<sup>206</sup> Ms Trish Kelly, General Manager, Human Resources, NSW Department of Education and Training, Evidence, 16 March 2005, p16

<sup>207</sup> Tabled Document, NSW Department of Education and Training brochure for 2006 Graduate Recruitment Program, *Career Options*

<sup>208</sup> Mr Mark Howie, Member, NSW Professional Teachers' Council, Public Forum, 27 April 2005, p4

<sup>209</sup> Mr Howie, Public Forum, 27 April 2005, p5

ensure the program produces effective teachers, committed to government schools in NSW. In line with the NSW Teachers Federation's recommendation, the Committee believes the Department should conduct a 'longitudinal study of the Graduate Recruitment Program ... to determine how successful it has been in recruiting teachers who prove to be quality teachers who are committed to public education in the long-term.'<sup>210</sup>

- 5.13** The Committee believes the Department would benefit from a thorough evaluation of the Graduate Recruitment Program.
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### **Recommendation 9**

That the Department of Education and Training:

- conduct and make public an evaluation of the Graduate Recruitment Program within 12 months of this report, focussing on how successful the Program has been in recruiting quality teachers
  - conduct and make public a long-term evaluation that considers the success of the Graduate Recruitment Program in recruiting quality teachers and retaining these teachers within the public education domain.
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### *Casual employment*

- 5.14** Responding to the demand for casual teachers, the Department has extended the Graduate Recruitment Program to offer interim casual approval to teach to successful graduates after the completion of the 'final professional experience' component of the training. Under the 2005 Graduate Recruitment Program, the first trial of this initiative, of 4,500 applications to the Graduate Recruitment Program generally, 2,813 'casual approvals' were granted. Of this number, 1,733 graduates undertook casual work in NSW government schools during the final term of 2004.<sup>211</sup>
- 5.15** Ms Trish Kelly, General Manager, Human Resources at the Department, noted that apart from producing more casual teachers to draw upon in NSW government schools, this initiative also gave graduates experience with the public school system, an opportunity 'to develop a bond, to look at working in public education and to be remunerated for it.'<sup>212</sup> The Department notes in its submission that 'this initiative has proved to be very popular with teachers, schools and universities.'<sup>213</sup>
- 5.16** The Committee notes the Institute's conditional accreditation of new scheme teachers (outlined at Appendix 3) to allow the employment of a teacher who does not meet the full

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<sup>210</sup> Submission 54, NSW Teachers Federation, p34

<sup>211</sup> Submission 33, p31

<sup>212</sup> Ms Kelly, Evidence, 16 March 2005, p16

<sup>213</sup> Submission 33, p31

Graduate Teacher standard but ‘has completed a substantial part of an approved course.’<sup>214</sup> Under the Act, Graduate Teacher status must be achieved within a four year period for all teachers who are conditionally accredited.<sup>215</sup>

## The public sector as an attractive place to work

- 5.17** The Department’s submission outlines the employment arrangements that are available to teachers in the public system. The Department believes that the provision of high starting salaries, salary packaging, generous leave entitlements and a wide range of professional development opportunities should not only attract people to the teaching profession, but promote the Department as a preferred employer within the profession.<sup>216</sup>

### *Salary*

- 5.18** As outlined in chapter 2, the starting salaries for teachers in New South Wales schools are the highest in Australia. Similarly, the maximum salary for a classroom teacher is above that of all other states. Offering better-remunerated positions to teachers is obviously to the Department’s advantage. High salaries are likely to attract the best graduates from both New South Wales and interstate, expanding the pool of teachers who may apply for employment in New South Wales government schools.

- 5.19** The Department also provides salary packaging options, through which teachers may arrange to have their salary tailored toward purchasing a car or a laptop, or redirected toward superannuation.<sup>217</sup>

### *Leave*

- 5.20** The Department offers four weeks annual leave to its teachers, along with specific leave provisions such as maternity leave, personal carer’s leave, study leave and long service leave.<sup>218</sup> Although not regarded as formal leave time, teachers do not have to attend school during school holidays, in recognition of the preparation and marking time teachers spend outside normal school hours.

### *Professional Development*

- 5.21** The Department highlighted the range of training and development opportunities provided to teachers in the public school system. These include teacher exchanges, leadership and management courses and courses accredited by universities.<sup>219</sup> Teachers are also offered the opportunity to retrain in subject areas in which there is a shortage. In its submission, the

<sup>214</sup> *Institute of Teachers Act*, cl 31 (3)(b)

<sup>215</sup> Submission 54, p15

<sup>216</sup> Submission 33, p16

<sup>217</sup> Submission 33, p17

<sup>218</sup> Submission 33, p18

<sup>219</sup> Submission 33, p19

Department noted that the government has ‘significantly enhanced school based teacher professional learning by providing an additional \$36 million per year directly to schools.’<sup>220</sup>

- 5.22** The Committee believes that the opportunity for ongoing professional development is an increasingly important aspect for the teaching profession. Ongoing professional development is critical to the maintenance of an effective, quality profession and is discussed in more detail in chapter 6. The introduction of the NSW Institute of Teachers Framework of Professional Standards (the Framework) will mean that, for teachers wishing to gain higher accreditation status, professional development will become a necessity, rather than a privilege for those teachers able to invest their own time and resources.

## Targeting shortages

As outlined previously, major teacher shortages have been identified or predicted in the following areas:

- a number of secondary subject areas
- male and Indigenous teachers.

- 5.23** The most widely recognised areas of shortage are in the secondary school subjects of mathematics, science and technology and applied studies. The shortage of teachers in these three subject areas is a national problem.<sup>221</sup> Ms Kelly (General Manager, Human Resources, the Department) told the Committee:

The three areas that are of concern to us and are of concern Australia-wide and internationally are maths, science and technology. So, because we know through the supply of graduates coming out of universities and people who are on our list seeking employment in those areas are not going to be sufficient to meet our needs, we have implemented a number of targeted strategies in those areas to supplement the other sources of supply we have. They are things like the scholarships where we target maths, science and technology and we also target English.<sup>222</sup>

- 5.24** In its 2003 report the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) highlighted the shortages of teachers in government schools by subject area over each of the states and territories. The report defined New South Wales as having an ‘acute’ shortage of mathematics teachers (acute was defined as a ‘broad recruitment deficit’).<sup>223</sup> There were also ‘moderate’ (unable to meet demand in some locations) deficits in science, technology and special education. Minor shortages existed in English, languages other than English and studies of the society and the environment.<sup>224</sup>

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<sup>220</sup> Submission 33, p19

<sup>221</sup> Committee for the Review of Teaching and Teacher Education, 2003, *Australia’s Teachers: Australia’s Future Advancing innovation, science, technology and maths*, Main Report, p80

<sup>222</sup> Ms Kelly, Evidence, 16 March 2005, p8

<sup>223</sup> Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA), *Demand and Supply of Primary and Secondary School Teachers in Australia*, 2003, p21

<sup>224</sup> MCEETYA, *Demand and Supply of Primary and Secondary Teachers in Australia*, p21

**5.25** As mentioned above, this picture is not very different from that of other states. Only Victoria and Tasmania record no instances of teacher shortages, but still count slowly declining numbers of teachers generally.<sup>225</sup>

**5.26** The NSW Teachers Federation (the Federation) advised the Committee they were aware of the shortages in certain subject areas, and that they believed those shortages were likely to get worse in the near future, describing the problem as ‘serious’:

We are very much aware of the difficulties that exist in encouraging teachers, probably mainly in mathematics, science and information technology but also in some of the more traditional areas such as English, even languages and dance which is a growing subject at the higher school certificate level and in particular parts of the State where there already exists some very serious problems in relation to teacher supply.<sup>226</sup>

### **Teaching outside area of qualification**

**5.27** Notwithstanding the evidence presented by the Department that there is an overall adequate number of teachers employed by the Department, it was suggested to the Committee that some teachers are employed to teach subjects outside their area of qualification or expertise in order to fill areas of shortage. According to the Federation this obscures the statistics, and shortages in some subject areas may be more critical than current data shows:

... they may have a teacher, but if you then dig a little deeper and you check out whether the teacher's qualification and training is actually consistent with the subject area that is being taught, or you might find that, yes, that particular science class at Walgett High School, for example, has had a teacher all year but, in fact, it has had 14 different teachers. Then you count how many of those 14 actually have the qualifications.<sup>227</sup>

**5.28** The Committee notes the finding of the Committee for the Review of Teaching and Teacher Education that ‘deep understanding of content is strongly related to good student learning outcomes.’<sup>228</sup> The Committee recognises the possibly detrimental consequences to students of teachers teaching without the appropriate subject qualification, however from the weight of the evidence before the Committee, we are not able to determine the extent to which such a situation has arisen in New South Wales government schools.

**5.29** The Committee strongly encourages the Department to ensure that all teachers are adequately qualified to teach the subject they are employed to teach and are not placed in a situation which may compromise student learning outcomes for the sake of filling a teaching position in an area of shortage.

**5.30** Witnesses to the Inquiry have made a number of suggestions to redress these shortages. They relate to:

<sup>225</sup> MCEETYA, *Demand and Supply of Primary and Secondary Teachers in Australia*, p21

<sup>226</sup> Ms Jennifer Leete, Deputy President, NSW Teachers Federation, Evidence, 16 March 2005, p29

<sup>227</sup> Ms Leete, Evidence, 16 March 2005, p29

<sup>228</sup> Committee for the Review of Teaching and Teacher Education, Interim Report, *Attracting and Retaining Teachers of Science, Technology and Mathematics*, February 2003, p25

- scholarships
- subject specialisation
- male teachers
- Indigenous teachers.

### Scholarships

- 5.31** The Department has developed a number of strategies to improve the numbers of quality teachers in particular subject areas. These include scholarship programs which offer scholarships to high achieving graduates in mathematics and science; sponsorship programs for teachers to retrain as physics teachers and the Accelerated Teacher Training Program for people interested in making a career change to teach in the areas of mathematics, physics and technology and applied studies.<sup>229</sup>
- 5.32** The scholarships offered by the Department include scholarships for students prepared to teach in subject areas of shortage.<sup>230</sup> The scholarship program provides experienced teachers with the opportunity to vary their careers, as well as ensuring there is a supply of teachers qualified in subject areas where they are needed. The requirement of these programs to teach anywhere in the state means these teachers are allocated to the schools that need them most.
- 5.33** In 2002, the Department implemented the Physics Retraining Program, to address the shortage of secondary physics teachers in NSW government schools.<sup>231</sup> The program assists teachers to complete the Graduate Certificate of Physics, delivered via correspondence from the University of Canberra. An independent evaluation of the program in 2002-2003 indicated that the program had enabled 70 teachers to retrain as physics teachers and had 'enabled schools to enhance their curriculum by offering physics to senior students.'<sup>232</sup>
- 5.34** Despite this positive evaluation, the Federation told the Committee that it had concerns regarding the amount of information condensed into the relatively short Graduate Diploma and Certificate courses. The Federation believed that the overly intensive nature of the courses were a considerable challenge for teachers retraining to teach this information to secondary students.<sup>233</sup>
- 5.35** The Committee believes the Department, in consultation with universities, should consider offering the retraining program under a more flexible arrangement, for example as part-time study, to better accommodate teachers' other commitments.

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<sup>229</sup> Submission 33, p20

<sup>230</sup> See chapter 4 for more detail on scholarships.

<sup>231</sup> Submission 33, p20

<sup>232</sup> Submission 33, p20

<sup>233</sup> Submission 54, p32

### Subject specialisation at a primary level

- 5.36** Witnesses advised the Committee that a lack of interest in mathematics and science while at school impacted on people choosing to study these subjects at university and subsequently teach them. For example, Professor Stephen Dinham of the University of Wollongong told the Committee that an interest in science and mathematics began in primary school, and that one of the factors directing students away from science and mathematics was a lack of confidence in those subjects from their teachers:

The problem with that group of subjects starts in primary school. In many cases primary school teachers do not have the confidence to teach those subjects because they have to teach across the board. When students get into high school, again in many cases, they are not getting challenged and interested by science. By the time you get to university, the universities are finding it very difficult to fill first-year science courses, to the extent that some universities have done away with specialist first-year science and gone to more generic or generalised science courses.

So, if you are looking at shortages in maths, science and technology, partly it is the teaching early on and partly it is the attractiveness of those subjects, those disciplines, and also the salaries people can get in other areas, especially technology areas. People who have the sorts of science and maths capabilities are not applying those in mathematics per se, but applying those in things like finance or business. Those same sorts of attributes are obviously fairly transferable to those areas and there has been a great boom in those areas, business degrees and so on, going back to the 1980s. So I think one of the keys is turning people on to those areas in the primary schools.<sup>234</sup>

- 5.37** One suggestion for increasing interest in teaching these subjects was to allow teachers to specialise at primary level. Professor Dinham suggested that allowing this would encourage confidence and enthusiasm for subject areas such as science and mathematics.<sup>235</sup> Ms Kerry Knox from the NSW Primary Principals' Association also supported this suggestion and believed that specialisation in these areas would encourage greater numbers of men to primary teaching, as science and mathematics were the secondary subjects which employed the majority of male teachers.<sup>236</sup>
- 5.38** The Committee again highlights the role of the NSW Institute of Teachers (the Institute) in providing specific standards of accreditation for primary teaching, which could facilitate the implementation of a Bachelor of Education with a primary education science or mathematics emphasis and the appropriate employment of those graduates within the profession.

<sup>234</sup> Professor Stephen Dinham, Faculty of Education, University of Wollongong, Evidence, 16 March 2005, p44

<sup>235</sup> Professor Dinham, Evidence, 16 March 2005, p44

<sup>236</sup> Ms Kerry Knox, Vice President, NSW Primary Principals' Association, Evidence, 16 March 2005, p59

**Male teachers**

- 5.39** Men make up only 32.6% of the full time equivalent teaching workforce in government schools. While in secondary schools men represent almost half of the teaching cohort, in primary schools the numbers of male teachers is just above 20%.<sup>237</sup>
- 5.40** Evidence to the Committee suggested a number of reasons for this imbalance, including perceptions that teaching was not a male profession and that child protection legislation was deterring some men from entering the profession. Generally, witnesses considered that the low numbers of male teachers is of concern.
- 5.41** Dr Paul Brock, Director of Learning and Development Research with the Department, considered that the primary reason for the low number of males was cultural – that many men did not see teaching as a male profession. In support of this argument Dr Brock noted that the Catholic Education Office, which had offered 12 scholarships solely for male applicants in an effort to attract more men into the profession, was only able to fill six of the scholarship positions.<sup>238</sup> Dr Brock told the Committee:
- You can do everything in your power to increase the male-female ratio but you are dealing with cultural issues, the way in which the profession has been perceived, particularly as a primary school teacher. I think there is a cultural thing here and it is very hard ... Unless you have cultural police you cannot go around bashing people on the head.<sup>239</sup>
- 5.42** Associate Professor Brian Ferry, President of the NSW branch of the Australian College of Educators, also noted that there was a perception within the wider community that teaching, particularly primary school teaching is ‘a woman’s role ... it is reinforced in the community by saying it is a 9 to 5 job, you have got a lot of holidays and can look after your children and still have a career.’<sup>240</sup> Associate Professor Ferry also suggested that the perception that teaching is a profession dominated by women created a self-perpetuating cycle. As young men do not see male teachers at their schools, they are less likely to become teachers.<sup>241</sup>
- 5.43** Some witnesses suggested that the *Child Protection Legislation Amendment Act 2003*, while a necessary safeguard for the protection of children, was impacting on the recruitment of men to teaching as they were fearful of prosecution under this Act.<sup>242</sup>
- 5.44** In relation to this concern, the NSW Parents & Citizens’ Federation noted that although child protection legislation may have had an impact on the numbers of male teachers entering the

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<sup>237</sup> Submission 33, p11

<sup>238</sup> Dr Paul Brock, Director, Learning and Development Research, NSW Department of Education and Training, Evidence, 16 March 2005, p24

<sup>239</sup> Dr Brock, Evidence, 16 March 2005, p24

<sup>240</sup> Associate Professor Brian Ferry, President, NSW Branch, Australian College of Educators, Evidence, 8 April 2005, p35

<sup>241</sup> Associate Professor Ferry, Evidence, 8 April 2005, p35

<sup>242</sup> Ms Knox, Evidence, 16 March 2005, p57



profession, as parents their primary concern is that their children are adequately protected from harm.<sup>243</sup>

**5.45** The Committee notes the concerns of some witnesses that child protection legislation is having an adverse affect on the numbers of men in the profession. However, from the evidence received, the Committee is not able to ascertain the extent of this problem. The Committee notes historical data that demonstrates the decreasing numbers of male teachers proportionate to female teachers from as early as the 1920s, at which point only 44% of primary teachers were men.<sup>244</sup>

**5.46** Furthermore, the Committee believes that the fundamental need to ensure children are protected from harm is a priority and outweighs concerns about the number of male teachers at this stage.

**5.47** Many participants discussed the idea of making teaching more attractive to males by lowering the University Admission Index score for men. Associate Professor Ferry told the Committee that trying to target male students in this manner was not necessarily going to be beneficial to schools, because the quality of a teacher was more important than gender.<sup>245</sup> This position was held by a number of witnesses who believe that the high University Admissions Index score that teaching currently attracts is an important way of recognising the special skills and abilities required by the teaching profession. Ms Knox emphasised this point:

We would be extremely critical if one of the incentives to attract more males into our profession was to lower standards.<sup>246</sup>

**5.48** The Federation agreed that, while more male teachers would be a ‘good thing’, an increase was not so important that it should come at the expense of a quality female teacher:

We would generally take the view, since the world is made up of both men and women, it would be a jolly good thing for children to be taught by both men and women, but we would have to say our clear priority is to ensure, first, that all of our public schools are staffed and, secondly, that all of our public schools are staffed with the best quality teachers that we can have.<sup>247</sup>

**5.49** Ms Gillian Calvert, Commissioner of the Commission for Children and Young People, told the Committee that while the imbalance in favour of women meant the school teaching environment might not be ‘reflective of broader society’, according to the Commission’s research:

<sup>243</sup> Mr David Hope, Vice President, NSW Parents and Citizens’ Federation, Evidence, 17 March 2005, p11

<sup>244</sup> Department of School Education Library, Management Information Services Directorate, NSW Department of School Education, 1993, Government Schools of NSW 1848 to 1993, Southwood Press, Appendix 5, pp226-227

<sup>245</sup> Associate Professor Ferry, Evidence, 8 April 2005, p35

<sup>246</sup> Ms Knox, Evidence, 16 March 2005, p60

<sup>247</sup> Ms Leete, Evidence, 16 March 2005, p27

Children and young people, from what they have said, and just as importantly from what they haven't mentioned, agree that the professional and personal qualities of teachers are more important than their gender.<sup>248</sup>

**5.50** Witnesses suggested other strategies the Department might adopt in order to attract more men into the profession. Ms Fran Hinton, Chief Executive Officer of the National Institute for Quality Teaching and School Leadership, suggested that more publicity surrounding the promotional opportunities available would encourage men into the profession. Ms Hinton told the Committee that because of the large numbers of teachers in the 'baby boomer' age bracket, a large group of teachers is projected to retire in the near future, so 'there are actually going to be the most incredible promotional and career prospects in teaching over the next 20 years.'<sup>249</sup>

**5.51** Ms Hinton noted that having more men in the school environment did not necessarily mean they had to be employed as teachers. Ms Hinton told the Committee:

... obviously [the need for more male teachers in schools] is a long term issue to address and so that in the short term that we need, in schools, to be adopting strategies that are readily available and implementable now to have more males in the school environment, they do not have to be teachers. That is one thing I would say that I think can be done without too much difficulty.<sup>250</sup>

**5.52** The Committee believes that increased opportunities for promotion within the teaching profession over the next few years could act as an incentive to many students considering teaching career. If, as suggested to the Committee, the perceived low salaries and lack of promotional opportunity within the profession were acting as a disincentive to men, the Committee believes that advertising the potential for promotion could encourage more male teachers to the profession.

### **Indigenous teachers**

**5.53** The Department currently employs 336 teachers who are Aboriginal or Torres Strait Islander. Compared to a total teaching workforce of 49,439, this number amounts to less than 1%. This figure does not include Aboriginal support workers, for example Aboriginal Education Assistants, of which there are just over 400 positions in NSW government schools.<sup>251</sup>

**5.54** Aboriginal Education Assistants are employed by the Department to assist Indigenous students and help schools develop a working relationship with Aboriginal communities.<sup>252</sup>The

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<sup>248</sup> Submission 25, Commission for Children and Young People, pp9-10

<sup>249</sup> Ms Fran Hinton, Chief Executive Officer, National Institute for Quality Teaching and School Leadership, Australian National University, Evidence, 8 April 2005, p13

<sup>250</sup> Ms Hinton, Evidence, 8 April 2005, p13

<sup>251</sup> From <https://www.det.nsw.edu.au/media/downloads/reviews/aboriginaledu/report/aerch2.pdf> (accessed 12 June 2005)

<sup>252</sup> [https://www.det.nsw.edu.au/media/downloads/reviews/aboriginaledu/report/acr2003\\_04.doc](https://www.det.nsw.edu.au/media/downloads/reviews/aboriginaledu/report/acr2003_04.doc) (accessed 7 June 2005)

employment of Aboriginal people as paraprofessionals to assist Indigenous students has been operating for some time.<sup>253</sup>

- 5.55** As previously noted, Indigenous teachers are in high demand throughout the Australian school system. Dr Arthur Smith, Senior Lecturer from the Koori Centre at the University of Sydney, told the Committee ‘there is no question we need more Aboriginal teachers in New South Wales and throughout Australia.’<sup>254</sup> Associate Professor Ferry also expressed his concern that the shortage of Indigenous teachers is a long-term problem and that barriers exist within the system, primarily within pre-service teacher training, preventing many Indigenous people from training as teachers:

One of the concerns that I have had for a long while has been that we are obviously not getting enough indigenous students through the system and often you do get great people coming through the system who would make great teachers, but the demands of their community often pull them away after they have been at university for a year or so and they fail to graduate because other demands have come upon them, so we need other ways of approaching, other than the traditional ways of operating teacher education courses ... We are tending to say the best way to be an effective teacher in your local community is to draw you out, send you to some rooms in a place called university, study the theory of a whole lot of things in isolation and then go and do a practicum and go back afterwards. To me that is the wrong approach. They need to have those links back.<sup>255</sup>

- 5.56** Professor Toni Downes, Head of the School of Education at the University of Western Sydney (UWS), spoke about the challenges facing Indigenous teachers when they commenced employment. Professor Downes told the Committee that the University of Western Sydney graduates the largest number of Indigenous teachers in New South Wales and that in the experience of her faculty, there was an added pressure for Indigenous teachers:

There are particular issues around retaining our graduates in school positions after they have successfully completed their teacher education. That also relates to some of the complexities of the community and school relationship. Everybody in the school expects them to be an expert on everything in the community, and that is too much for a beginning teacher. Everybody in the community expects them to be an expert on everything in the school, and that is too much for a beginning teacher. It is also a pathway to other public service positions. In the indigenous teacher area there are specific issues that could well be addressed.<sup>256</sup>

<sup>253</sup> Aboriginal Education Assistants work with teachers to facilitate and improve educational outcomes for Aboriginal students by facilitating relationships between Aboriginal students, the school, and their community. There are currently 320 Aboriginal Education Assistants in government schools across New South Wales. Aboriginal Education Assistants work in classrooms, but usually do not have a pre-service teacher training qualification.

From <https://www.det.nsw.edu.au/media/downloads/reviews/aboriginaledu/report/aerch2.pdf> (accessed 12 June 2005)

<sup>254</sup> Dr Arthur Smith, Senior Lecturer, Koori Centre, University of Sydney, Evidence, 8 April 2005, p62

<sup>255</sup> Associate Professor Ferry, Evidence, 8 April 2005, p33

<sup>256</sup> Professor Toni Downes, Professor and Head of School, University of Western Sydney, Evidence, 17 March 2005, p42

**5.57** Dr Smith said he believed the numbers of male Indigenous teachers, while not high, were higher proportionally than the rates of non-Indigenous male teachers.<sup>257</sup>

***Departmental initiatives***

**5.58** The Department has a number of initiatives to attract Indigenous education graduates to NSW government schools. These include:

- the Aboriginal or Torres Strait Islander Employment Program
- a number of pre-service teacher education scholarships specifically dedicated to Indigenous applicants
- a support program to allow Aboriginal Education Assistants to undertake training to further develop their skills.

**5.59** Under section 47(1)(a) of the *Teaching Services Act 2004*, where an appointment to the Teaching Service is to be made and an Aboriginal person is eligible for appointment to the position, the Director General ‘shall give preference to the Aboriginal.’<sup>258</sup>

**5.60** The Aboriginal or Torres Strait Islander Employment Program aims to increase the numbers of Indigenous people teaching in NSW schools. The Department provides up to 50 positions across New South Wales each year for qualified Indigenous teachers. In 2003-04 the Department appointed 37 Indigenous teachers to permanent positions, and increased that number to 58 during the 2004-05 intake period.<sup>259</sup>

**5.61** The program includes a mentoring and support component for newly appointed Aboriginal staff. Trialled in October 2002, the program has recently been revised to provide a two day workshop to Aboriginal staff working in NSW public schools. The workshop, run in March each year, aims to provide an opportunity for Indigenous teaching staff to ‘network, to learn about issues, to raise concerns.’<sup>260</sup>

**5.62** The Committee believes the Aboriginal or Torres Strait Islander Employment Program is an important initiative that has assisted the Department to slowly increase the number of Indigenous teachers appointed to NSW schools over each yearly ‘staffing operation.’<sup>261</sup> The Committee is conscious of the need to improve the numbers of Indigenous teachers in public schools across New South Wales and encourages the Department to ensure it is adequately addressing their needs.

**5.63** Professor Andrew Gonczi, member of the Australian Council of Deans of Education and Dean of Education at the University of Technology, Sydney, told the Committee that his university had developed contacts within Indigenous communities as an important way of promoting the teaching profession to Indigenous students:

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<sup>257</sup> Dr Smith, Evidence, 8 April 2005, p64

<sup>258</sup> *Teaching Services Act 1980*, s47

<sup>259</sup> Submission 33, p21

<sup>260</sup> Ms Kelly, Evidence, 14 June 2005, p3

<sup>261</sup> Submission 33, p21

The reason why we have such a large number in the community education area is that it is a word-of-mouth thing. We found that by having good contacts with indigenous communities throughout Australia, advertising in the right kinds of areas and so on—they are all adult students; the youngest is probably aged 30—there is a very strong word-of-mouth thing in the indigenous communities. I think that helps the cohorts keep going ... One of our staff members is an indigenous older fellow in his sixties who goes around to all the communities throughout Australia, helping them to do their assignments, to keep on track and so on in between the times they are with us. I think that way of doing things is probably why we have had more success than anywhere else ... Without having a cohort of people there already I think it is impossible to start.<sup>262</sup>

- 5.64** Alternatively, Professor Terence Lovat explained to the Committee that reserving places specifically for Indigenous students is a positive way of encouraging more Indigenous students into pre-service teacher training:

My own university has produced more [Aboriginal] medical graduates than any other university in the country and it has done so by reserving some of those precious places—about five a year—for indigenous candidates and not lowering standards but obviously negotiating readiness, if you like, and recognising that some groups in the community are going to need some scaffolding before we have equity in professional terms. I think it is a very good model for teaching.<sup>263</sup>

- 5.65** Appearing with Professor Gonczi, Professor Downes told the Committee that in the experience of the education faculty at UWS, Indigenous students find support from one another and that the bond between a group of Indigenous students studying to be teachers helps larger numbers matriculate:

In terms of progression in our program, we can say most strongly that there is something about the essence of a cohort. If the cohort is cohesive the cohort holds the group together through their teacher education program because it is an Aboriginal teacher education program. When that cohesion is lost and they returned to diverse and disparate communities if there is not then a support structure in place—as I said, there are unrealistic expectations; some of our graduates talk about the fact that on day one they are expected to be perfect whereas if they were non-indigenous they would be called a beginning teacher and allowed to make mistakes; they are under the spotlight and there are the unrealistic expectations of the two communities—they have lost the cohesion that came with being together for five years while they did their training. There are some significant issues.<sup>264</sup>

- 5.66** Associate Professor Ferry argued that a new approach had to be considered to attract Indigenous students to teaching programs. He suggested that the Knowledge Building Community (KBC) program at the University of Wollongong is an effective model for Indigenous students. The KBC program, offered to a small group of successful applicants

<sup>262</sup> Professor Andrew Gonczi, Dean, Faculty of Education, University of Technology, Sydney, Evidence, 17 March 2005, p43

<sup>263</sup> Professor Terence Lovat, President, Australian Council of Deans of Education, Evidence, 27 April 2005, p18

<sup>264</sup> Professor Downes, Evidence, 17 March 2005, p42

enrolled in a Bachelor of Primary Education,<sup>265</sup> divides the students' time more equally between study component and practical element. Participants in this program spend three days a week attending lectures and completing a more traditional, academic component of training and two days a week assisting a teacher in a classroom:

It means you have to think differently about teacher education programs. It is not going to happen as rapidly, you are not going to get them out as quickly, you might have to take more time. You might have to provide a different range of support to them, you might have to make sure they have on-line facilities so they can do some of the course on line, identified mentors in their area or people who travel around working with them. Some of the models that we have been trying, like I was mentioning the KBC approach, where they spend some time at school and then come back as groups to a central point to work on really important issues around their education, may be a way to go. I know that is considered in places like PNG where they have even bigger problems.<sup>266</sup>

- 5.67** In addition, Associate Professor Ferry raised the benefit to Indigenous education students of undertaking the practicum in a school in their community. Associate Professor Ferry told the Committee that Indigenous students would benefit from a course that had a practical element tied to the school in the community they were from and further, that the placement of Indigenous graduates with their local community should be considered:

I think there need to be short-term intensive sections of the course going back to the local community, working with their community, being mentored within their community, and they should be, as far as possible, looking at being placed in their local community when they become a teacher because that is where they are from.<sup>267</sup>

- 5.68** The Committee believes that supporting Indigenous teachers through pre-service teacher training may provide the profession with higher numbers of Indigenous teachers. Greater collaboration between the Department and universities might provide a more suitable, tailored approach to pre-service teacher training for Indigenous students with the potential to substantially increase the numbers of Indigenous teachers in New South Wales schools. The successful outcome of such a model could prove to be useful in planning for other areas of shortage or need.

## Overseas-trained teachers

- 5.69** As at 30 June 2004 about 11% or 6,557 people employed by the Department were from a group referred to as 'people whose first language spoken as a child was not English.'<sup>268</sup> This figure includes employees working as 'non educational professionals' such as accountants and computing professionals, although teachers make up the majority of employees identified as people whose first language spoken as a child was not English.

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<sup>265</sup> [www.uow.edu/au/handbook/yr2005/cour880](http://www.uow.edu/au/handbook/yr2005/cour880) (accessed 16 September 2005)

<sup>266</sup> Associate Professor Ferry, Evidence, 8 April 2005, p33

<sup>267</sup> Associate Professor Ferry, Evidence, 8 April 2005, p33

<sup>268</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, p15

- 5.70** Overseas-trained teachers and teachers from non-English speaking backgrounds bring a range of experience, cultural perspectives and languages to New South Wales schools, and are important in a multicultural school context.<sup>269</sup> Many overseas-trained teachers are employed to fill vacancies in subject areas of shortage, such as mathematics and science.<sup>270</sup>
- 5.71** In recent years overseas-trained teachers have become an important component of the government school system and a resource yet to be fully utilised. It is estimated that overseas-trained teachers represent only a small proportion of teachers in Australian schools. Only 8% of teachers working in Australian schools are overseas-born, and only 13% are from non-English speaking backgrounds, compared with 23% of students.<sup>271</sup>
- 5.72** As at May 2005, 4.7% of teachers working with the Department have at least one qualification gained overseas, an increase of 0.2% from May 2000.<sup>272</sup> The NSW Parents and Citizens' Federation emphasised the benefits of overseas-trained teachers given the mix of cultures in many NSW schools. In evidence to the Committee, Mr Hope, Vice President of the NSW P&C Federation, noted that teachers who were overseas-trained, or from a non-English speaking background (NESB), were an important addition to the school community, particularly as support for students who were also of NESB backgrounds:
- I think one of the things that we see every day in schools is that there are a lot of schools where there is a fairly multicultural mix of kids. Amongst the teaching force in most of those schools there is not anybody who understands those cultures ... It is a matter of just saying, "Is there some talent from overseas which can be well used to help the children and the other teachers in terms of understanding how best to teach that ... I think [what] we meant to say there was, "Let us have a look at that as something which we can use to enrich the teaching work force."<sup>273</sup>
- 5.73** The Committee agrees that there may be benefits in allowing schools to target certain overseas-trained teachers if they have a large group of students from one particular community.<sup>274</sup> The Committee believes overseas-trained teachers have a lot to offer the NSW public education system, addressing areas of shortage and contributing to the diversity of teachers in many school communities. While noting the additional challenges to the Department of working outside its normal deployment list, the Committee believes that the Department should consider placing overseas-trained teachers in schools that have large groups of students from the same cultural background, to assist students to contribute to the cultural diversity and harmony on which the state of New South Wales prides itself.

<sup>269</sup> Submission 8, Dr Ken Cruickshank, University of Wollongong, p2

<sup>270</sup> <https://www.det.nsw.edu.au/employment/teachnsw/ukteach/iatinsw.htm> (accessed 6 October 2005)

<sup>271</sup> Submission 8, p1

<sup>272</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, Question 11, p12

<sup>273</sup> Mr Hope, Evidence, 17 March 2005, p8

<sup>274</sup> Mr Hope, Evidence, 17 March 2005, p8

### *Pre-employment Program for Overseas-trained Teachers*

- 5.74** Traditionally, the Department has conducted a qualifications assessment for teachers who have trained outside Australia. Once the Department has assessed their qualifications as appropriate they then undertake a personal suitability interview (as with Australian graduates) to ‘confirm they possess the required professional knowledge and attitudes.’<sup>275</sup> Based on these two assessments, the Department will award a successful overseas applicant ‘Approval to Teach’ and that teacher may then be appointed to a NSW government school.<sup>276</sup>
- 5.75** Teachers for whom English is not their first language have been required in the past also to undertake a language test, the Professional English Assessment Test. In 2004, in response to criticism that the test did not provide sufficient indication of the teacher’s ability to adapt to an Australian classroom, the Department implemented the mandatory Pre-employment Program for Overseas-trained Teachers, ‘to assist the transition of overseas-trained teachers into the NSW education environment.’<sup>277</sup>
- 5.76** As outlined in the Department’s submission, the Pre-employment Program now includes an ‘assessment of qualifications, orientation workshops, an in-school experience period and an in-school assessment and ... an optional bridging course provides additional support and teaching practice if required.’<sup>278</sup> The 12 day orientation program includes a two day workshop on the NSW curriculum, an introduction to NSW classroom practice, student management and child protection legislation, cultural awareness and a nine day placement in a school to observe in conjunction with support from a coordinating teacher.<sup>279</sup> Following the orientation program, the overseas-trained teacher must undergo a five day in-school assessment by the principal of the school and the coordinating teacher. After successful completion of these stages of the Program the teacher undergoes the ‘approval to teach’ requirement including a personal suitability interview.<sup>280</sup>
- 5.77** Mr Martin Bowles, Deputy Director General, Corporate Services, Department of Education and Training, told the Committee that the new mandatory program had been developed in consultation with the Secondary Principals’ Council and the Federation and that while it had not yet been formally evaluated, anecdotally the feedback has been positive.<sup>281</sup> Since its inception, of the 239 people who have participated in the program 225 have completed and ‘have the opportunity’ to teach in NSW schools, either casually or in a permanent capacity.<sup>282</sup>

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<sup>275</sup> Submission 33, p33

<sup>276</sup> [https://www.det.nsw.edu.au/employment/teachnsw/ov\\_trteachers.htm](https://www.det.nsw.edu.au/employment/teachnsw/ov_trteachers.htm) (accessed 17 July 2005)

<sup>277</sup> Submission 33, p26

<sup>278</sup> Submission 33, p26

<sup>279</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p13

<sup>280</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p13

<sup>281</sup> Mr Martin Bowles, Deputy Director General, Corporate Services, Department of Education and Training, Evidence, 16 March 2005, p16

<sup>282</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p13



Following appointment, overseas-trained teachers are subject to a 12 month probationary period (supplemented by an induction program that exists for all beginning teachers).<sup>283</sup>

***Discussion of the Pre-employment Program for Overseas-trained Teachers***

- 5.78** The Committee heard some evidence that the Pre-employment Program for Overseas-trained Teachers was not adequately preparing teachers for NSW public schools. Witnesses believed that some overseas-trained teachers had different expectations in relation to classroom behaviour and were often unprepared to teach in a modern NSW classroom.<sup>284</sup>
- 5.79** Overseas-trained teachers may be particularly at risk of experiencing difficulties at the commencement of their employment in New South Wales due to language or cultural differences. As noted previously, the Committee also heard that many teachers with qualifications gained overseas felt that their expertise was not recognised by their colleagues, making adjustment to the new school environment very difficult.<sup>285</sup>
- 5.80** It is incumbent on the Department to provide the necessary support to its employees to ensure that they are able to fulfil the requirements of the position. The Committee understands that the Standards produced by the Institute will apply to overseas-trained teachers, as they apply to all teachers in New South Wales. The Committee believes that, like other beginning teachers, overseas-trained teachers should be given the necessary support to achieve the professional competence standard set out by the Institute through the Department's mentor program and school based induction processes.
- 5.81** Ms Leete suggested that a reduction in the initial teaching load for an overseas-trained teacher would provide the teacher with an opportunity to adjust to and reflect on the new school environment, as well as receive support and guidance from other teachers:

For example, a program that allowed such a teacher to take up an appointment and to have a reduced teaching load—not to have the same face-to-face teaching load as other people, but a reduced teaching load—that allowed that teacher to also move in and out of the classrooms of other teachers, and to see the sorts of classroom practices being used in other classrooms.

That was the type of thing we wanted by way of support for those teachers. Our schools desperately need these teachers in the maths, science and information technology areas. Teachers from different cultures and with different language backgrounds have wonderful skills and knowledge to impart. In the same way that we say that the world is made up of men and women so let us have men and women as teachers, the world is also made up of people from all sorts of different ethnic and racial and national backgrounds and we need to have people from all different backgrounds teaching our young.<sup>286</sup>

<sup>283</sup> See *Teachers Services Act 1980*

<sup>284</sup> For example, Ms Knox, Evidence, 16 March 2005, p64 and Submission 50, History Teachers' Association of NSW, p3

<sup>285</sup> See paragraph 4.76 in chapter 4

<sup>286</sup> Ms Leete, Evidence, 16 March 2005, p41

- 5.82** The Committee considers that, in order to appropriately support and prepare overseas-trained teachers for teaching in NSW schools, the Department must ensure that these teachers have the same access to a comprehensive mentor and induction program that other beginning teachers have, to ensure that these teachers attain the necessary standards set out in the Institute's Framework of Professional Standards.

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**Recommendation 10**

That the Department of Education and Training ensure that overseas-trained teachers have the same access to a comprehensive mentor and induction program that other beginning teachers have, to ensure that these teachers attain the necessary standards set out in the Institute's Framework of Professional Standards.

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***Training fee***

- 5.83** The Federation noted in its submission that a non-compulsory component of the pre-employment program for overseas-trained teachers attracts a 'user pays' fee.<sup>287</sup> The Federation expressed concern about 'equity provisions' for overseas-trained teachers. Ms Leete told the Committee that an overseas-trained teacher who required additional support had to pay a fee roughly equivalent to payment of the coordinating teacher supporting this training; and likened it to 'the practicum money paid to the supervising teacher.'<sup>288</sup>
- 5.84** Ms Leete noted that many overseas-trained teachers came to Australia in difficult circumstances and that payment of a fee in order to receive necessary professional development may be beyond the capacity of some overseas-trained teachers.<sup>289</sup>
- 5.85** The Committee believes that diversity within the teaching profession should be cultivated and that the Department should consider strategies to target teachers from non-English speaking backgrounds to its schools. At the same time, the Committee notes the concerns of witnesses that overseas-trained teachers receive the necessary support and training to allow them to become effective members of the Department's teaching workforce. The Committee believes that the pre-employment program has essential training to offer overseas-trained teachers and should not attract a fee for participation.

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**Recommendation 11**

That the Department of Education and Training consider the removal of the fee currently attached to any additional training required by overseas-trained teachers.

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<sup>287</sup> Submission 54, p38

<sup>288</sup> Ms Leete, Evidence, 16 March 2005, p40

<sup>289</sup> Ms Leete, Evidence, 16 March 2005, p40

## Regional shortages and hard to staff schools

- 5.86** The Department classifies a number of schools as ‘hard to staff.’ These schools are generally in western and southwestern Sydney and rural and remote New South Wales. These schools have difficulty in attracting and retaining teachers and experience shortages to a much greater extent than most metropolitan schools.
- 5.87** The Department has a number of strategies aimed at recruiting teachers to hard to staff schools. These include:
- a transfer points system
  - committing scholarship holders to a certain period of time teaching in hard to staff schools
  - providing financial incentives to teachers prepared to work in a hard to staff school.
- 5.88** The Department has also implemented the *Beyond the (Great Dividing) Line* and *Beyond the Bridge* programs, as well as a Rural Professional Experience Program in an effort to provide students in their second, third and final year of study with the experience of working in a hard to staff school.

### Transfer points system

- 5.89** Staffing schools in rural and remote areas presents a challenge to the Department. The transfer points system aims to provide schools that might otherwise struggle to retain staff with the benefit of a regular supply of appropriately qualified teachers. In chapter 6, the Committee outlines the Department’s transfer points mechanism which aims to assist with the staffing of hard to staff schools and to encourage teachers to gain experience at a range of schools.

### Committing graduates to hard to staff schools

- 5.90** As discussed previously, the Department offers a number of scholarships which commit the recipient to teach ‘anywhere in the state’, usually for the first three years after graduation. While evidence confirms the success of this strategy in staffing hard to staff schools, the Committee also heard that having a large proportion of newly graduated teachers in these schools may be problematic.
- 5.91** Professor Dinham told the Committee that sending recently qualified teachers to hard to staff schools may not be the best way to deal with shortages in those areas because support mechanisms that are available in better staffed schools may not exist:

We still have this very strange idea in teaching: we send our raw recruits to the most difficult schools and if they survive that sort of baptism of fire or sinking or swimming or whatever then they get moved to somewhere nicer ... We have tried to do various things, such as targeted graduate schemes and so on where we try to put people into some of these more favourable areas, and it has worked to some degree, but it is not free enough, I do not think. I think we have got to do better at that. It is a

nonsense, when you think about it, to send people to the most difficult schools first up.<sup>290</sup>

**5.92** In their submission the Lake Wyangan Public School Parents and Citizens Committee noted that their area had a high number of beginning teachers, who required appropriate resourcing and support. They explained that while teacher mentors had been appointed, further support was needed to accommodate the large numbers of beginning teachers. They also suggested that different types of long-term financial incentives were required to attract experienced teachers to the area and to provide a more diverse range of teachers.<sup>291</sup>

**5.93** The Committee heard that promoting rural and hard to staff schools on their own merits may prove more successful than relying on the transfer system to commit teachers to hard to staff schools. Professor Downes told the Committee that she believed attracting a more diverse range of people to teaching would assist in the staffing of schools in rural and remote locations and in hard to staff schools. Professor Downes outlined the various factors that might influence a teacher's decision to work in a rural or remote area:

Sometimes it is lifestyle—do you want to live in Brewarrina? Sometimes it is the complexity, the social and ethnic mix of the schools; sometimes it is the school's poor professional culture. There is a whole pile of reasons. How would you address that? Getting a more diverse group of people into teacher education programs. We could argue it might be about getting males in. It is very complex about what a diverse student-teacher body is.<sup>292</sup>

**5.94** Beginning teachers in hard to staff schools, particularly those in rural and remote communities, face additional challenges. Throughout the Inquiry the Committee heard evidence of the need for greater support for new teachers. This issue is discussed in detail in chapter 6. The concerns raised by witnesses about committing newly graduated teachers to hard to staff schools are significant. The Committee discusses the Department's implementation of mentor and induction programs in chapter 6, along with the necessity to ensure that these programs do adequately support and resource hard to staff schools.

### **Incentives to attract teachers to hard to staff and rural schools**

**5.95** The Department has a number of incentives in place to address the need for teachers in rural and hard to staff schools, such as accommodation subsidies (which the Department estimated to be almost 90% in very remote locations) priority transfer following the minimum service period, additional training and development and enhanced leave provisions.<sup>293</sup>

**5.96** Witnesses suggested these are inadequate and the Committee heard a variety of ideas to enhance current programs to staff hard to staff and rural schools. For example, Mr Kenneth McAlpine from the Secondary Principals' Council told the Committee that he believed substantial incentives were needed for hard to staff schools and that, in order to place

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<sup>290</sup> Professor Dinham, Evidence, 16 March 2005, p48

<sup>291</sup> Submission 49, Lake Wyangan Public School Parents and Citizens Committee, p1

<sup>292</sup> Professor Downes, Evidence, 17 March 2005, p49

<sup>293</sup> Submission 33, p19

experienced, quality teachers in them it was appropriate that the Department put in place an effective and attractive mechanism for rewarding that contribution:

I know that there are some systems in place to encourage teachers to go out to the more difficult areas, and I think that is possibly the way to go: Guaranteed transfer rights after X number of years, a couple of plane flights a year out, long weekends, various little schemes and extra funding in some cases. Those things are a way of attracting people who might not otherwise go out there and if some really good casuals who were offered permanent employment were told they could have four years in Brewarrina and at the end of it they could have the cottage by the sea, or whatever, an overseas trip and a sabbatical to do a bit of study are the sorts of things that could be very useful.<sup>294</sup>

- 5.97** Associate Professor Ferry also talked about the need for incentives, but in the context of providing longer term encouragement, to find a way of supporting and mentoring teachers prepared to commit themselves to a particular school community:

The hard to staff schools definitely need incentives for teachers to go out there, but many teachers will go to hard to staff schools if they feel that they are valued. They are going to need more support, they are going to need more professional development. They are going to need to be recognised that they are at a school where they need that sort of support. Certainly I can go back to my previous experience in another life where I was in a school that was a little bit more difficult and I know that the teachers who stayed at that school and worked at that school had a huge commitment to it and would be dragged kicking and screaming from it because they had learned to work in that environment, they had had a lot of professional development, a lot of resources put towards it and they could see the success they had made. It is not going to happen if you just throw a body out there and say: Well, this is where you're going to teach, make the best of it.<sup>295</sup>

- 5.98** The Isolated Children's Parents' Association suggested to the Committee that the Department pay HECS fees for graduating teachers who are prepared to work in rural and isolated areas. They suggest that 'this incentive should be weighted to teachers working in schools that attract high incentive transfer points.'<sup>296</sup> Mr Geoffrey Hogan, a former high school principal, also supported the idea of offering to pay new teachers' HECS debt if they agreed to commit to work for the Department for a number of years, as an incentive to retaining teachers with the Department.<sup>297</sup>

- 5.99** The Committee believes that providing graduates with the incentive to teach specifically in hard to staff schools while they are still in pre-service teacher training may be an innovative way of dedicating graduates to those areas which are hard to staff for longer periods of time. The Committee notes that this is similar to the scholarships currently provided by the Department.

<sup>294</sup> Mr Kenneth McAlpine, Deputy President, NSW Secondary Principals' Council, Evidence, 17 March 2005, p70

<sup>295</sup> Associate Professor Ferry, Evidence, 8 April 2005, p38

<sup>296</sup> Submission 19, Isolated Children's Parents' Association Inc, p3

<sup>297</sup> Submission 40, Mr Geoffrey Hogan, p20

### ***Beyond the (Great Dividing) Line and Beyond the Bridge***

- 5.100** Under the *Beyond the (Great Dividing) Line* and *Beyond the Bridge* programs eligible students are placed in a rural or hard to staff school for a week. The *Beyond the (Great Dividing) Line* program focuses on rural areas, affording students the opportunity to stay with a teacher in a country area, in order to ‘gain valuable insight into rural education.’<sup>298</sup> *Beyond the Bridge* promotes practical experience opportunities in schools in southwestern and western Sydney for students to develop contacts by undertaking their practical experience in schools in which there may be employment opportunities upon graduation.<sup>299</sup>
- 5.101** The Isolated Children’s and Parents’ Association told the Committee that the *Beyond the (Great Dividing) Line* program was an important step in encouraging students to teach in rural schools. They suggested that the Department should cover travel costs while the student undertook the internship to encourage as many students as possible to experience teaching in a rural area.<sup>300</sup>
- 5.102** Similarly, members of the executive at Nyngan High, an isolated rural school, believed that the *Beyond the (Great Dividing) Line* program should be expanded and that students who were prepared to complete their practical component in isolated areas should be provided with some kind of subsidy.<sup>301</sup>
- 5.103** Evidence suggests that these programs have been well received by the schools at which students have been placed. The Committee agrees that an expansion of the program would have significant benefits for hard to staff schools.

### **Rural Professional Experience Program**

- 5.104** The Rural Professional Experience Program encourages undergraduate students to undertake the practical element of their pre-service teacher training at a rural school by providing financial assistance towards transport and accommodation costs. Students in their third or final years of study may apply to undertake their practicum at government schools in the New England, Riverina and Western regions.<sup>302</sup> Schools provide ‘mentor support, supervision of teacher education students, social support and introductions to the local communities.’<sup>303</sup>
- 5.105** This program commenced in 2004, during which 40 teacher education students undertook their practical experience at 24 rural schools. Of the students who participated in this program, 14 have applied to work in rural Departmental schools.<sup>304</sup>

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<sup>298</sup> Tabled Document, Department of Education and Training brochure for 2006 Graduate Recruitment Program, *Beyond the (Great Dividing) Line*

<sup>299</sup> <https://www.det.nsw.edu.au/employment/teachnsw/btlbrochure.htm> (accessed 19 September 2005)

<sup>300</sup> Submission 19, p6

<sup>301</sup> Submission 37, Executive of Nyngan High School, p1

<sup>302</sup> Submission 33, p23

<sup>303</sup> Submission 33, p24

<sup>304</sup> Submission 33, p24

- 5.106** The Committee believes this program is a good way of encouraging students to experience teaching in a rural school, an experience that may contribute to a student's decision to apply to teach in a rural area. The Committee encourages the Department to continue to monitor the numbers of students involved in the program who apply to teach in rural schools, with a view to expanding the program in the future.

### **Conclusion**

- 5.107** Overall, responses to the Department's strategies and incentives to address the needs of hard to staff schools are positive. Witnesses suggested to the Committee the further expansion and enhancement of a number of programs. While the Committee notes the difficulty of evaluating programs that have only been operating for a short period of time, we encourage the Department to assess the efficiency of these initiatives against current and projected shortages.

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### **Recommendation 12**

That the Department of Education and Training ensure that programs targeted towards rural and regional schools in New South Wales meet the specific needs of schools and teachers in these areas.

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## Chapter 6 Supporting and retaining teachers

The previous chapter described the Department's programs and incentives to attract quality teachers to meet the needs of the public school system. This chapter considers the Department's effectiveness in supporting beginning teachers and its ability to retain those teachers. The chapter examines induction and mentoring programs, and their effectiveness in securing the long-term employment of quality teachers. The role of the NSW Institute of Teachers (the Institute) in accrediting and supporting recent graduates and ensuring the quality of teachers in government schools is also outlined.

The balance of meeting the diverse needs of school communities with the need to provide teachers with opportunities is a challenge for the Department. This chapter looks at the opportunities for teachers through transfers, ongoing education and career progression in the government school system.

### Beginning Teachers

- 6.1 The process through which teachers are selected and appointed by the Department has an impact on teaching graduates. The support the Department is able to offer new teachers is particularly important to their retention, a relevant consideration given the high numbers of beginning teachers leaving the profession.

#### Appointment process

- 6.2 There are a variety of methods through which a beginning teacher may be appointed to a position in a NSW government school. Most commonly, teachers seeking employment with the Department make a formal written application, normally based on the successful completion of a recognised pre-service teacher training course such as a Bachelor of Education or other course offered by an higher education institution recognised by the Department.<sup>305</sup> If successful, this application is followed by a 'personal suitability' interview to assess knowledge of curriculum, personal qualities, understanding of the classroom environment and understanding of child protection policies.<sup>306</sup>
- 6.3 If the applicant is successful an 'Approval to Teach' certification is awarded. The teacher is placed on a waiting list with a priority date determined by the date of their Approval to Teach. When a vacancy occurs, the teacher is offered a position within a school or region nominated by the teacher, and if relevant, in the subject the teacher is qualified to teach. Approximately 1,200 to 1,600 teachers are employed from this list each year. School principals requiring a teacher are provided with a list of the first five people on the employment list who meet the needs of the school, who are then interviewed.<sup>307</sup>

<sup>305</sup> [https://www.det.nsw.edu.au/employment/teachnsw/appl\\_process.htm](https://www.det.nsw.edu.au/employment/teachnsw/appl_process.htm) (accessed 21 September 2005)

<sup>306</sup> [https://www.det.nsw.edu.au/employment/teachnsw/appl\\_process.htm](https://www.det.nsw.edu.au/employment/teachnsw/appl_process.htm) (accessed 21 September 2005)

<sup>307</sup> Mr Martin Bowles, Deputy Director General, Corporate Services, NSW Department of Education and Training, Evidence, 16 March 2005, p13

- 6.4 The *Quality Matters, Revitalising Teaching: Critical times, critical choices* report recognises the rationale for an employer the size of the Department having a waiting list system. However the review found that the system was a significant cause of various problems raised during the review (also articulated during this Inquiry), including effects on the perception of the professionalism of teaching, inability to allocate teachers to areas of need based on their particular skills or experience and the impact of the absence of a merit based system on the perception of quality of teachers. In his report, Dr Gregor Ramsey stated that:

The use by the Department of Education and Training of waiting lists is unsustainable on several counts. They focus on the need to find a person to fill the position rather than on the quality of the person appointed.<sup>308</sup>

- 6.5 In its submission to this Inquiry the Department noted that a key priority of the Department will be to 're-survey the people on the employment list in 2005 and review the effectiveness of the list' to ensure that the list of teachers remains current and up to date.<sup>309</sup>
- 6.6 Recently, the Department has introduced a number of other methods through which appointment of beginning teachers may occur. These include the Graduate Recruitment Program, scholarship holders and teachers completing targeted training programs. These initiatives are discussed in chapter 5.

***Requirement to teach anywhere in the state***

- 6.7 The system allows people to nominate schools or areas in which they wish to work. However, it is a requirement of many of the Department's programs designed to fast track recruitment and appointment that the teacher agree to teach anywhere in the state. The Accelerated Teacher Training (ATT) program, the retraining program and the scholarship program all commit participants to teach anywhere in the state. This was a concern for witnesses who believed that at a time when the Department was trying to recruit talented graduates to its programs, this requirement was a substantial disincentive to people who may otherwise have applied to join the programs.<sup>310</sup>
- 6.8 Associate Professor Rodney Francis, coordinator of the ATT course at Charles Sturt University, advised the Committee that in his experience the system had produced situations in which graduates from rural areas were appointed to metropolitan schools and graduates from metropolitan New South Wales were appointed to rural schools, regardless of their preference or prior non-teaching experience. Associate Professor Francis noted that taking into account factors such as lifestyle may lead to a more effective system of appointment:

We match it in terms of content. Now that takes no notion of context, so you get silly situations arising where someone from my institution, for example, who wants to teach in rural areas ends up being placed in Sydney, and someone from Sydney ends up being placed in Griffith. Both of them hate it. Both of them sever the system because the system does not include, in terms of its measures of what we want,

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<sup>308</sup> Ramsey G, Report of the Review of Teacher Education, *Quality Matters, Revitalising Teaching: Critical times, critical choices*, NSW Department of Education and Training, November 2000, p201

<sup>309</sup> Submission 33, NSW Department of Education and Training, p67

<sup>310</sup> For example, Submission 20, Mr Adrian Piccoli MP and Submission 15, Institute of Industrial Arts Technology Education

context. That is just as important as being on the system. It says "I am a principal from a rural school who wants these kinds of codes and someone who understands this kind of community and this kind of context and is actually willing to teach in this sort of place." If in some way that was included in the way in which people were appointed we would get a much closer match.<sup>311</sup>

- 6.9** The Committee agrees there may be benefits in flexibility, particularly in relation to those graduates wishing to teach in rural communities or willing to teach in hard to staff schools. Nonetheless, the Committee notes the need to ensure all schools in New South Wales have access to an adequate supply of quality teachers, not just those schools in favoured areas.
- 6.10** Witnesses also told the Committee that committing staff to a period of work in a hard to staff school may not be the most effective way of staffing these schools in the long-term, as staff were only committed for two or three year periods before having the option to move elsewhere.<sup>312</sup>
- 6.11** The Committee understands the challenge of staffing hard to staff schools but is concerned that a certain level of stability and experience within the teaching staff is necessary for all school communities to function effectively. In view of this, the Committee notes the potential for the use of new technologies to assist the Department to better analyse the skills and interests of applicants to match them to schools.

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### Recommendation 13

That the Department of Education and Training evaluate the effectiveness of the employment waiting list, taking into account the recommendations of the Ramsey Review and that the Department make the results of the evaluation public.

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### Support for beginning teachers

- 6.12** One of the major findings of *Quality Matters* was that a critical area for improvement is the transition from teacher-in-training to fully-fledged teacher, using mentoring, internships and better induction.<sup>313</sup>
- 6.13** The Department informed the Committee that 17% of teachers resign in their first five years of teaching.<sup>314</sup> The Department also noted that 26% of teachers resign in their first ten years. These figures are substantially higher than the overall resignation rate of teachers from NSW government schools, and the Federation expressed concern that these relatively high resignation rates reflected a lack of professional support for beginning teachers and a lack of career progression paths available to teachers.<sup>315</sup>

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<sup>311</sup> Associate Professor Rodney Francis, Coordinator, Accelerated Teacher Training Course, Charles Sturt University, Evidence, 17 March 2005, p32

<sup>312</sup> Ms Jennifer Leete, Deputy President, NSW Teachers Federation, Evidence, 16 March 2005, p32

<sup>313</sup> Ramsey G, *Quality Matters, Revitalising Teaching: Critical times, critical choices*, p14

<sup>314</sup> Mr Bowles, Evidence, 16 March 2005, p9

<sup>315</sup> Ms Wendy Currie, Research Officer, NSW Teachers Federation, Evidence, 16 March 2005, p31

- 6.14** Evidence to this Inquiry confirms that lack of support available to beginning teachers in the NSW public education system was a major contributor to the large drop out rate.<sup>316</sup> The need for beginning teachers to receive additional support was one of the strongest themes to arise from the evidence before the Committee.
- 6.15** Dr Paul Brock, Director of Learning and Development Research, Department of Education and Training, told the Committee that research indicated that the reasons beginning teachers were leaving the profession included workload, new challenges, school situations, salary and personal circumstances.<sup>317</sup> Further, Dr Brock noted that in New South Wales research also suggested that ‘the biggest thing that seems to affect people leaving the profession in the first five years is lack of support and sometimes, not being particularly welcomed by colleagues ... even overt hostility in those five years of employment.’<sup>318</sup>
- 6.16** The high numbers of teachers resigning in the first years of teaching has significant financial implications for the Department. At a time when recruiting quality teachers is a high priority, failure to retain them is expensive, particularly in view of the considerable investment by the Department in attracting and recruiting quality teachers. The Institute cited disruption to schools and student education, particularly in difficult to staff areas, as other significant impacts of the high attrition rates.<sup>319</sup>
- 6.17** Witnesses told the Committee that beginning teachers do not have the skills to manage all the responsibilities of a classroom without assistance. Mr David Hope, Vice President of the NSW Parents and Citizens’ Federation, emphasised the need for beginning teachers to receive adequate and ongoing support. Mr Hope said that a university graduate cannot be expected to have all the skills to manage unsupported in a classroom. From the P&C Federation’s perspective, there was a need for a more comprehensive induction process across all NSW government schools, to ensure all beginning teachers had some form of assistance, which could be conducted during pre-teacher training, by the Department or by the school.<sup>320</sup>
- 6.18** Ms Kerry Knox, Vice President of the NSW Primary Principals’ Association, agreed that beginning teachers were not equipped with all the skills they need to fulfil their potential as teachers. Ms Knox argued that ongoing training on-the-job is essential to quality teaching:

The more you can recruit and the more on-the-job training you have happening, the better quality teachers you have. Teachers will be able to step in to fill those critical shortages that will occur in the next five to 10 years.<sup>321</sup>

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<sup>316</sup> Professor Terence Lovat, President, Australian Council of Deans of Education, Evidence, 27 April 2005, p20

<sup>317</sup> Dr Paul Brock, Director, Learning and Development Research, Department of Education and Training, Evidence, 16 March 2005, p9

<sup>318</sup> Dr Brock, Evidence, 16 March 2005, p10

<sup>319</sup> Submission 58, Institute of Teachers, p25

<sup>320</sup> Mr David Hope, Vice President, NSW Parents and Citizens’ Federation, Evidence, 17 March 2005, p9

<sup>321</sup> Ms Kerry Knox, Vice President, NSW Primary Principals’ Association, Evidence, 16 March 2005, p58

**6.19** University representatives, professional teachers' organisations, teachers, principals, the Federation and the Department all supported continuing professional development and support. As Professor Andrew Gonczi from the Australian Council of Deans of Education told the Committee:

... we believe that teacher education is a continuum which must go on way beyond the moment that someone is employed in a school and the responsibilities and how that occurs really needs to be looked at.<sup>322</sup>

**6.20** The Federation also emphasised this point:

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 ... Up until now there were certainly new teachers who reported to the profession that they saw little link between their studies and the realities of the job. Hopefully now that link will be explicit.<sup>323</sup>

**6.21** Witnesses told the Committee that many Indigenous graduates required more support than they were receiving, and that this lack of support resulted in teachers leaving the profession. Professor Toni Downes, Head of the Faculty of Education at the University of Western Sydney and member of the Australian Council of Deans of Education, told the Committee that the UWS graduated the highest number of Indigenous teachers and that the effective employment and retention of Indigenous teachers was of particular concern to the faculty. Professor Downes believed the poor retention rates of Indigenous teachers was the result of a complex range of issues surrounding the relationship between the Indigenous teacher and the school at which they are placed. Professor Downes explained that the expectations on Indigenous teachers, from both schools and Indigenous communities, placed enormous pressure on beginning teachers.<sup>324</sup>

***Support for beginning teachers in rural schools***

**6.22** Managing the new, often isolated environment of a rural community without adequate induction and support presented particular challenges for beginning teachers. The Committee heard that hard to staff and rural schools often had a high turnover of staff, and experienced teachers are often not available to provide a mentoring role.<sup>325</sup>

**6.23** In *Staffing an Empty Schoolhouse: Attracting and Retaining Teachers in Rural, Remote and Isolated Communities*, Philip Roberts emphasised the need for mentoring in rural areas, as teachers were often isolated from wider networks like friends and family, as well as opportunities for professional development. Mr Roberts highlighted the importance of a broad induction process:

<sup>322</sup> Professor Andrew Gonczi, Dean, Faculty of Education, University of Technology, Sydney, Evidence, 17 March 2005, p52

<sup>323</sup> Submission 54, NSW Teachers Federation, pp18-19

<sup>324</sup> Professor Toni Downes, Professor and Head of School, University of Western Sydney, Evidence, 17 March 2005, p42

<sup>325</sup> For example, Submission 49

Most jurisdictions do have some form of induction program but these are often generic beginning teacher courses, with teachers in rural and remote schools having a session on 'living in the community'. The New South Wales *Induction of Beginning Teachers* handbook states that for beginning teachers in rural and remote areas most information about the community will come from colleagues and induction often begins upon arrival.<sup>326</sup>

- 6.24** The Committee understands the additional challenges a beginning teacher may face working in a rural or remote school, particularly when the teacher is new to such a community. The Committee believes that the Department's commitment to providing substantial technological resources to rural and remote schools should include resources to facilitate mentoring and induction for beginning teachers. The Committee believes initiatives such as this may encourage more new graduates to teach in rural and remote areas.

### **Induction and Mentoring programs**

- 6.25** The importance of induction and mentoring was highlighted throughout the Inquiry. The Department has implemented a range of induction strategies as well as the Teacher Mentor Program. These initiatives provide beginning teachers with assistance and support, both from the Department and their colleagues.<sup>327</sup>
- 6.26** The majority of evidence received by the Committee strongly supports these programs and urges their expansion.<sup>328</sup> Other options for providing support to beginning teachers, including load relief for new teachers and paid internships were also raised with the Committee.<sup>329</sup>

### ***Induction***

- 6.27** In view of the relatively poor retention rates for beginning teachers, the Committee heard that an effective induction process maximised both the effectiveness of the beginning teacher within the school and the likelihood that they would remain within the NSW public education system.<sup>330</sup>
- 6.28** The Department's induction strategies fall within the *Professional Learning Policy for Schools*, which the government has funded with a \$144 million allocation to schools over the next four years for 'professional learning funds'.<sup>331</sup>

<sup>326</sup> Roberts P, *Staffing an empty Schoolhouse: Attracting and Retaining Teachers in Rural, Remote and Isolated Communities*, NSW Teachers Federation, 2005, pp83-84

<sup>327</sup> For example NSW Primary Principals' Association, Evidence, 16 March 2005, p58 and Submission 54, NSW Teachers Federation, p37

<sup>328</sup> For example NSW Secondary Principals' Council, Evidence, 17 March 2005 and Australian College of Educators, Evidence, 8 April 2005

<sup>329</sup> For example Associate Professor Geoffrey Riordan, Associate Dean, Faculty of Education, University of Technology, Sydney, Evidence, 17 March 2005 and Submission 7, Professor Derrick Armstrong, Faculty of Education and Social Work, University of Sydney

<sup>330</sup> Submission 54, p29

<sup>331</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 11, p21

**6.29** Guidelines that address induction procedures are incorporated into the *Professional Learning Policy*, to assist schools and beginning teachers to access Departmental resources and support. Entitled *Supporting the Induction of new Teachers – Guidelines for Schools*, the guidelines outline the responsibilities of the Principal and school in relation to the induction of new teachers, as well as the responsibility of other senior teaching staff and the beginning teacher. The guidelines broadly indicate the issues a school induction program needs to cover and directs teachers to resource material.<sup>332</sup> To facilitate compliance with the guidelines, the Department has developed a Teacher Induction Kit, available from its website. The Kit is in the form of a comprehensive manual outlining the issues schools and senior teaching staff need to address with the beginning teacher, the location of appropriate resources to assist with the induction, and information required to conduct the induction.<sup>333</sup> The Department has also implemented an ‘on-line web strategy’ for beginning teachers, which provides access to ‘departmental policies, conditions of employment, salary advice, teaching ideas and resources and on-line chat forums for new teachers, mentors and supervisors.’<sup>334</sup>

**6.30** Despite these initiatives aimed at improving induction, some criticism was directed at the Department. Witnesses noted that currently schools rely almost entirely on their own resources to ensure beginning teachers are properly inducted, in relation to both Departmental expectations and those of the school community. The Federation advised that it had ‘long been critical’ of the induction resources provided by the Department. In their submission, the Federation noted that these resources were completely reliant on school staff to implement and develop the induction process, without any additional funding assistance or support from the Department.<sup>335</sup> The Federation concluded:

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.<sup>336</sup>

**6.31** Ms Leete expanded on this point, outlining that she believed that the \$144 million funding allocation for the *Professional Learning Policy for Schools* should include support for teacher induction:

That additional money for professional learning should assist and support teacher induction. We think the material available under the policy that the department has distributed, and also in another kit it produced some years ago around teacher induction, is all good material. The crying need has been for time for teachers in schools and those in leadership positions to actually do something useful with that material and put the policy into practice in schools.<sup>337</sup>

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<sup>332</sup> *Supporting the Induction of new Teachers – Guidelines for Schools*, NSW Department of Education and Training, 2004

<sup>333</sup> <http://www.curriculumsupport.nsw.edu.au/beginningteachers/index.cfm?u=3&i=85> (accessed 3 June 2005)

<sup>334</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 11, p21

<sup>335</sup> Submission 54, p36

<sup>336</sup> Submission 54, p36

<sup>337</sup> Ms Leete, Evidence, 16 March 2005, p34

- 6.32** As the bridge between pre-service teacher education and formal employment the Committee believes the importance of adequate induction cannot be underestimated. The Committee considers the Department has a responsibility to provide beginning teachers with the support to excel in their profession. The Committee encourages the Department to assess and monitor the effectiveness of the induction materials, with regard to their proper use and adequate resources, and dedicate resources under the *Professional Learning Policy for Schools* to teacher induction.

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### **Recommendation 14**

That the Department of Education and Training provide a specific funding allocation to schools for teacher induction and review the efficacy of its current induction resources.

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#### ***Teacher Mentor Program***

- 6.33** In addition to induction materials, the Department has developed a Teacher Mentor Program to improve the retention of its beginning teachers. Introduced in 2003, the program appointed 50 full time equivalent teacher mentors across 51 schools to assist beginning teachers. In 2004, 50 teacher mentors covered 53 schools.<sup>338</sup> For both 2003 and 2004, this program provided mentoring support to 20% of beginning teachers.<sup>339</sup>
- 6.34** Teacher mentors are experienced teachers, chosen on merit, to ‘work alongside the Department’s newest teachers to guide their career development from the level of graduate teacher to the level of professional competence and beyond.’<sup>340</sup> Ms Trish Kelly, General Manager, Human Resources at the Department, elaborated on the role of teacher mentors:
- Some of the things that teacher mentors do is team teach with the beginning teachers, provide them with advice about programming, and provide them with advice about how to manage situations in the classroom. They teach themselves so that they can be role models and the beginning teachers can see very skilled teachers in operation in the classroom.<sup>341</sup>
- 6.35** The Department has recently conducted an evaluation of this program and has published the key findings of the evaluation on its website. The evaluation found that the program was highly effective and that the majority of beginning teachers who had participated in the program felt they had gained from the assistance provided by the teacher mentor.<sup>342</sup> In terms of retention, 38% of beginning teachers who participated in the evaluation indicated that they felt that the contribution of the teacher mentor had been important in increasing the

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<sup>338</sup> Ms Trish Kelly, General Manager, Human Resources, NSW Department of Education and Training, Evidence, 16 March 2005, p12

<sup>339</sup> Ms Kelly, Evidence, 16 March 2005, p12

<sup>340</sup> Submission 33, p34

<sup>341</sup> Ms Kelly, Evidence, 16 March 2005, p12

<sup>342</sup> Ms Kelly, Evidence, 16 March 2005, p12



likelihood they would stay in the profession.<sup>343</sup> However, 21% of respondents indicated that the teacher mentor had not increased the likelihood they would stay within the teaching profession, although the evaluation did not detail why.<sup>344</sup>

- 6.36** In 2005, the Department increased the number of teacher mentors to 58 and restructured the allocation of mentors to focus mentoring support to schools with large numbers of beginning teachers. The Department believes that this increase and change of distribution allows the Teacher Mentor Program to provide support to over eighty schools.<sup>345</sup> Witnesses noted the substantial assistance mentor teachers provided to beginning teachers, and believed that mentors were an invaluable resource to schools for the support they provided to beginning teachers. The Federation, for example, told the Committee that they fully supported the induction and mentoring programs as a positive Departmental initiative:

We would take this opportunity to say that we believe absolutely that the teacher mentor program is the way to go. They do not work with just beginning teachers. They work with people in leadership positions in schools who work with beginning teachers. So that, if you go to some of our difficult to staff areas, for example where there are a lot of new teachers, there are usually also a lot of people who are very, very new to the leadership positions ... The teacher mentors can play a very significant role.<sup>346</sup>

- 6.37** The English Teachers' Association also welcomed the Teacher Mentor Program:

The employment of mentor teachers in certain government schools around the State has been a welcome initiative that must be continued and expanded. Proper training and ongoing professional support for all mentors to new scheme teachers is a pressing demand.<sup>347</sup>

- 6.38** Given the short time this program has been operating, the Department was only able to advise that initial data indicated that the program may improve the retention of beginning teachers. Ms Knox believes the program has directly contributed to the better retention of beginning teachers:

The best initiative that has occurred in the past five to 10 years is the mentoring initiative in primary schools. A mentor has been placed in a school where there is a high number of beginning or early career teachers. That mentor has been able to work with them and support them. That has been an absolutely fantastic initiative ... I think it has saved numbers from dropping off over the past 12 months to two years.<sup>348</sup>

- 6.39** The Teacher Mentor Program was praised in all the evidence received by the Committee, though the majority of witnesses believed the good work of the program did not extend far

<sup>343</sup> <http://www.curriculumsupport.nsw.edu.au/beginningteachers> (accessed 11 July 2005). From the 'Key Findings of the evaluation of the Teacher Mentor Program 2003/2004'

<sup>344</sup> <http://www.curriculumsupport.nsw.edu.au/beginningteachers> (accessed 11 July 2005)

<sup>345</sup> Submission 33, p34

<sup>346</sup> Ms Leete, Evidence, 16 March 2005, p34

<sup>347</sup> Submission 14, English Teachers' Association of NSW, p6

<sup>348</sup> Ms Knox, Evidence, 16 March 2005, pp58-59

enough. Witnesses strongly believed that such an effective program should be expanded to ensure its benefits were fully realised. The Federation told the Committee that the 58 mentor teachers provided the equivalent of only 50 full time equivalent positions and, given the Department's annual intake of more than 1000 new graduates, Ms Leete considered there is a requirement for 300 teacher mentors to adequately resource this program:

In the context of the evidence that the department presented of 1,000 targeted graduates each year, in addition to the employment of between 1,200 and 1,600 teachers, we think the appointment of 300 teacher mentors would be a highly effective and appropriate strategy to address the needs of beginning teachers.<sup>349</sup>

**6.40** Ms Vicki Brewer from the Secondary Principals' Council and Principal of Seven Hills High School considered that the Teacher Mentor Program at her school had been a highly successful supplement to the induction programs devised by the school and that having the teacher mentor on a full time basis would further assist the school's capacity to provide opportunities for professional development:

... the mentor is shared among three schools. I am not complaining but it would be lovely to have her full time. It is a wonderful resource. We are so grateful for it ... schools are very like silos but I think you will find—and I can only speak for Western Sydney—that we are very proud of our induction programs for new teachers because we have so many new teachers and we have to get that right. I see ourselves as a training institution. Our professional responsibility is to retrain the new people, to help them with behaviour management and pedagogy because we will fail them if we do not. So it is most important that we are not only welcoming but that we give professional learning experiences, on-the-job training, to help them cope. The mentor program is wonderful.<sup>350</sup>

**6.41** Associate Professor Brian Ferry also agreed that the program needed expansion, explaining that accrediting the mentor role toward a master's degree could be a positive incentive for many experienced teachers:

They accredit the mentoring program into their master's courses so that people who take on board this program and act as mentors and follow through the process, they get accredited. It is part of the master's course because we recognise the level of input that people have to put into the course. Certainly it is a step in the right direction, but of course there is far more needed.<sup>351</sup>

**6.42** Mr Geoffrey Hogan suggested that providing beginning secondary teachers with a mentor within their subject area provided an extra level of support and training:

Secondary teachers relate strongly to their subject area and in high schools, a considerable source of support for beginning teachers is the subject-based head teacher and other teachers in that subject department.<sup>352</sup>

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<sup>349</sup> Ms Leete, Evidence, 16 March 2005, p33

<sup>350</sup> Ms Vicki Brewer, Member, NSW Secondary Principals' Council, Evidence, 17 March 2005, p73

<sup>351</sup> Associate Professor Brian Ferry, President, NSW Branch, Australian College of Educators, Evidence, 8 April 2005, p32

<sup>352</sup> Submission 40, Mr Geoffrey Hogan, p8

- 6.43** The widespread support for this program, along with the Department's own evaluation, indicates the many benefits that teacher mentors bring to beginning teachers and to school communities. While the Committee understands the Department's distribution of mentor teachers to address the needs of schools with high numbers of beginning teachers, the Committee believes that all new teachers should have access to some mentoring support. The Committee agrees that the Teacher Mentor Program should encompass all beginning teachers in Departmental schools, in order to ensure all new teachers have the support and assistance they require to realise their teaching potential, as well as attain the standard of professional competence.

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### **Recommendation 15**

That the Government expand the Teacher Mentor Program to ensure that all schools have adequate mentoring support for their beginning teachers and commit necessary funds to support the expanded program.

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### **Role of the NSW Institute of Teachers in professional support**

- 6.44** As outlined in chapter 3 the Institute has a key role in relation to the support programs for beginning teachers. The Committee notes the requirement within the Framework of Professional Standards (the Framework) that all new scheme teachers attain professional competence status within three years. This requirement will place emphasis on both the induction and teacher mentor programs to ensure beginning teachers can demonstrate the capacity for professional competence. The Committee believes that this will have a profound effect on the Department's capacity to retain quality teachers and ensure they have access to adequate professional development opportunities.
- 6.45** The Institute explained that from October 2004 the minimum qualification for employment as a teacher in NSW is 'a degree in an area relevant to the subject or content that the person will teach. Teachers will also have to gain accreditation at professional competence level. This entails the attainment of a teaching qualification or an equivalent recognised by the Institute.'<sup>353</sup> It is incumbent on graduate teachers to attain the standards of professional competence within three or four years (dependent on their training) of teaching, which Dr Jim McMorro explained to the Committee was what some other states had called 'provisional registration.'<sup>354</sup>
- 6.46** The Institute believes that the standards will promote a more supportive environment for beginning teachers, who are awarded graduate teacher status but must attain professional competence within three years. The Institute suggests that this provision, along with enhanced induction programs, will encourage professional support and development programs to ensure beginning teachers are able to meet this requirement. The Committee believes a cohesive profession is reliant on the contributions of its experienced practitioners. The Committee hopes that the requirement that graduate teachers attain professional competence will

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<sup>353</sup> Submission 58, p24

<sup>354</sup> Dr Jim McMorro, Chair, NSW Institute of Teachers, Evidence, 8 April 2005, p45

encourage an additional sense of responsibility in those more experienced teachers to assist their newer colleagues.

### **Other options for assisting beginning teachers**

- 6.47** A number of other initiatives to support beginning teachers were presented to the Committee over the course of the Inquiry. In the Committee's opinion the evidence received did not support a clear recommendation, although the Committee believes that the Department should examine all options to support and retain teachers. These initiatives are briefly presented below.

#### ***Load relief***

- 6.48** The idea that beginning teachers could adjust to classroom practice more easily if they did not have a full time teaching load arose in evidence a number of times. Load relief would provide an opportunity to spend extra time with a teacher mentor, to prepare for future lessons and to reflect on classroom practice. Professor Stephen Dinham, of the University of Wollongong, noted that a reduction in the amount of 'contact time' with students in the classroom, in favour of more mentoring time and time to prepare for the classroom, could help attract graduates to a career in teaching and the government school system as well as improving retention.<sup>355</sup>

- 6.49** A number of witnesses advocated a mentoring program with load relief which would ensure the continued development of the skills of the beginning teacher.<sup>356</sup> Mr Craig Luccarda, Head Teacher of Science at Bathurst High School, explained why mentoring and load reduction were key elements of an induction process for beginning teachers:

When hitting the deck in a school [beginning teachers] do so fully running. There is no period of transition. There is no teaching load reduction to give them extra time to prepare or discuss matters with a mentor teacher. There is no concession given to the mentor to team-teach with the new teacher.

Probationary teachers are expected to take on the most difficult jobs in classroom teaching from day one ... I am sure that private business in most cases does not give its junior employees ultimate control over the most valuable customers or difficult accounts.<sup>357</sup>

- 6.50** The English Teachers' Association suggested that in order to accommodate beginning teachers with a reduced load, government schools with new graduates should have increased numbers of staff to allow some flexibility in teaching arrangements.<sup>358</sup>

- 6.51** The Committee did not receive sufficient evidence on the effectiveness of load relief to draw conclusions regarding benefits to the recruitment and retention strategies employed by the

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<sup>355</sup> Professor Stephen Dinham, Faculty of Education, University of Wollongong, Evidence, 16 March 2005, p44

<sup>356</sup> Professor Lovat, Evidence, 27 April 2005, p20

<sup>357</sup> Submission 36, Mr Craig Luccarda, p1

<sup>358</sup> Submission 14, p6

Department. Given the recent implementation of the Teacher Mentor Program and its positive reception, the Committee believes it is important the Department focus its resources in this area. The provision of a reduced load for beginning teachers is something the Department may consider in the context of a future review of the Teacher Mentor Program.

### ***Paid internship***

- 6.52** The Committee heard some evidence that many students were ‘snapped up’ by non-government schools that agreed to accept students prior to graduation, and consequently the best university graduates were not being employed by the Department. It was suggested to the Committee that a paid internship scheme may help develop a relationship between the public education system and graduates that would encourage more students to apply for employment at government schools. The Committee heard that a paid internship would also allow students time to develop practical skills over the long-term.<sup>359</sup>
- 6.53** The Committee notes the role of the Institute in relation to the development of conditional accreditation status. As noted previously this status will assist teachers who have yet to graduate to teach within Departmental schools. The Committee believes this accreditation will provide the Department with additional flexibility in relation to its employment criteria, while at the same time facilitating the development of professional ties between beginning teachers and NSW government schools. The Committee considers that this conditional accreditation status will assist the Department to enhance its strategies to attract quality graduates to the public education system.

## **Retention and Professional Development**

- 6.54** The Committee heard that the opportunities for teachers through transfers, ongoing education and career progression in the government school system could be improved. In this section, the Committee also examines the role of the Institute in relation to career progression and the retention of quality teachers.

### **Transfer system**

- 6.55** Once employed by the Department, teachers are able to request a transfer to another school within the state. In addition to benefits in terms of staffing hard to staff schools the transfer system provides teachers with the opportunity to gain experience in different environments.
- 6.56** The transfer points system, developed by the Department in consultation with the Federation, was introduced in 1987-1988 to ‘reward teachers prepared to serve in less favoured locations in New South Wales.’<sup>360</sup> All schools are allocated points, generally based on their relative isolation and access to services, with isolated schools in rural New South Wales having eight points and popular metropolitan schools one point.

<sup>359</sup> Professor Downes, Evidence, 17 March 2005, p51

<sup>360</sup> Correspondence, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, to Chair, 8 June 2005, p1

- 6.57** Teachers who spend two or three years teaching in a hard to staff school accrue a number of points which give them priority to transfer to a school in their preferred area at the conclusion of their tenure. The Federation highlighted the benefits of this system to rural and regional schools:

The statewide transfer system ... goes some way to ensuring along with other recruitment incentives, that rural and 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 part of NSW, after a period of teaching in these difficult [to staff] areas.<sup>361</sup>

- 6.58** Teachers who transfer to regional and remote schools will also benefit from the introduction of the Institute's professional standards, which provide an incentive for teachers wishing to attain the higher levels of professional achievement to gain a broad range of experiences.

- 6.59** While overall the benefits of the transfer system were acknowledged there was also evidence which suggested that the transfer system created instability due to the relatively rapid rate of transfer in some schools. Teachers who transfer to schools which attract a high number of points are able to transfer again within a relatively short period. Professor Gonczi noted the difficulties of building a school culture in this environment:

Schools which are staffed amorphously across the whole State are much more difficult to develop a kind of an individual school culture and positive atmosphere than those where the principal, teachers and parents choose the people that they want.<sup>362</sup>

- 6.60** Despite this, Ms Leete told the Committee that the Federation had some reservations about the program as it resulted in a high turnover of staff, as teachers are committed for relatively short periods of two to three years:

The transfer system is one of the most positive ways in which we are able to extend the skills from one school through into other schools. Where you end up with a system that has a significant number of schools with a very high turnover of staff, then that is going to raise, and possibly in some parts of the State already does, fundamental questions about the equity of the provision of education and whether on behalf of the public of New South Wales we are able to provide a high quality education to all our students, no matter where they are in the State.<sup>363</sup>

- 6.61** Experience in rural and regional schools is also valuable for teachers. These benefits were highlighted by Professor Dinham, whose research indicated that the longer teachers remain in one school, the lower their satisfaction and the higher their mental stress. He suggested that a transfer program provided benefits to both individual teachers and the system as a whole. Professor Dinham outlined the results of his study:

We have surveyed teachers in England, New Zealand, Canada, USA, Malta and Cyprus. We found an interesting phenomenon, particularly in our samples in England,

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<sup>361</sup> Submission 54, p33

<sup>362</sup> Professor Gonczi, Evidence, 17 March 2005, p50

<sup>363</sup> Ms Leete, Evidence, 16 March 2005, p32

New Zealand and Australia, and specifically New South Wales, in that the longer people have been in their current school the lower their satisfaction and the higher their mental stress, the lower their commitment to professional development and so forth.

That goes against the general findings of occupational satisfaction. The usual thing you find with occupational satisfaction is that it rises over time. People who do not like the job get out and people who stay there get better at the job, they get more confident, they get promoted and they get more money. Efficacy is really important—how well you feel you can do the job. What we found did not support that. So it raises the issue—this is a general principle and some people get upset about this—it seems that too long in the one school can be detrimental as a general principle. But we can point to many teachers who have been in schools for a long time who are absolute rocks of that school; they are beacons; they are fantastic people. But overall there is a pressing need, I think, for the rejuvenation that can come from moving around.<sup>364</sup>

- 6.62** The Committee believes that the transfer system provides important opportunities for teachers to gain experience and for schools to have the benefit of a diversity of skills and qualifications. Encouraging teachers to gain a range of professional experience, particularly through movement to less favoured areas has benefits for those teachers and the teaching profession generally. The Committee believes that the Department should encourage its teachers to gain broad and varied professional experience, emphasising less favoured areas, as part of the professional development training required to progress through the Institute's Framework.

### **Career flexibility**

- 6.63** Witnesses described the current system of appointment and transfer within the government school system as too inflexible, potentially causing teachers to leave the profession. Ms Knox told the Committee she believed that the current generation of students expected more flexibility in their careers, such as periods spent teaching overseas or in the private sector, or in other professions. Ms Knox advised the Committee that the Department needs to provide for this changing workforce in order to ensure that experienced, quality teachers remain in or return to the teaching profession.<sup>365</sup>
- 6.64** Mr Hope told the Committee he believed that the current limited capacity to transfer in and out of the teaching profession, particularly for people wanting some flexibility in their career, discouraged many potential teachers from entering the profession in the first instance:

A lot is said about retaining teachers and it is good to retain people's skills but there is a lot to be said for having people moving in and out of the profession over time. A principal in my area said to me one day, "I went and managed a grog shop for a year and then came back to teaching." There is a scheme that allows people to take sabbaticals, but most teachers do not do that. There is nothing wrong with someone teaching until they are 29 and then going into something else in coming back to teaching ten years later. There is nothing to stop that, except the system. The system does not like people changing States, it is so restrictive. If one partner is moved from

<sup>364</sup> Professor Dinham, Evidence, 16 March 2005, p46

<sup>365</sup> Ms Knox, Evidence, 16 March 2005, p62

Melbourne to Sydney it is just bad luck, they cannot work here because they are not in our system.<sup>366</sup>

- 6.65** Ms Fran Hinton, Chief Executive Officer of the National Institute for Quality Teaching and School Leadership (NIQTSL), reiterated this view. She advised the Committee that flexibility would become increasingly important for the new generation of graduates who generally expected to have a number of different careers through their working lives:

I think it is important in this sense, that the employing strategies do not make returning difficult and I think that has been the case in the past. So, one of the responsibilities would be that you would have to free up the kinds of processes by which people who have gone and done something else, can return to teaching and to have their remuneration reflect the totality of their experience as well.<sup>367</sup>

- 6.66** It was suggested that the government education system would benefit from a more flexible approach that allows teachers to move between the government and non-government sector and to other work environments without unduly disadvantaging the teacher when seeking to resume a teaching career. Associate Professor Rodney Francis told the Committee:

I think the system needs to be more flexible in allowing people to move in and out of the system. A teacher may say, "I want to do another job for three years, and I do not want be disadvantaged in coming back." As I said earlier, if we talk about Generation X and Y people, that is the way they tend to think about things. They will move around. They should be given that opportunity, so we do not lose them. We might lose them for a period of time, but we should make it such that it is welcoming and relatively easy for them to move back into the system if that is where they want to go. At the moment I know some promotions positions are open for people to move backwards and forwards. But how do we recognise someone who has been working for 10 years in a private school if they want to come back as an assistant teacher in a government school? What is the pay rate?<sup>368</sup>

- 6.67** The Principal of Byrock Public School, Mr Michael Wood, noted that the public school system does not recognise entitlements accrued by teachers teaching in the private system. He recommended that the Department allow teachers to transfer their entitlements from the private system, particularly where teachers were transferring to a hard to staff school. He believed the transfer of entitlements would act as an incentive for experienced teachers prepared to work in the public education system.<sup>369</sup>

### *Returning to teaching*

- 6.68** Witnesses advised that there are numerous reasons for leaving and resuming a career in teaching in the public sector, including periods in the private sector, career change, working

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<sup>366</sup> Mr Hope, Evidence, 17 March 2005, p13

<sup>367</sup> Ms Fran Hinton, Chief Executive Officer, National Institute for Quality Teaching and School Leadership, Australian National University, Evidence, 8 April 2005, p10

<sup>368</sup> Associate Professor Rodney Francis, Coordinator, Accelerated Teacher Training Course, Charles Sturt University, Evidence, 17 March 2005, p39

<sup>369</sup> Submission 34, Mr Michael Wood, p1



overseas and family duties.<sup>370</sup> A number of witnesses believe there is a substantial group of trained and experienced teachers who may, given the right combination of retraining and financial incentive, be persuaded back to the profession.

- 6.69** According to Professor Dinham, people who had trained as teachers but left the profession were a potential source of recruits that are currently being overlooked. In the context of projected teacher shortages, this group is a potential source of experienced teachers who might be drawn back into the profession, given the right support and assistance. Professor Dinham told the Committee:

The other thing we need to be wary of is that there is an enormous pool of teachers out there who are not teaching. When we talk about the shortage of teachers, we should be thinking about up-skilling those people and getting them back into teaching ... many people for whatever reason are out of the system and, I suspect, are hesitant about coming back because the syllabuses have changed and all the rest of it, and maybe they do not feel equipped to take it on. But there is an enormous pool out there that we should not neglect in this whole business of demand and supply.<sup>371</sup>

- 6.70** Professor Lovat, from the Australian Council of Deans of Education, agreed that former teachers are a potential pool of recruits. He emphasised the need for teachers who had left the profession to engage in some comprehensive training before being re-employed in schools:

The idea of somebody coming back into teaching 15 years on, without doing a bit of retraining, is a pretty horrific thought, as it would be in the case of a doctor or a lawyer. I think we need to have those high bars.<sup>372</sup>

- 6.71** Dr Arthur Smith from the Koori Centre at the University of Sydney told the Committee that Indigenous teachers working in other professions were an under-utilised source of recruits. Dr Smith highlighted the need to enhance the numbers of Indigenous teachers in NSW government schools, and advised the Committee that many Indigenous teachers had been drawn toward other professions. He believed this pool of teachers could provide the Department with a source of Indigenous teachers, if they could be attracted back to the profession, with equivalent salaries and some additional training:<sup>373</sup>

We have found over the years that Aboriginal teachers are very employable in a whole range of fields. Many of them work in Canberra, many of them work in ATSIC, and in the Department of Aboriginal Affairs, and they are usually good communicators, they write well, they have good planning skills, they usually have good people skills, so we have lost a lot of our best teachers because of the heavy demands in Aboriginal Affairs. We have thought about trying to entice them back with a crash course, but we would have to do better than the salaries they are getting in DEST or the National Library, or the National Museum, or wherever they are working.<sup>374</sup>

<sup>370</sup> For example Mr Hope, Evidence, 17 March 2005, pp12-13

<sup>371</sup> Professor Dinham, Evidence, 16 March 2005, p45

<sup>372</sup> Professor Lovat, Evidence, 27 April 2005, p23

<sup>373</sup> Dr Arthur Smith, Senior Lecturer, Koori Centre, University of Sydney, Evidence, 8 April 2005, p65

<sup>374</sup> Dr Smith, Evidence, 8 April 2005, p65

- 6.72** Professor Downes also noted that a ‘lack of flexibility’ surrounding the Department’s appointment of Indigenous graduates may have an impact on retention rates.<sup>375</sup> According to Dr Smith this lack of flexibility means that Indigenous teachers can be randomly placed in schools with a need for Indigenous teachers, which can be particularly difficult for beginning teachers without the support of their community or other Indigenous staff:

The Department of Education and Training tries to appoint Aboriginal students to where they think they might be most needed, but typically Aboriginal students like to go back to their own community and in this report there are a few statistics on our graduations over the last three years and you will notice there are a couple of graduates from two years ago who are not yet employed full-time. In a field where we are desperately short of Indigenous teachers, that is a bit of a worry, but in a couple of cases I know from what the students have told me themselves, they do not want to move away from their town to travel to the next town if it is 60 kilometres away or sometimes further.<sup>376</sup>

- 6.73** Although little evidence was received on this matter, the Committee agrees that Indigenous teachers may be more inclined to remain in the teaching profession if they are employed within their own community. Given the substantial benefits Indigenous teachers provide to Indigenous communities and students, the Committee believes that the Department should take into consideration any request by Indigenous teachers to teach within their own community when appointing teachers to schools. While the Committee appreciates the complexity of working outside the Department’s normal appointment list, given the comparatively tiny numbers of Indigenous teachers, the Committee believes the Department should consider an Indigenous teacher’s choice to remain within their community as a priority for appointment there, as soon as a teaching position becomes available.
- 6.74** One instrument that may provide some increased flexibility in the system is the introduction of the *Teaching Services Amendment Act 2004* (the Act) in January 2005. The Act ‘allows for the merit based appointment of people from outside the NSW public education system to executive positions in schools.’<sup>377</sup> As noted in the Department’s submission, the Act provides a mechanism to appoint quality teachers from public schools interstate or overseas or from non-government schools which will have a positive impact on the quality of educational leadership in NSW government schools.
- 6.75** The Committee understands the need for increased flexibility within the NSW public education system, particularly as new generations grow to expect more diversity in their careers. The Committee believes the Department could do more toward recognising the skills of those teachers who have been teaching in other systems, for example overseas, interstate or in the non-government system. Increased flexibility may have benefits for teacher retention and the re-entry of experienced teachers who have been out of the public system for a period, and may enhance the Department’s reputation as an ‘employer of choice’ for teachers in New South Wales.

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<sup>375</sup> Professor Downes, Evidence, 17 March 2005, pp42-43

<sup>376</sup> Dr Smith, Evidence, 8 April 2005, p64

<sup>377</sup> Submission 33, p6

### Casual teachers

- 6.76** Casual teachers have been in short supply in the past, particularly for those schools considered hard to staff. The Department noted in its submission the importance of casual teachers to the public education system, and the system suits many teachers who wish to undertake occasional employment.
- 6.77** The Department identified casual teachers as coming from three broad pools – those who were waiting for permanent employment, those who for personal reasons chose to work casually and former permanent staff who wished to work occasionally after retirement.<sup>378</sup> Currently, the Department estimates it employs 30,000 casual or temporary teachers, which equates to 11,758 full time equivalent teachers.<sup>379</sup> As mentioned in the previous chapter, the Department has increased its pool of casuals substantially through applications to the Graduate Recruitment Program.
- 6.78** Witnesses told the Committee that there are not enough casual teachers available, particularly to service hard to staff schools. For example, Ms Knox said:
- I wish you could talk to more colleagues of mine who cannot get teachers to take the place of another teacher who is on long service leave, a teacher who is leaving a class, or one who is sick. It is difficult to get teachers in a lot of areas. If you look at the North Shore, you might have 10 people waiting there and you have a list of casual teachers ... I think a lot of people think it is the rural areas that are hard to staff. We are talking about metropolitan schools as well. There are a lot of metropolitan schools that cannot find a teacher to take the place of some of the teachers they are losing. It is still a difficulty.<sup>380</sup>
- 6.79** Under the Casual School Teacher Plan, the Department has sought to address the need for more casual teachers across the state as well as providing a resource for hard to staff schools. This plan includes establishing a Casual and Temporary Teacher Programs Unit to assist schools having difficulty obtaining casual teachers, as well as the Casual.Direct website which provides a mechanism through which casual teachers can, after approval to teach with the Department, register as available to teach. Individual schools can then access a database of qualified casual teachers.<sup>381</sup>
- 6.80** Some Principals suggested that the need for casual teachers might be more effectively met if Principals were able to recruit casual teachers directly. Mr Kenneth McAlpine, from the Secondary Principals' Council, told the Committee he believed that principals needed more flexibility in relation to appointing casual teachers to the state system permanently. However, Mr McAlpine acknowledged there was a delicate balance between giving a principal the flexibility to employ staff and placing the burden of recruitment on individual schools:

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<sup>378</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 4, p4

<sup>379</sup> Answers to questions on notice taken during evidence 16 March 2005, Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Question 4, p4

<sup>380</sup> Ms Knox, Evidence, 16 March 2005, p62

<sup>381</sup> Submission 33, p24

I think for quite a few years the Principals Council has wanted greater flexibility rather than total flexibility. We do not want to be the employing authority and all that that entails. But we do want to be able to make sure that the best teachers are coming into the State system and, as a result of that, into our own schools.<sup>382</sup>

### ***Teacher Employment Priority Scheme (TEPS)***

- 6.81** The Department has implemented a reward system for casual teachers, which aims to provide additional incentives for casual teachers to work in hard to staff areas by rewarding them with a TEPS benefit to accelerate their priority date for permanent employment.<sup>383</sup> The Federation noted that the Department implemented TEPS after significant lobbying from the Federation. The Federation believes that this scheme has improved the ability of schools in hard to staff areas to attract casual relief teachers as well as providing casual teachers with incentives to work in hard to staff areas.
- 6.82** The Committee agrees that TEPS has the potential to be of great assistance to hard to staff schools, as well as providing casuals waiting for permanent employment additional incentive to teach in hard to staff areas. The Committee believes the Department should better promote this program to casual teachers, to ensure it is fully utilised and all schools have access to casual teachers, including those considered hard to staff.

### **Providing opportunities for career progression**

- 6.83** Providing opportunities and career challenges, ongoing training and professional development, transfers and recognition through opportunities for career progression are critical for the recruitment and retention of quality teachers. The Committee heard that the implementation of a structured system of professional development opportunities available across the state and recognition within the wider community of the demands, complexity and importance of the teaching role could improve the retention of teachers within the profession.
- 6.84** Professor Gonczi told the Committee that the teaching profession has traditionally had a career structure with only limited promotional opportunities, which was quite different to the structure that existed within universities. He described that structure as motivational, which encouraged employees to work hard to achieve promotional opportunities to various academic levels, whereas teachers only had the option to move into an administrative role. Professor Gonczi concluded:

If you did not want to move into administration it would be quite demotivating not to be able to move beyond seven years of a salary scale.<sup>384</sup>

- 6.85** The Federation noted in its submission that, 'students are not just looking for a job at the conclusion of their degree. They are looking for a career.'<sup>385</sup> This statement highlights one of

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<sup>382</sup> Mr Kenneth McAlpine, Deputy President, NSW Secondary Principals' Council, Evidence, 17 March 2005, p68

<sup>383</sup> Submission 54, p33

<sup>384</sup> Professor Gonczi, Evidence, 17 March 2005, p46

<sup>385</sup> Submission 54, p21

the key elements raised by Dr Ramsey, that the teaching profession would strongly benefit from a clearly articulated and structured career path to confirm its identity.<sup>386</sup>

- 6.86** As outlined in chapter 3, one of the primary roles of the Institute is to develop professional development standards. These standards will provide a framework within which teachers are able to access career development opportunities, be rewarded for their accomplishments and be recognised for their professional achievements. The majority of witnesses to this Inquiry welcomed the creation of the Institute and the development of these standards as a positive gain for the profession.
- 6.87** Through the standards the Institute aims to provide a ‘credible, rigorous and reliable system of identifying accomplished teachers and teacher leaders.’<sup>387</sup> Mr Tom Alegounarias, Chief Executive Officer of the Institute, emphasised that the standards were designed to provide for both teachers and the community a measure of performance and achievement within the profession.<sup>388</sup>
- 6.88** The Institute told the Committee that the development of the Framework will provide a more structured environment in which teachers may more easily negotiate a career path. With clearly articulated standards of attainment at the different levels, teachers are provided with a guide to develop their skills and abilities.<sup>389</sup>
- 6.89** Ms Knox explained that while she was cautiously optimistic about the role of the Institute, she could see the value of the standards to assist teachers to develop a career path:

I am hoping that the Institute of Teachers is going to be a positive step. I think it is going to be a lot easier for teachers to map a career path. I think it is a good idea that there are other different competencies in the New South Wales Institute of Teachers so that people can plan and set goals in their professional learning. We can have a common language throughout the whole system about what level teachers are at, where they need to be and what they need to develop. It is a very early comment, but I think it looks good. It is just starting and is very early days so I would not want to commit myself.<sup>390</sup>

- 6.90** The Committee believes the Framework is a positive step toward providing the profession with clearly identifiable career paths and levels of achievement. One of the most important effects of the Framework will be to demonstrate the increasing complexity of skills acquired by teachers throughout their careers. The introduction of professional standards, as well as the introduction of NIQTSL, will enable the Department to develop a broad range of criteria to measure the quality, capability and experience of its teachers, and form the basis for career progression.

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<sup>386</sup> Ramsey G, *Quality Matters, Revitalising Teaching: Critical times, critical choices*, p147

<sup>387</sup> Submission 58, p25

<sup>388</sup> Mr Tom Alegounarias, Chief Executive Officer, NSW Institute of Teachers, Evidence, 8 April 2005, p43

<sup>389</sup> Dr McMorrow, Evidence, 8 April 2005, p42

<sup>390</sup> Ms Knox, Evidence, 16 March 2005, p66

***Ongoing education***

- 6.91** The Federation of Parents and Citizens Associations of New South Wales noted in their submission that, ‘Staff development programs should be an integral part of the life of every school. A mutually agreed form of performance appraisal should be instituted with the primary aim of determining needs for assistance in the professional growth of individual teachers.’<sup>391</sup>
- 6.92** The Committee heard that in the past, the professional development opportunities available have been of inconsistent quality and participation has been largely reliant on the individual teacher’s own initiative. The Committee believes the Framework will play an important role in the promotion of career development opportunities as well as the accreditation of professional development course providers.
- 6.93** Professor Gonczi told the Committee he believed that continuation of professional development for teachers was the most important aspect of the Institute’s role:
- I think the Institute in developing, for example, a professional development policy for teachers, has a very valuable role, and that is something the department has not really managed to do, that is, to have compulsory continuing professional education. We think that that is fundamentally important.<sup>392</sup>
- 6.94** Mr Alegounarias advised the Committee that, aligned with career progression, one of the key areas provided for by the standards was professional development training. He explained that accreditation against the standards would rely on teachers undertaking professional development provided by an endorsed teacher education provider. In order to be re-accredited after the five year period of registration, a teacher must have undertaken a minimum of one hundred hours professional development training.<sup>393</sup>
- 6.95** Mr Alegounarias suggested that the Institute’s emphasis on training and skill development would not only encourage all teachers to make the most of their abilities, but also improve the quality of teacher training courses as the courses would be evaluated by teachers and the information provided to the Institute. The Institute plans to use this information to guide teachers to appropriate courses.
- 6.96** To support the new requirement for teachers to engage in ongoing professional development, the Institute has produced a continuing professional development policy entitled *Supporting the Maintenance of Accreditation at Professional Competence*. This policy aims to ‘support a process whereby the Institute, together with the profession, continually improves the quality of the provision of continuing professional development for teachers maintaining accreditation at professional competence.’<sup>394</sup> This policy includes comprehensive information on the role and responsibilities of the Institute and the teacher accreditation authorities, as well as teachers

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<sup>391</sup> Submission 43, Federation of Parents and Parents and Citizens Association of NSW, p6

<sup>392</sup> Professor Gonczi, Evidence, 17 March 2005, p53

<sup>393</sup> Mr Alegounarias, Evidence, 8 April 2005, p53

<sup>394</sup> Tabled Document, Mr Alegounarias, *Continuing Professional Development Policy – Supporting the Maintenance of Accreditation at Professional Competence*, p3

themselves, and will provide a strong foundation for the profession to commence the accreditation of teachers at levels beyond that of professional competence.<sup>395</sup>

- 6.97** Opportunities for professional development are critical to retaining teachers within the profession and government schools. The Committee believes that the Department must provide access to appropriate training and performance assessment for all its teachers to ensure they meet the standards required by the Department and the Institute.

### *Retraining*

- 6.98** The retraining program offered by the Department encourages teachers to retrain in subject areas of shortage, currently science (physics), mathematics and technology and applied sciences, as well as specialist areas such as school counselling, special education, careers advising, teacher librarianship, English as a second language and reading recovery.<sup>396</sup> Retraining programs, delivered by universities over the course of six months to two years, are designed 'to meet the Department's employment needs and effectively prepare teachers to implement the relevant NSW Board of Studies syllabuses.'<sup>397</sup> Completion of the retraining program provides teachers with a formal qualification to teach in that subject area.
- 6.99** As part of the Department's sponsorship of a teacher's retraining program, a graduate is appointed to a hard to staff school, 'probably in western or southwestern Sydney or non-coastal rural New South Wales.'<sup>398</sup>
- 6.100** From 1999 to 2004 over 4,600 teachers have retrained in the subject areas of shortage mentioned above.<sup>399</sup> Evaluations commissioned by the Department have generally been positive and witnesses to this Inquiry told the Committee that they believed retraining was a positive step for many teachers. Professor Kwong Lee Dow told the Committee that he believed that retraining teachers, particularly primary teachers, was a valuable way of providing quality teachers in subject areas of shortage:

I sometimes argue ... that a well-experienced primary teacher might be more effective to be retrained. New South Wales is looking at this and doing something about it. It may be better to retrain for the early years of secondary teaching than having a bright young graduate with pure mathematics 3 who might be the right person for year 12 but may not necessarily be for some of the students who are having real difficulties in recovering themselves in years 7 and 8. We cannot say there is one way of training a teacher.<sup>400</sup>

<sup>395</sup> Tabled Document, Mr Alegounarias, *Continuing Professional Development Policy – Supporting the Maintenance of Accreditation at Professional Competence*, p3

<sup>396</sup> Submission 33, p31

<sup>397</sup> Submission 33, p31

<sup>398</sup> <https://www.det.nsw.edu.au/employment/teachnsw/retrain/index.htm> (accessed 7 July 2005)

<sup>399</sup> Submission 33, p32

<sup>400</sup> Professor Kwong Lee Dow, Professor Emeritus, University of Melbourne, Evidence, 17 March 2005, p58

- 6.101** Reinforcing this point, Mr McAlpine explained to the Committee that the teaching experience primary teachers brought with them to the classroom was very valuable when retraining to teach secondary subjects:

I have met some of the teachers who started their life as primary teachers ... they then went through and did the University of New England external degrees and changed their qualifications to secondary, and they became very good secondary teachers because they had a really good understanding of the interaction that is required in a classroom ... I think those particular skills that they bring with them are really good.<sup>401</sup>

- 6.102** Mr Hope told the Committee he believed that a system that encouraged teachers to retrain to teach in different capacities could provide a more diverse, satisfying career:

Sometimes you will find that teachers have taught primary for quite a while and have decided to change and teach secondary, because they have run out of steam and they need a new challenge. For teachers who have good teaching skills it can reinvigorate them so we do not lose them ... It is important to give people the opportunity, if they want to stay in the work force, to do different things. It is a combination of taking advantage of where there is a need, particularly in the hard subjects in which there are few teachers, and where it will work.<sup>402</sup>

- 6.103** However, some witnesses mentioned that the substantial personal commitment that retraining required of a teacher was a disincentive to retrain. In their submission, the Institute of Industrial Technology Education argued that the requirement to teach in a hard to staff school, nominated by the Department upon graduation from the course, can be off putting for teachers.<sup>403</sup> Mr Adrian Piccoli, Member for Murrumbidgee, told the Committee that one of his constituents wished to retrain, but had been told by the Department he could not retrain and elect to teach in his home town, even though it was a 'recognised area of need' because of the Department's requirement that it determine his appointment.<sup>404</sup>

- 6.104** The Committee also heard evidence about concerns regarding the length of some of the retraining courses. The Federation believed that the length of the courses did not do justice to the amount of highly complex information that teachers had to absorb, and as a consequence the coursework is 'intensive and difficult to complete.'<sup>405</sup>

- 6.105** It is the Committee's view that retrained teachers provide the Department with a source of experienced, highly qualified and versatile teachers. This program also provides teachers with the opportunity to revitalise and enhance their career, while making best use of the expertise they have developed. Given that shortages exist across New South Wales in some subjects, the requirement to teach anywhere in the state does seem to be an unnecessary burden for this program. The Committee believes the Department may attract more teachers into retraining programs for subjects in which there are shortages if a teacher could apply to teach in specific geographic areas of their choice, or return to their school if a shortage existed.

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<sup>401</sup> Mr McAlpine, Evidence, 17 March 2005, p76

<sup>402</sup> Mr Hope, Evidence, 17 March 2005, pp12-13

<sup>403</sup> Submission 15, Institute of Industrial Arts Technology Education, p11

<sup>404</sup> Submission 20, Mr Adrian Piccoli MP, pp2-3

<sup>405</sup> Submission 54, p32



- 6.106** The Committee believes the Department in consultation with universities should consider expanding the duration of the courses, particularly those in mathematics and physics, to better accommodate teachers retraining to teach those subjects. The Committee agrees with the Federation recommendation that the outcomes of the programs be evaluated via a longitudinal study, to ensure that graduates from the program are appropriately trained to teach those courses.<sup>406</sup>
- 6.107** The provision of a program for staff to retrain is an effective way of retaining staff within the public education system and addressing areas of subject shortage. The Committee encourages the Department to ensure that teachers who are given the opportunity to retrain are able to do so effectively and can maintain the high standards expected of them by the Department.

### Technology

- 6.108** The use of new technologies in the classroom is becoming an increasingly important focus for schools. Ms Gillian Calvert, Commissioner for Children and Young People told the Committee that the ‘knowledge age’ demanded different skills of children and young people and consequently required a more creative approach from teachers in order to impart those skills:

The fostering of the capacity to acquire knowledge and to self learn and to motivate yourself I think is a key requirement of the knowledge age, and yet often the way in which we teach children is the direct opposite of that. It is about waiting for the teacher to impart that knowledge rather than encouraging the student to go and find it out themselves. I guess what we are saying is that the sorts of methods that operate in the classroom really need to change to take account of the knowledge age and the sorts of students who are in their class rooms in the knowledge age.<sup>407</sup>

- 6.109** The Committee was told that poorly resourced school environments were contributing to the poor retention of beginning teachers.<sup>408</sup> Technological resources available to teachers and its students were generally thought to have great potential to enhance student learning. In its submission, the NSW Board of Studies reinforced the importance of the technology element of the curriculum and highlighted the need for teachers ‘to have sound ICT [Information and Communication Technology] skills to enable them to facilitate access to resources and to teach the curriculum to an increasingly technology-sophisticated generation of students.’<sup>409</sup>
- 6.110** The Committee understands the Department is currently ‘rolling out’ fibre optic cable which will provide enhanced Internet access to regional and remote schools in western New South Wales.<sup>410</sup> The Director General explained to the Committee the many benefits of information

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<sup>406</sup> Submission 54, p32

<sup>407</sup> Ms Gillian Calvert, Commissioner, NSW Commission for Children and Young People, Evidence, 8 April 2005, p16

<sup>408</sup> Ms Fiona McLoughlin, Member, NSW Professional Teachers’ Council, Public Forum, 27 April 2005, p13

<sup>409</sup> Submission 53, NSW Board of Studies, p3

<sup>410</sup> Mr Bowles, Evidence, 14 June 2005, p13

communication technologies, particularly to schools in regional and remote communities, that may lack teachers in certain subject areas:

We are seeing ICT as a fundamental platform to be able to assist us where we see there might be difficulties in getting the exact specialty in the right place, but also it means that we are supporting those rural communities because otherwise those students would have been forced effectively to be boarded into larger towns somewhere where there would have been a larger school. But by using ICT, it means they can be part of the community and certainly remain with their families. There are many other areas in terms of distance education and ICT where we are now looking to improve the quality of that so that the specialty questions that we sometimes see are now beginning to be overcome. I was really heartened to see not only the quality but also the engagement of the students in this particular form of teaching.<sup>411</sup>

**6.111** In addition, Mr Bowles told the Committee that by the end of this year the Department hoped to have provided 92% of all NSW public schools with two megabyte broadband internet access.<sup>412</sup> The Committee notes the substantial investment of the Department in this project and its commitment to providing the majority of NSW public schools with adequate broadband access. The Committee believes the use of these technologies will be of substantial benefit to schools and teachers.

**6.112** The potential advantages of new technologies now and in the future are numerous. Professor James Dalziel emphasised the many benefits that access to a range of new technologies offers to teachers. He noted that the use of new technologies to devise and implement innovative teaching techniques would attract people to the profession, and graduates to the government school system. Not only will teachers be provided with tools which directly assist them to complete their work in the classroom, new technologies have the potential to store and distribute that work and in so doing create an important professional resource. In relation to recruitment, Professor Dalziel argued that poor technological resources actually discourage graduate teachers from applying to teach within the NSW government school system:

However, the poor use of technology can also be a real barrier—not just for the students, who get frustrated and so on, but for teachers. Many of our younger teachers now coming through are extremely adept at technology. If they find themselves in environments where the technology is perhaps not as effective as they might hope, that becomes quite a negative for them.<sup>413</sup>

**6.113** The Parents and Citizens' Federation outlined the need for teachers to receive additional training and support in information and communication technology. They suggest this can be achieved through 'the employment of non-teaching staff in these areas such as professional and commercial standard, IT support technicians in schools, rather than burdening teachers.'<sup>414</sup> As mentioned previously, the use of non-teaching staff to assist teachers and

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<sup>411</sup> Mr Andrew Cappie-Wood, Director General, NSW Department of Education and Training, Evidence, 14 June 2005, pp6-7

<sup>412</sup> Mr Bowles, Evidence, 14 June 2005, p13

<sup>413</sup> Professor James Dalziel, Professor of Learning Technology, Macquarie University, Evidence, 27 April 2005, p1

<sup>414</sup> Submission 43, p9

students in the classroom was suggested to the Committee as a strategy to promote a broader range of skills and expertise within schools, particularly those that are hard to staff.

- 6.114** The Parents and Citizens' Federation also noted how important it was that teachers feel confident harnessing information from new technologies, in order to be able to facilitate the use of new technologies for children:

With the current expansion of information and the increased access to information it is essential that teachers are provided with the skills that allow them to discern the quality, potential application and relevance of gathered information ...<sup>415</sup>

- 6.115** Technological proficiency is already built into the Institute's standards, within the 'professional knowledge' domain. Knowledge of information and communication technologies is one of a number of mandatory components of teacher education.<sup>416</sup>

### **Physical environment**

- 6.116** Witnesses told the Committee that the physical environment of many state schools was a disincentive to attracting graduates to the state system. They claimed that poor facilities provided a strong contrast to those available in private schools and that many graduates, particularly graduates from AIT programs who were used to working in professions that were well resourced, found the lack of adequate equipment was a strong deterrent to entering the public school system.

- 6.117** Professor Lovat told the Committee that the physical environment of a school had potential to impact on a graduate's desire to stay within the public system, particularly in the context of the pressure they may be experiencing generally:

One would think it has to have some bearing on it, if people are dumped into a pretty awful situation. Granted everything else we have said about the high expectations on a first-day-out teacher to perform, if it is also in a poor environment, that just exacerbates the problem.<sup>417</sup>

- 6.118** Ms Knox told the Committee that the poor standards of the school building could be a disincentive to beginning teachers, along with a lack of available technology:

Teachers still have to suffer very old brick buildings that have no air-conditioning. The children are hot and the teachers believe they are disengaged in the latter part of the day. You do all the things you would normally do to make the kids' lives easier in a hot climate. You make the breaks smaller, you change the times when they are outside in the playground, but still they come into very hot classrooms. That most certainly has an effect on teachers.<sup>418</sup>

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<sup>415</sup> Submission 43, p9

<sup>416</sup> Professional Teaching Standards, NSW Institute of Teachers, p2

<sup>417</sup> Professor Lovat, Evidence, 27 April 2005, p22

<sup>418</sup> Ms Knox, Evidence, 16 March 2005, p61

- 6.119** Ms Fiona McLoughlin, member of the Professional Teachers' Council explained to the Committee that the superior equipment and resources available in private schools were a major factor behind her decision to leave government schools:

I have also been one of the ... people who has been poached in the last six months by the private system. The main reason I have gone is because of the facilities and conditions. I have walked out of the school I was in up until the end of last year, which had a 25-year-old kitchen with peeling paint, cracked surfaces, facilities in dire need of an overhaul, and I have walked into a school that has two full commercial kitchens. So you cannot compare the level of the facilities and the resources that I have been offered in my new school. This is what some of the DET schools are competing with and why teachers are jumping ship.<sup>419</sup>

- 6.120** The findings of an audit conducted by Professor Tony Vinson in relation to the recommendations of his 2002 *Independent Inquiry into the Provision of Public Education in NSW* were released on 19 May 2005. While Professor Vinson found that many of the recommendations had been implemented, the physical condition of schools was one area that had not improved. In its media release, the P&C Federation who had commissioned the Inquiry and Audit in conjunction with the Federation, stated:

School maintenance continues to be an area of major concern. The audit has found that no substantial improvement has been made towards addressing maintenance issues ... The finding of the audit and the original Inquiry were further supported by the Auditors General report in 2003 which estimated the current maintenance backlog as \$124 million.<sup>420</sup>

- 6.121** According to a report in the *Sydney Morning Herald* on 19 May 2005, new maintenance contractors were being engaged and 'In 2004-05, \$184 million had been allocated for school maintenance, a \$14 million increase on the previous year.'<sup>421</sup>

- 6.122** The Committee believes that the proper care and maintenance of the physical environment of a school is a key issue for the government. Poor resources and maintenance may be a contributing factor to some graduates' preference for employment with private schools, but the impact of the physical environment directly on recruitment and retention is difficult to gauge.

### Conclusion

- 6.123** The Committee believes that providing adequate induction and mentoring for beginning teachers should be a key priority for the Department. The Committee believes that the expansion of the induction and Teacher Mentor Programs will assist the Department's retention of teachers and help prevent future shortages. Opportunities for career development

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<sup>419</sup> Ms Fiona McLoughlin, Member, NSW Professional Teachers' Council, Public Forum, 27 April 2005, p14

<sup>420</sup> [www.pandc.org.au/docs/media/109.doc](http://www.pandc.org.au/docs/media/109.doc) Media Release Federation of Parents & Citizens Associations of NSW (accessed 10 June 2005)

<sup>421</sup> Doherty L, 'Verdict on state schools: shoddy', *Sydney Morning Herald*, 19 May 2005, p1

are similarly important to the retention of teachers and the Committee believes the Institute has an important role in this regard.



## Chapter 7 Conclusion

The Department of Education and Training's commitment to recruiting and retaining quality teachers in the government school system is evidenced by the number of initiatives implemented over recent years.

- 7.1 The recruitment of quality teachers is an important issue for schools throughout New South Wales, Australia and in many countries throughout the world.
- 7.2 Through workforce planning, and in response to the recommendations from reports such as *Quality Matters – Revitalising Teaching: Critical Times, critical choices* and *Australia's Teachers: Australia's Future*, the Department has commenced a wide variety of programs to ensure an adequate future supply of quality teachers in NSW public schools. These recent initiatives highlight the complexity and importance of this task.
- 7.3 The programs implemented by the Department aim to address its current and future needs. These include scholarships for students, particularly those studying in subject areas of shortage, such as science and mathematics, the Graduate Recruitment Program to target talented graduates for employment with the Department, as well as induction and mentor programs for beginning teachers, retraining programs for current teachers into subject areas of shortage and the transfer program to encourage teachers to gain diverse professional experience.
- 7.4 While the Committee notes the difficulty of evaluating programs that have only been operating for a short period of time, we strongly encourage the Department to assess the efficacy of these initiatives against current and projected shortages. Evaluation of these programs is critical to ensuring their success and the effective recruitment and retention of quality teachers.
- 7.5 Overall, responses to the Department's strategies and incentives to address the needs of its schools have been positive. Witnesses suggested to the Committee the further expansion and enhancement of a number of programs, in particular, the scholarship programs and the induction and Teacher Mentor programs. The Committee believes that expansion of these programs will assist the Department's retention of teachers and help prevent future shortages.
- 7.6 Opportunities for career development are similarly important to the retention of teachers and the Committee believes the recently established NSW Institute of Teachers (the Institute) has an important role in this regard. The Committee recognises the significant work of the Institute in developing the Framework of Professional Standards and believes the Framework is a positive beginning to the development of the profession in this state. The Committee highlights the many benefits of consistency between the current state standards and national standards. The teaching profession in NSW will profit from the Institute's commitment to a close relationship with the National Institute for Quality Teaching and School Leadership.
- 7.7 The endorsement of initial and continuing teacher education by the Institute and the impact this will have on the relationship between the Department and universities will also be an important area of future assessment and evaluation, to ensure that education programs produce quality graduates for employment in New South Wales public schools.

- 7.8** Finally, the Committee thanks the many participants who contributed their expertise over the course of this Inquiry to assist us in our consideration of teacher recruitment and training in the context of the substantial challenges that face the public education system in New South Wales.



## Appendix 1 Submissions

No	Author
1	Mr Richard Perrin
2	Mr Kevin McManus
3	Mr Ian Fewings
4	Mr Anthony Clark
5	Mr Brian Ferry, NSW Australian College of Educators
6	Confidential at request of author
7	Professor Derrick Armstrong, The University of Sydney, Faculty of Education and Social Work
8	Dr Ken Cruickshank, University of Wollongong, Faculty of Education
9	Mr Farid Hatami, Bahá'i Council for NSW and the ACT
10	Mrs Will Mead, Griffith High School
11	Name suppressed at request of author
12	Confidential at request of author
13	Confidential at request of author
14	Ms Eva Gold, English Teachers' Association of NSW
15	Mr John Perdriau, Institute of Industrial Arts Technology Education
16	Mr Phil Smith
17	Professor Terence Lovat, Australian Council of Deans of Education Incorporated
18	Professor Michael Cowling, The University of New South Wales, School of Mathematics
19	Mrs Mary Butler, Isolated Children's Parents' Association of NSW Inc.
20	Mr Adrian Piccoli, MP, Member for Murrumbidgee
21	Confidential at request of author
22	Mr James Wilton, Wentworth Public School
23	Mr Anthony Stokes
24	Ms Roslyn Mayberry, Ballina High School
25	Ms Gillian Calvert, Commissioner, NSW Commission for Children and Young People
26	Mr Ken Callan
27	Ms Jennifer Mater
28	Mr Joe Alvaro
29	Mr Alan Sharp
30	Mrs Kerry Love

No	Author
31	Confidential at request of author
32	Mr Colin Coakley, Country Women's Association of NSW
33	Mr Andrew Cappie-Wood, NSW Department of Education and Training
34	Mr Michael Wood
35	Professor Andrew Gonczi, NSW Teachers Education Council
36	Mr Craig Luccarda
37	Nyngan High School
38	Ms Helen McDonald, Wyong Public School
39	Mr Kenneth McAlpine, NSW Secondary Principals' Council
40	Mr Geoffrey Hogan
41	Ms Deborah Melville
42	Mr Phillip Roberts, Bowral High School
43	Ms Sharryn Brownlee, Federation of Parents and Citizens' Associations of New South Wales
44	Mr Gregory Bondar, Education Consulting Services of Australia
45	Ms Robyn Hawkshaw
46	Mr Bruce Carter
47	Ms Kerry Knox, NSW Primary Principals' Association
48	Mrs Angela O'Callaghan
49	Lake Wyangan Parents and Citizens Committee
50	History Teachers' Association of NSW
51	Principals of: <ul style="list-style-type: none"> <li>• Quakers Hill High School</li> <li>• Riverstone High School</li> <li>• Seven Hills High School</li> <li>• Wyndham College</li> </ul>
52	Mr John Morgans, confidential by resolution of the Committee
53	Professor Gordon Stanley, NSW Board of Studies
54	Mr Barry Johnson, NSW Teachers Federation
55	Professor James Dalziel, Macquarie University
56	Professor Andrew Symington, Professional Teachers' Council NSW
57	Confidential at request of author
58	Ms Susan Gazis, NSW Institute of Teachers
59	Mr Stuart Rosewarne, National Tertiary Education Union, NSW Division

## Appendix 2 Witnesses

<b>Date</b>	<b>Name</b>	<b>Position and Organisation</b>
<b>Wednesday 16 March 2005</b> Room 814/815, Parliament House	Mr Andrew Cappie-Wood	Director General, NSW Department of Education and Training Managing Director, TAFE NSW
	Mr Martin Bowles	Deputy Director General, Corporate Services, NSW Department of Education and Training
	Ms Trish Kelly	General Manager, Human Resources, NSW Department of Education and Training
	Dr Paul Brock	Director of Learning and Development Research, NSW Department of Education and Training
	Ms Jennifer Leete	Deputy President, NSW Teachers Federation
	Ms Wendy Currie	Research Officer, NSW Teachers Federation
	Professor Stephen Dinham	Professor, Faculty of Education, University of Wollongong
	Ms Kerry Knox	Vice President, NSW Primary Principals Association
<b>Thursday 17 March 2005</b> Jubilee Room, Parliament House	Mr David Hope	Vice President, NSW Parents and Citizens Federation
	Associate Professor Geoffrey Riordan	Associate Dean, Faculty of Education, University of Technology, Sydney Head, Accelerated Teacher Training Program
	Associate Professor Rodney Francis	Coordinator, Accelerated Teacher Training Course, Charles Sturt University, Wagga Wagga
	Professor Andrew Gonczi	Dean, Faculty of Education, University of Technology, Sydney Australian Council of Deans of Education Teacher Education Council of New South Wales
	Professor Toni Downes	Professor and Head of School, University of Western Sydney

Date	Name	Position and Organisation
		Australian Council of Deans of Education
	Professor Kwong Lee Dow	NSW Teacher Education Council Professor Emeritus, University of Melbourne
	Ms Vicki Brewer	Member, NSW Secondary Principals' Council
	Mr Kenneth McAlpine	Deputy President, NSW Secondary Principals' Council
<b>Friday 8 April 2005</b> Room 814/815, Parliament House	Dr Gregor Ramsey	Chair, National Institute for Quality Teaching and School Leadership, Australian National University
	Ms Fran Hinton	Chief Executive Officer, National Institute for Quality Teaching and School Leadership, Australian National University
	Ms Gillian Calvert	Commissioner, NSW Commission for Children and Young People
	Associate Professor Brian Ferry	Faculty of Education, University of Wollongong President, NSW Branch, Australian College of Educators
	Dr Jim McMorrow	Chair, NSW Institute of Teachers
	Mr Tom Alegounarias	Chief Executive Officer, NSW Institute of Teachers
	Mr Bruce Mowbray	NSW Institute of Teachers
	Ms Judith Page	NSW Institute of Teachers
	Ms Julienne Leathart	NSW Institute of Teachers
	Dr Arthur Smith	Senior Lecturer, Koori Centre, University of Sydney
<b>Wednesday 27 April 2005</b> Room 814/815, Parliament House	Professor James Dalziel	Professor of Learning Technology, Macquarie University
	Professor Terence Lovat	Dean of Education, University of Newcastle President, Australian Council of Deans of Education
Public Forum Leichhardt Public School, Leichhardt	Ms Susan Gazis	President, NSW Professional Teachers' Council English Teachers' Association of New South Wales
	Mr John Roe	Member, NSW Professional Teachers' Council Association for Studies of Religion Inc

<b>Date</b>	<b>Name</b>	<b>Position and Organisation</b>
	Mr Michael Horsley	Member, NSW Professional Teachers' Council President, Economics and Business Teachers' Association
	Mr Mark Howie	Member, NSW Professional Teachers' Council English Teachers' Association of NSW
	Ms Nerina Pretlove	Vice President, NSW Professional Teachers' Council Technology Educators' Association of NSW
	Ms Gillian Lovell	Member, NSW Professional Teachers' Council English Teachers' Association of New South Wales
	Ms Meg Pickup	Member, NSW Professional Teachers' Council Vice President, Australian Council for Health, Physical Education and Recreation, NSW Branch
	Ms Fiona McLoughlin	Member, NSW Professional Teachers' Council Technology Educators' Association of NSW
	Ms Annette Guterres	Member, NSW Professional Teachers' Council Professional Association for Learning Support
	Ms Judy Anderson	Member, NSW Professional Teachers' Council President, Mathematical Association of NSW Inc
	Ms Suzanne Ziems	Member, NSW Professional Teachers' Council President, Early Childhood Education Council of NSW
	Ms Ailsa Holmes-Walker	Director, NSW Professional Teachers' Council Australian School Library Association
	Ms Pam Smith	Member, NSW Professional Teachers' Council
	Ms Celine Elks	Member, NSW Professional Teachers' Council

Date	Name	Position and Organisation
<b>Tuesday 14 June 2005</b> Jubilee Room, Parliament House	Ms Kim Dunn	Member, Early Childhood Education Council of NSW Member, NSW Professional Teachers' Council Member, Early Childhood Education Council of NSW
	Mr Andrew Cappie-Wood	Director General, NSW Department of Education and Training
	Mr Martin Bowles	Managing Director, TAFE NSW Deputy Director General, Corporate Services, NSW Department of Education and Training
	Ms Trish Kelly	General Manager, Human Resources, NSW Department of Education and Training
	Dr Paul Brock	Director of Learning and Development Research, NSW Department of Education and Training

## Appendix 3 Accreditation standards

### Provisional accreditation

The Graduate Teacher Standards apply to both provisional and conditional accreditation levels.

In the second reading speech the Minister for Education and Training stated:

The provisional and conditional accreditation pathways into teaching are intended to facilitate entry into teaching rather than to present unnecessary barriers into the profession. There is a capacity to recognise existing skills and prior experiences of conditionally accredited teachers.<sup>422</sup>

Under the *Institute of Teachers Act 2004*, it is mandatory that new scheme and transition scheme teachers be accredited before being employed to teach in a school.

A new scheme teacher is a teacher who has never been employed to teach in New South Wales before October 2004 and who is to be employed as a teacher for the first time. New scheme teachers also include teachers resuming teaching after an absence of five years who will be required to undergo a modified accreditation process to ensure their knowledge of curriculum and assessment is current.

New scheme teachers may be accredited on a provisional basis if they meet the professional teaching standards or have completed an approved course approved by the Minister. These teachers must obtain accreditation at professional competence level within three years of being provisionally accredited.

### Conditional accreditation

Alternatively, new scheme teachers can be conditionally accredited, which may require that the person undertake professional development, or further teacher education as determined by the teacher accreditation authority. Conditionally accredited new scheme teachers must obtain accreditation at professional competence level within four years of being conditionally accredited. Conditionally accredited teachers must not be employed to teach in a school unless they are working under the on-site supervision of a teacher who themselves is not provisionally or conditionally accredited.

The provision of mandatory accreditation for 'transition scheme teachers' provides a pathway for teachers who were employed to teach but who did not have a prescribed qualification or a degree in an area relevant to the area in which the person is employed to teach. It is a condition of transition scheme teachers' accreditation that they work toward obtaining a degree in an area that is relevant to the area in which the person is employed to teach. Such a teacher will be required to obtain accreditation at professional competence level within seven years of being conditionally accredited. These teachers must have the on-site supervision of a teacher who is not themselves provisionally or conditionally accredited.

### Professional competence level

Accreditation at professional competence is mandatory under the Act. New scheme and transition scheme teachers must meet the requirements of this level within the time stipulated under the Act. The length of time taken will vary in the case of teachers who are employed on a casual or part-time basis.

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<sup>422</sup> The Hon Carmel Tebbutt MLC, Legislative Council, New South Wales, *Hansard*, 29 June 2004, p10418

On application by a new scheme or transition scheme teacher, the teacher accreditation authority may accredit the person at the professional competence level if satisfied the person meets the requirements of the professional teaching standards for that level.

### **Professional accomplishment and professional leadership levels**

Professional accomplishment and professional leadership levels are voluntary under the Act. A teacher accreditation authority may, on application by a teacher, accredit the person at these levels if the authority is satisfied that the person meets the requirements of the professional teaching standards at that level.

According to the Institute of Teachers, teachers accredited at professional accomplishment level are 'highly accomplished and successful teachers with a demonstrated track record of successful teaching experience and who are recognised by others as having an in depth subject knowledge and pedagogy.' Teachers accredited at professional leadership level are 'teachers with an outstanding record of teaching and who are committed educators who can articulate a vision of education to their students, peers, the profession and wider community.'<sup>423</sup>

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<sup>423</sup> Submission 58, NSW Institute of Teachers, p13



## Appendix 4 University courses

University	Undergraduate	Postgraduate
Australian Catholic University	Bachelor of Education (Primary) Bachelor of Arts/Bachelor of Teaching Bachelor of Education (Primary) (Aboriginal and Torres Strait Islander Studies) Bachelor of Education (Secondary) (Indigenous Studies)	Master of Teaching (Primary) Graduate Diploma Education (Primary) Graduate Diploma in Education (Secondary) Master of Teaching (Secondary) Master of Education (Coursework) Master of Education (Research) Master of Education (Communities and Social Justice) Master of Educational Leadership Postgraduate Certificate in Educational Leadership Master of Religious Education Master of TESOL Master of Philosophy Doctor of Education Doctor of Philosophy Graduate Certificate in Middle School Mathematics Graduate Certificate in Orff Music Education Graduate Certificate in Religious Education Graduate Certificate in TESOL Graduate Diploma in Religious Education Postgraduate Certificate in Education Postgraduate Certificate in Education (Career Education) Postgraduate Certificate in Education (Mathematics Education) Postgraduate Certificate in Education (ICT) Postgraduate Certificate in Education (Teaching and Learning) Postgraduate Certificate in Education (Early Childhood) Postgraduate Certificate in Education (Inclusive Schooling) Postgraduate Certificate in Education (Literacy) Postgraduate Certificate in Education (TESOL) Postgraduate Certificate in Education (Pastoral Care Leadership) Postgraduate Certificate in Early Numeracy

University	Undergraduate	Postgraduate
Charles Sturt University	Bachelor of Early Childhood Teaching (Birth to 5 years) Bachelor of Education (Early Childhood) Bachelor of Education (K-12 Middle Schooling) Bachelor of Education (Primary) Bachelor of Education (Technology and Applied Studies) Bachelor of Education (Vocational Education) Bachelor of Human Movement/Bachelor of Teaching (Secondary) Bachelor of Social Science (Psychology)/Bachelor of Teaching (Primary) Bachelor of Social Science (Psychology)/Bachelor of Teaching (Secondary) Bachelor of Teaching (Birth to 5 years) Bachelor of Teaching (Secondary)/Bachelor of Arts Bachelor of teaching (Secondary)/Bachelor of Information Technology Bachelor of Teaching (Secondary)/Bachelor of Science (Mathematics specialisation) Bachelor of Teaching (Secondary)/Bachelor of Science (Science specialisation)	
Southern Cross University	Bachelor of Arts/Education (Secondary) Bachelor of Human Movement Studies/Bachelor of Education (Secondary) Bachelor of Applied Science/Bachelor of Education (Secondary) Bachelor of Music/Bachelor of Education (Secondary)	Graduate Diploma of Education Master of Education (Research) Master of Education (Coursework) Doctor of Education Doctor of Philosophy
University of Newcastle	Bachelor of Education (Teacher – Secondary School) Bachelor of Education (Teacher – Primary School) Bachelor of Education (Teacher – Special Education) Bachelor of Education (Teacher – Early Childhood) Bachelor of Education (Vocational and Education and Training)	Graduate Diploma in Education (Primary) Graduate Diploma in Education (Secondary) Diploma in Education (TAFE) Graduate Certificate in Educational Studies Master of Disability Studies Master of Early Childhood Education Master of Educational Studies Master of Leadership and Management in Education Master of Special Education Master of Special Education (Sensory Disability)

University	Undergraduate	Postgraduate
University of New England	Bachelor of Education (Primary) Bachelor of Teaching (Primary) Bachelor of Teaching (Secondary)	Graduate Diploma in Education Doctor of Education Graduate Certificate in Education Studies Graduate Certificate in Behavioural Studies Graduate Certificate in TESOL Graduate Diploma in TESOL Graduate Certificate in Gifted and Talented Education Master of Education Master of Education (International Learning)
University of New South Wales	Bachelor of Arts/Bachelor of Education Bachelor of Science/Bachelor of Education Bachelor of Arts (Dance)/Bachelor of Education Bachelor of Music/Bachelor of Education	Graduate Diploma in Arts by Research Diploma in Education Master of Education by Research Master of Educational Administration by Research Master in Applied Linguistics Doctor of Philosophy Doctor of Education
University of Sydney	Bachelor of Education (Primary) Bachelor of Education (Secondary: Human Movement and Health Education) Bachelor of Education (Humanities and Social Sciences)/Bachelor of Arts Bachelor of Education (Secondary: Mathematics)/Bachelor of Science Bachelor of Education (Secondary: Science)/Bachelor of Science Bachelor of Education (Secondary)/Bachelor of Arts (Psychology) Bachelor of Education (Secondary)/Bachelor of Science (Psychology) Bachelor of Teaching	Master of Teaching Graduate Bachelor of Teaching Master of Education Master of Education (Coach Education) Master of Education (Educational Psychology) Master of Education (English and Literacies in Education) Master of Education (Health Education) Master of Education (Higher Education) Master of Education (Human Movement) Master of Education (Information Technology in Education) Master of Education (International Education) Master of Education (Languages) Master of Education (Management and Leadership) Master of Education (Research Methodology) Master of Education (Special Education) Master of Education (Teaching and Curriculum Studies) Master of Education TESOL Master of Policy Studies <sup>424</sup> Master of Education (Research) Master of Philosophy in Education Doctor of Education

<sup>424</sup> All these Masters programs can be undertaken at Graduate Certificate and Graduate Diploma Levels.

University	Undergraduate	Postgraduate
University of Technology, Sydney	Bachelor of Education in Primary Education Bachelor of Education/Bachelor of Arts in International Studies Bachelor of Education in Special Education Bachelor of Education in Adult Education Bachelor of Education in Adult Education/Bachelor of Arts in International Studies Bachelor of Arts in Organisational Learning Bachelor of Arts in Organisational Learning and in Internet Studies Bachelor of Education in Adult Education (HRD Major) Bachelor of Education in Adult Education (Aboriginal Studies) Bachelor of Arts in Adult Education and Community Management Bachelor of Arts in Human Movement Studies	Master of Education Master of Education in Adult Education Master of Education in Adult Learning and Global Change Master of Education in Higher and Professional Education Master of Arts in Lifelong Learning Graduate Certificate in Higher Education Teaching and Learning Graduate Certificate in Vocational and Workplace Learning Graduate Diploma in Vocational and Workplace Learning Master of Education in Creative Arts Graduate Diploma in Music Therapy Graduate Certificate in e-Learning Graduate Diploma in e-Learning Master of Arts in e-Learning Master of Science in e-Learning Graduate Certificate in Language Teaching in TESOL Graduate Diploma in Language Teaching in TESOL Graduate Certificate in TESOL Graduate Diploma in TESOL Master of Arts in TESOL Master of Arts in TESOL (International) Graduate Diploma in Languages Teaching Graduate Diploma in Literacy and Numeracy Education Master of Arts in Applied Linguistics Master of Arts in Language and Applied Literacy Master of Arts in English Language Teaching (Offshore Japan) Graduate Certificate in English Language Teaching (Offshore Japan) Master of Education in Adult Education Master of Education Doctor of Philosophy Doctor of Education

University	Undergraduate	Postgraduate
University of Western Sydney	Bachelor of Education (Early Childhood) Bachelor of Education (Primary) Bachelor of Education (Primary: Aboriginal Rural Education Program) Bachelor of Teaching (Primary) Bachelor of Education (Secondary Technology) Bachelor of Arts/Bachelor of Teaching Bachelor of Science/Bachelor of Teaching Bachelor of Education (Secondary) – Intensive Bachelor of Teaching (Secondary) Bachelor of Special Education	Master of Teaching (Special Education) Master of Education Master of Educational Leadership Master of Education Practitioner Research Master of Science Education Graduate Certificate in Education Doctor of Education Doctor of Philosophy
University of Wollongong	Bachelor of Science Education Bachelor of Education in Physical and Health Education Bachelor of Mathematics Education Bachelor of Teaching in Early Childhood Education Bachelor of Education in Primary Education	Graduate Diploma in Education (Primary) Graduate Diploma in Education (Secondary)



## Appendix 5 Minutes

### Meeting 51, 13 December 2004, Room 1153, Parliament House, 10am

#### 1. Members present

Jan Burnswoods MLC (Chair)  
 The Hon Robyn Parker MLC (Deputy Chair)  
 The Hon Kayee Griffin MLC  
 The Hon Greg Pearce MLC  
 The Hon Dr Arthur Chesterfield-Evans MLC  
 The Hon Ian West MLC (from 11:30am)

#### 2. Minutes

Resolved, on the motion of Mr Pearce, that the minutes of meeting number 50 be adopted.

#### 3. ...

#### 4. Deliberative – New Inquiry

The Chair briefed the Committee on the new Inquiry into the Recruitment and Training of Teachers.

The Committee considered the draft advertisement.

Resolved on the motion of Ms Parker that the advertisement be placed in *The Sydney Morning Herald*, the *Daily Telegraph* and the *Australian* Higher Education supplement, as well as the Teachers Federation and P&C newsletters.

#### 5. ...

#### 6. Adjournment

The Committee adjourned at 4:00pm, to reconvene at 11:30am on Tuesday 14 December 2004 in Room 1153 at 11:30am.

### Meeting 53, 2 March 2005, Parkes Room, Parliament House, 2pm

#### 1. Members present

Ms Burnswoods (Chair)  
 Ms Parker (Deputy Chair)  
 Ms Griffin  
 Mr West

#### 2. Apologies

Dr Chesterfield-Evans  
 Mr Lynn

#### 3. Minutes

Resolved, on the motion of Ms Parker, that the minutes of meeting number 51 and 52 be adopted.

4. ...

5. **Deliberative – Inquiry into the recruitment and training of teachers**

6. **Advertising**

The Senior Council Officer briefed the Committee on the advertising of the terms of reference.

**Submissions**

Resolved, on the motion of Ms Griffin, that

- the Committee accept submissions 1- 31
- under Standing Order 223(1) the Committee make public submissions numbered 1-31, with the suppression of individual's contact details, and
- that submissions numbered 6, 12, 13 and 21 be kept confidential.

Resolved, on the motion of Ms Parker that the Committee agree to the Commissioner for Children and Young People's request to publish their submission on the Commission's website.

**Hearing schedule**

The Committee discussed the proposed witnesses for the first two hearings for the Inquiry.

Resolved, on the motion of Ms Griffin that the draft witness schedules for 16 and 17 March 2005 be adopted.

The Committee agreed that any member wishing to have particular witnesses invited to further hearings should forward the information to the Secretariat.

The Committee considered the proposal by the Professional Teachers' Council to host a forum.

Resolved, on the motion of Ms Parker that the arrangements for the Professional Teachers' Council forum be left to the Secretariat after consultation with the Committee and dependent upon the availability of forum participants.

**Papers circulated**

- Advertising briefing
- Briefing on advertising arrangements
- Draft Notices of Hearing for 16 and 17 March with proposed witnesses
- List of submissions
- Executive summary of Australia's Teachers: Australia's Future the Federal Review of Teaching and Teacher Education, which reported in October 2003
- Short biographical overview of Professor Kwong Lee Dow, Chair of the above Review Committee
- Paper by Professor Stephen Dinham, panel member of the above Review and Chair of Teacher Education, Pedagogy and Professional Development at the University of New England
- Pamphlet on NSW Institute of Teachers
- Correspondence from Commissioner for Children and Young People.

7. **Adjournment**

The Committee adjourned at 2.30pm to reconvene at 10.00am, Wednesday 16 March 2005.

**Victoria Pymm**  
**Senior Council Officer**



**Meeting 54, 16 March 2005, Room 814/815, Parliament House, 9.45am****1. Members present**

Ms Burnswoods (Chair)  
 Ms Parker (Deputy Chair)  
 Ms Griffin  
 Mr West  
 Dr Chesterfield-Evans (from 10:00am)  
 Mr Lynn (from 10.50am)

**2. Minutes**

Resolved, on the motion of Mr West, that the minutes of meeting number 53 be adopted.

**3. ...****4. Deliberative – Inquiry into the recruitment and training of teachers*****Submissions***

Resolved, on the motion of Ms Griffin, that

- the Committee accept submissions 32 - 47
- under Standing Order 223(1) the Committee make public submissions numbered 32 - 47, with the suppression of individual's contact details, and

***Hearing schedule***

The Committee discussed the proposed witnesses for the remaining hearings for the Inquiry.

Resolved, on the motion of Mr West that the list of proposed witnesses for 8 and 27 April 2005, circulated by the Secretariat, be adopted.

The Committee agreed that any member wishing to have particular witnesses invited to further hearings should forward the information to the Secretariat.

***List of previous reports***

A list of previous reports into education and training in Australia was provided to members.

***Site Visit***

The Committee discussed the suggestion of the Director General of the Department of Education and Training to undertake a site visit to teach.NSW, as part of the Committee's Inquiry into the Recruitment and training of teachers.

Resolved, on the motion of Mr West that the Committee not undertake a site visit to teach.NSW at this time.

**5. Hearing – Inquiry into the recruitment and training of teachers**

The public and the media were admitted.

Mr Andrew Cappie-Wood, Director General, Mr Martin Bowles, Deputy Director General Corporate Services, Ms Trish Kelly, General Manager, Human Resources and Dr Paul Brock, Director Learning and Development Research, from the Department of Education and Training were sworn and examined.

The witnesses answered questions from the Committee.

Ms Kelly tendered the following documents in support of her evidence:

- 2006 Graduate Recruitment Program booklets
- Teach and Make a Difference – School leavers, Interstate, Return to Teach, Miscellaneous, University, Career Change
- Two Decades of ‘Sound and Fury’ but What’s Changed? By Dr Paul Brock

Resolved, on the motion of Dr Chesterfield-Evans, that the Committee accept the document.

Questioning concluded, the witnesses withdrew.

Ms Jennifer Leete, Deputy President, NSW Teachers Federation and Ms Wendy Currie, Research Officer, NSW Teachers Federation were affirmed and examined.

The witnesses answered questions from the Committee.

Questioning concluded, the witnesses withdrew.

Professor Stephen Dinham, University of Wollongong, was affirmed and examined.

Questioning concluded, the witnesses withdrew

Ms Kerry Knox, Vice President, Primary Principals’ Association was sworn and examined.

The witness tendered a submission from the Primary Principals’ Association.

Resolved, on the motion of Dr Chesterfield-Evans, that the Committee accept the submission and make it public

Questioning concluded and the witness and the public withdrew.

6. ...

The Committee adjourned at 4.55pm to reconvene at 9.45am, Thursday 17 March 2005.

**Victoria Pymm**  
**Senior Council Officer**

### **Meeting 55, 17 March 2005, Jubilee Room, Parliament House, 9.45am**

**1. Members present**

Ms Burnswoods (Chair)  
Ms Parker (Deputy Chair)  
Ms Griffin  
Mr West  
Dr Chesterfield-Evans  
Mr Lynn (arrived at 9:55am)

2. ...

**3. Hearing – Inquiry into the recruitment and training of teachers**

The public and the media were admitted.

Mr David Hope, Vice President, P&C Federation from NSW was sworn and examined.

Questioning concluded, the witnesses withdrew.

Associate Professor Geoffrey Riordan, Coordinator Accelerated Teacher Training Program, University of Technology, Sydney was sworn and examined.

Questioning concluded, the witnesses withdrew.

Associate Professor Rodney Francis, Coordinator Accelerated Teacher Training Program, Charles Sturt University was sworn and examined.

Associate Professor Francis tendered a document entitled "Charles Sturt University Accelerated Teacher Training Program course statistics".

Resolved, on the motion of Mr Lynn, that the Committee accept and make public the document.

Questioning concluded, the witness withdrew.

Professor Andrew Gonczi, Dean of Education, University of Technology, Sydney and Member of the Australian Council of Deans of Education and Professor Toni Downes, Dean of Education, University of Western Sydney and Member of the Australian Council of Deans of Education were sworn and examined.

Questioning concluded, the witnesses withdrew.

Professor Kwong Lee Dow was sworn and examined.

Questioning concluded, the witness withdrew.

Mr Kenneth McAlpine, Deputy President, Secondary Principals' Council was sworn and examined and Ms Vicki Brewer, Member, Secondary Principals' Council was affirmed and examined.

Questioning concluded and the witnesses and the public withdrew.

#### **4. Adjournment**

The Committee adjourned at 5.15pm.

**Victoria Pymm**  
**Senior Council Officer**

#### **Meeting 56, 8 April 2005, Room 814/815, Parliament House, 9.35am**

##### **1. Members present**

Ms Burnswoods (Chair)  
Ms Parker (Deputy Chair)  
Ms Griffin  
Mr West  
Dr Chesterfield-Evans

##### **2. Apologies**

Mr Lynn

**3. Minutes**

Resolved, on the motion of Mr West, that the minutes of meeting number 54 and 55 be adopted.

4. ...

5. ...

**6. Hearing – Inquiry into the recruitment and training of teachers**

***Submissions***

Resolved, on the motion of Ms Parker, that

- the Committee accept submissions 48 - 51 and 53
- under Standing Order 223(1) the Committee make public submissions numbered 48, 49, 50, 51 and 53 with the suppression of individual's contact details.

***Answers to Questions on Notice***

Resolved, on the motion of Ms Parker, that

- the Committee accept and make public answers to questions on notice received from Associate Professor Geoffrey Riordan, Associate Dean, Faculty of Education, University of Technology, Sydney.

The public and the media were admitted.

Mr Gregor Ramsey, Chair and Ms Fran Hinton, Chief Executive Officer, National Institute for Quality Teaching and School Leadership were sworn and examined.

Questioning concluded, the witnesses withdrew.

Ms Gillian Calvert, Commissioner, Commission for Children and Young People was affirmed and examined.

Questioning concluded, the witnesses withdrew.

Associate Professor Brian Ferry, President, Australian College of Educators was sworn and examined.

Associate Professor Ferry tendered documentation concerning the Beginning and Establishing Successful Teachers (BEST) website, and also written responses to questions.

Resolved, on the motion of Mr West, that the Committee accept and make public the document.

Questioning concluded, the witness withdrew.

Dr Jim McMorrow, Chair, Mr Tom Alegounarias, Chief Executive Officer and Mr Bruce Mowbray, Manager from the NSW Institute of Teachers were sworn and examined.

Ms Judith Page, Chief Education Officer and Ms Julianne Leathart, Senior Project Officer, NSW Institute of Teachers were affirmed and examined.

Dr McMorrow tendered a brochure entitled Professional Teaching Standards and a paper entitled *A National Framework for Professional Standards for Teaching*.

Mr Alegounarias tendered two documents entitled, *Draft Accreditation Support Documents and Continuing Professional Development Policy – Supporting the Maintenance of Accreditation at Professional Competence*.

Resolved, on the motion of Mr West, that the Committee accept and make public the documents.

Questioning concluded, the witnesses withdrew.

Dr Arthur Smith, Academic Coordinator, the Koori Centre, University of Sydney, was sworn and examined.

Dr Smith tendered documentation concerning courses for Aboriginal and Torres Strait Islander students, the Koori Centre and written responses to questions.

Resolved, on the motion of Mr West, that the Committee accept and make public the documents.

Questioning concluded, the witness withdrew.

## 7. **Adjournment**

The Committee adjourned at 5.05pm.

**Victoria Pymm**  
**Senior Council Officer**

## **Meeting 57, 27 April 2005, Room 814/815, Parliament House, 2.55pm**

### 1. **Members present**

Ms Burnswoods (Chair)  
Ms Parker (Deputy Chair)  
Ms Griffin  
Mr West (until 5.00pm)

### 2. **Apologies**

Dr Chesterfield-Evans  
Mr Lynn

### 3. **Hearing - Inquiry into the recruitment and training of teachers**

The public and the media were admitted.

Professor James Dalziel, Macquarie University was sworn and examined.

Questioning concluded, the witness withdrew.

Professor Terence Lovat, President, Australian Council of Deans of Education, was sworn and examined.

Questioning concluded, the witness withdrew.

There was a short adjournment while the Committee travelled to Leichhardt. The Committee reconvened at 5:30pm.

### 4. **Forum – Professional Teachers’ Council NSW**

The Committee met with members of the Professional Teachers’ Council of NSW, including:

Ms Susan Gazis, President of the Professional Teachers' Council Board and representative of the English Teachers' Association of New South Wales Inc.

Mr John Roe, the Association for Studies of Religion Inc.

Mr Michael Horsley, Economics and Business Educators and the University of Sydney

Mr Mark Howie, English Teachers' Association of New South Wales Inc.

Ms Nerina Pretlove, Vice President of the Professional Teachers' Council and the Technology Educators' Association of New South Wales

Ms Gillian Lovell, English Teachers' Association of New South Wales

Ms Meg Pickup, Vice President of the New South Wales branch of the Australian Council for Health, Physical Education and Recreation

Ms Fiona McLoughlin, the Technology Educators' Association

Mrs Annette Guterres, the Professional Association for Learning Support

Ms Judy Anderson, President of the Mathematical Association of NSW Inc.

Ms Suzanne Ziems, President of the Early Childhood Education Council of New South Wales

Ms Ailsa Holmes-Walker, the Australian School Library Association and Director on the Professional Teachers' Council

Ms Pam Smith, the Professional Teachers' Council

Ms Celine Elks, the Early Childhood Education Council of New South Wales

Ms Kim Dunn, Member of the Early Childhood Education Council

Questioning concluded and the witnesses withdrew.

**5. Adjournment**

The Committee adjourned at 7.38pm.

**Victoria Pymm**

**Senior Council Officer**

**Meeting 58, 14 June 2005, Jubilee Room, Parliament House, 9.30am**

**1. Members present**

Ms Burnswoods MLC (Chair)

Ms Parker MLC (Deputy Chair)

Dr Chesterfield-Evans

Ms Griffin

Mr Lynn

Mr West

**2. Hearing – Inquiry into the recruitment and training of teachers**

The Chair tabled answers provided by Mr Andrew Cappie-Wood, Director General of the Department of Education and Training on 8 June 2005 in response to questions forwarded by the Chair.

Resolved on the motion of Mr West: That the answers be made public.

The public and the media were admitted.

Mr Andrew Cappie-Wood, Director General, Department of Education and Training,

Mr Martin Bowles, Deputy Director General, Department of Education and Training,

Dr Paul Brock, Director of Learning and Development Research, Department of Education and Training,  
and

Ms Trish Kelly, General Manager, Human Resources, Department of Education and Training, on former oath, were examined.

Ms Kelly tendered the following documents:

- (a) Evaluation of the NSW Department of Education and Training's Accelerated Teacher Training Program: First Cohort, 2001-3, Final Report, 30<sup>th</sup> September, 2003, Paul R. Whiting PhD
- (b) Accelerated Teaching Training Program: Second Cohort, 2002-2003, Evaluation Report, 31 August 2004

Resolved on the motion of Mr Lynn: That the committee accept the documents and that the documents be made public.

Resolved on the motion of Ms Griffin: That the questions taken on notice during the hearing be forwarded to the witnesses for response.

Questioning concluded, the witnesses withdrew.

The public and the media withdrew.

### 3. Minutes

Resolved on the motion of Ms Griffin: That the draft minutes of meetings nos 56 and 57 be adopted.

### 4. ...

### 5. Deliberative - Inquiry into the recruitment and training of teachers

The Chair tabled submission nos 52 and 54 – 57.

Resolved on the motion of Mr West: That:

- (i) the Committee accept submission nos 52 and 54 - 57, and
- (ii) under Standing Order 223(1) submission nos 54 - 56, with the exception of individual's contact details in submission no. 54, be made public.

Resolved on the motion of Mr West: That the transcript of evidence of the Professional Teachers' Council forum held 27 April 2005 be made public.

The Chair tabled answers to questions taken on notice during the hearing of 16 March 2005 by:

- (a) Ms Jennifer Leete, Deputy President, NSW Teachers Federation, and
- (b) Mr Andrew Cappie-Wood, Director General, Department of Education.

Resolved on the motion of Dr Chesterfield-Evans: That the answers be made public.

The Chair tabled:

- (a) answers to questions taken on notice during the hearing of 17 March 2005 from Professor Toni Downes along with a request that the answers remain confidential, and
- (b) Conference Paper entitled *Silencing and Dualities: mature age transitions into teaching* by Lynda Pinnington-Wilson, referred to by Professor Toni Downes in evidence of 17 March 2005.

Resolved on the motion of Mr West: That the committee note the answers taken on notice and the request that they remain confidential.

6. ...

7. ...

8. ...

9. **Adjournment**

The committee adjourned at 4.35 pm.

**Susan Want**  
**Acting Director**

**Meeting 61, 3 August 2005, Room 814-815, Parliament House, 2.00pm**

1. **Members present**

Ms Burnswoods (Chair)  
Dr Chesterfield-Evans  
Ms Griffin  
Mr Lynn

2. **Apologies**

Ms Parker  
Mr West

3. **Minutes**

Resolved on motion of Mr Lynn: That the draft minutes of meeting no. 60 be adopted.

4. ...

5. ...

6. **Inquiry into the recruitment and training of teachers**

The Chair tabled answers to questions taken on notice by the Director General of the Department of Education and Training on 14 June 2005.

Resolved on the motion of Dr Chesterfield-Evans: That the answers be made public.

7. ...

8. ...

9. The committee adjourned until 8 August 2005 at 9.30 am.



**Susan Want**  
**Acting Director**

**Meeting 62, 8 August 2005, Jubilee Room, Parliament House, 9.30am**

**1. Members present**

Ms Burnswoods (Chair)  
 Ms Parker (Deputy-Chair)  
 Dr Chesterfield-Evans  
 Ms Griffin  
 Mr West

**2. Apologies**

Mr Lynn

**3. ...**

**4. ...**

**Inquiry into the recruitment and training of teachers**

The Chair advised the committee that the author of confidential submission no. 52 had requested that the submission be made public. The committee considered the submission.

Dr Chesterfield-Evans moved: That the submission, with certain information blocked out, be made public.

Debate ensued.

Resolved on the motion of Ms Parker: That consideration of the submission be deferred until the next meeting.

**5. ...**

**6. Adjournment**

The committee adjourned at 4.36 pm until 10.00am Tuesday 23 August 2005 (public hearing, Port Macquarie).

**Susan Want**  
**Acting Director**

**Meeting 66, 5 September 2005, Jubilee Room, Parliament House, 9.30am**

**1. Members present**

Ms Burnswoods (Chair)  
 Ms Parker (Deputy Chair)  
 Dr Chesterfield-Evans  
 Mr Lynn  
 Ms Griffin  
 Mr West

2. ...

3. ...

**Inquiry into the recruitment and training of teachers**

Resolved, on the motion of Ms Parker that submission no. 52 be kept confidential.

4. **Adjournment**

The committee adjourned at 5.30pm until 9.00am Monday 19 September 2005 (public hearing, Parliament House).

**Rachel Simpson**  
**Director**

**Meeting 68, 19 October 2005, Room 1153, Parliament House, 1.10pm**

1. **Members present**

Ms Burnswoods (Chair)  
Ms Parker (Deputy Chair)  
Mr Lynn  
Ms Griffin  
Mr West

2. **Apologies**

Dr Chesterfield-Evans

3. **Correspondence**

Resolved, on the motion of Ms Parker, that the following correspondence be noted:

*Received:*

- Ms Trish Kelly, General Manager, Human Resources, Department of Education and Training, 10 October 2005, letter to Chair providing clarification as to why new initiatives to recruit and teachers were implemented by the Department.

4. ...

5. **Inquiry into the recruitment and training of teachers – consideration of Chair’s draft report**

The Committee considered the Chair’s Draft Report, which had previously been circulated.

Chapter 1 read.

Consideration of chapter 1 deferred to the conclusion of other chapters.

Chapter 2 read.

Resolved, on the motion of Ms Parker, that the wording of paragraph 2.1 be amended to read:

‘There has been a number of inquiries concerned with the adequate supply of teachers, in New South Wales, nationally and internationally.’

Resolved, on the motion of Mr West, that chapter 2 as amended be adopted.

Chapter 3 read.

Resolved, on the motion of Ms Parker, that the wording of recommendation 1 be amended to read:

‘That the review of the Institute of Teachers Act 2004 specifically consider the independence of the Board of Governance of the Government, as well as the Quality Teaching Council.’

Resolved, on the motion of Ms Parker, that chapter 3 as amended be adopted.

Chapter 4 read.

Resolved, on the motion of Ms Parker that the wording of recommendation 2 be amended to read:

‘In recognition of the need to provide a forum for effective communication between all stakeholders to better meet the needs of the profession, the Committee recommends that the Department of Education and Training work collaboratively with universities offering pre-service teacher education and develop a mechanism that includes representatives of the NSW and Commonwealth Governments, the NSW Institute of Teachers, employers and universities.’

Resolved, on the motion of Mr West, that the wording of recommendation 3 be amended to read:

‘That the Department of Education and Training establish a stronger presence within the universities, to inform teacher education students regarding appropriate subject choices, mandatory inclusions and the nature of working with the Department, and to provide a strong recruitment focus on campus.’

Resolved, on the motion of Ms Parker that the following sentence be added after paragraph 4.42:

‘The Committee also believes that the scholarship program should be continually evaluated to measure the effectiveness of the program to ensure that it meets the Department’s targets.’

Resolved, on the motion of Ms Parker, that recommendation 4 be inserted after paragraph 4.47 and be amended to read:

‘That the Department of Education and Training provide additional scholarships, including additional Indigenous scholarships, and provide an ongoing evaluation to measure the effectiveness of this program in meeting targets and retaining teachers in the long-term.’

Resolved, on the motion of Mr West that the following recommendation be inserted after paragraph 4.50:

‘That the State Government seek a commitment from the Commonwealth Government that it review its policy of charging Fringe Benefit Tax on the Higher Education Contribution Scheme payments made by the Department of Education and Training through its scholarship program.’

Resolved, on the motion of Ms Parker, that the following sentence be added to the end of paragraph 4.105:

‘The Committee supports the development of a national standard for the practicum.’

Resolved, on the motion of Ms Parker that recommendation 7 (now recommendation 8) be amended to read:

‘That the NSW Institute of Teachers incorporate practicum supervision into the Standards as a key criterion for achieving professional accomplishment and professional leadership levels.’

Resolved, on the motion of Ms Griffin, that chapter 4 as amended be adopted.

Chapter 5 read.

Resolved, on the motion of Ms Parker, that recommendation 8 (now recommendation 9) be amended to read:

That the Department of Education and Training:

- i) conduct and make public an evaluation of the Graduate Recruitment Program within 12 months of this report, focussing on how successful the Program has been in recruiting quality teachers
- ii) conduct and make public a long-term evaluation that considers the success of the Graduate Recruitment Program in relation to the recruitment of quality teachers and the retention of these teachers within the public education domain.

Resolved, on the motion of Ms Parker, that the following recommendation be inserted after paragraph 5.82 and be amended to read:

‘That the Department of Education and Training ensure that overseas-trained teachers have the same access to a comprehensive mentor and induction program that other beginning teachers have, to ensure that these teachers attain the necessary standards set out in the Institute’s Framework of Professional Standards.’

Resolved, on the motion of Ms Griffin, that the following recommendation be inserted after paragraph 5.107:

‘That the Department of Education and Training ensure that its programs targeted towards rural and regional schools in New South Wales are meeting the specific needs of schools and teachers in these areas.’

Resolved, on the motion of Ms Parker, that chapter 5 as amended be adopted.

Chapter 6 read.

Resolved, on the motion of Ms Parker, the recommendation 10 (now recommendation 13) be amended to read:

‘That the Department of Education and Training evaluate the effectiveness of the employment waiting list, taking into account the recommendations of the Ramsey Review and that the Department make the results of the evaluation public.’

Resolved, on the motion of Mr West, that chapter 6 as amended be adopted.

Chapter 7 read.

Resolved, on the motion of Mr West, that chapter 7 be adopted.

Chapter 1 read.

Resolved, on the motion of Ms Parker, that chapter 1 as amended be adopted.

Resolved, on the motion of Ms Parker, that the report, with amendments be adopted by the Committee, signed by the Chair and presented to the House.

Resolved, on the motion of Mr West, that the Committee Secretariat be authorised to make any typographical or grammatical changes to the report prior to tabling of the report.

Resolved, on the motion of Ms Parker, that, pursuant to section 4 of the Parliamentary Papers (Supplementary Provisions) Act 1975 and under the authority of Standing Order 223, the Committee publish all non-confidential tabled documents, correspondence, answers to questions taken on notice, minutes, submissions and transcripts.

Resolved, on the motion of Ms Parker, that the Chair's Foreword and Executive Summary be circulated to the Committee prior to the tabling of the report.

**6. Next meeting**

Monday 14 November 2005, 2-5pm, Room 1153

**Victoria Pymm**  
**Senior Council Officer**