ATTRACTING, DEVELOPING AND RETAINING EFFECTIVE TEACHERS

AUSTRALIAN COUNTRY BACKGROUND REPORT

Prepared by Emeritus Professor Malcolm Skilbeck and Dr Helen Connell

for the Commonwealth Government of Australia

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DRYSDALE VICTORIA AUSTRALIA

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EXECUTIVE SUMMARY

Responsibility for attracting, developing and retaining effective teachers in the federation of Australia is widely distributed. Besides separate government school systems in each of the six States and two Territories, a diverse and growing non-government school sector comprising several Catholic and independent education systems and individual schools enrols close to one third of all school-age students. While the Commonwealth government does not itself operate a school system, it provides substantial financial support to both government and non-government schools, together with a wide array of national programmes. Initial and post-graduate teacher education is largely the responsibility of the 43 higher education institutions, including the 38 universities, that receive Commonwealth operating grants.

Australia is a large and arid continent with a multicultural population concentrated in capital cities and urban centres, predominantly in coastal fringe areas. Staffing the rural and remote schools, which exist in all States and the Northern Territory, has been a longstanding challenge for Australian authorities.

Developing greater coherence in education policy has been a national priority of the past decade, notably through the mechanism of the joint Commonwealth–State/Territory initiative, the Ministerial Council for Education, Employment, Training and Youth Affairs (MCEETYA). The Adelaide agreement on national goals for schooling was finalised and adopted by MCEETYA in 1999. It provides an agreed framework for continuing co-operative programmes and shared endeavours in school policy.

Improving student retention at secondary school is a key policy direction in all systems, which has led to considerable strengthening of vocational education programmes at secondary level, and alternative vocationally oriented end-of-school examinations in some jurisdictions.

The gender profile of teaching has a strong female bias, a trend which has been steadily growing, with, now, some 80% of teachers under 30 being female, and close to half of all male teachers being in the over 45 year age bracket. While two thirds of teachers are women, a striking gradient is evident: 82% of lower primary teachers are female whereas there is virtual gender parity at the senior secondary level. Despite their numerical dominance, however, women hold significantly fewer formal and informal positions of responsibility in schools than do men. A substantial proportion of the teaching workforce will be eligible to retire on age grounds within the next 5–10 years, with superannuation arrangements in several States currently favouring age band retirements at age 55. However, there are important differences in age structures by gender, State/Territory system and school level.

Permanency remains the most common base for teaching employment, whether full or part time, although an increase in casualisation and contract employment is evident, especially among young teachers and in the non-government sector. Almost one-third of employed people whose highest qualification is a teaching degree or diploma are working outside the education industry. Evidence appears to point to a significant minority of teachers moving out of teaching after 5–8 years. While the starting salaries of teachers compare favourably with other graduate professions, a compressed salary scale means that teachers reach the top of the scale within relatively few years.

Teacher supply has varied considerably over the past decade, from shortage in the early 1990s to broadly in balance at present, but with specific areas of staffing difficulty: rural and remote schools; certain secondary specialisations (languages other than English, science, mathematics). A recent study of the ‘supply chain’ in one state estimates that only some 15% of those applying for teacher

education courses ended up teaching several years later. Diverse pathways are being developed to provide multiple entry points to teacher training including recruitment of people trained in other professions. Student demand for teacher education courses has fluctuated over the past decade, but has been strong recently.

Attraction to teaching

The key motivation for the choice of a career in teaching is enjoying working with children, and a desire to teach. As the teaching career depends heavily on personal values and commitments, a personally and professionally fulfilling experience of teaching, especially during induction and the early years, is critical in determining the longer term attractiveness of teaching as a career.

Practising teachers and media are said commonly to project negative images of the profession. There is a widely perceived need for the profession to present positive images of teaching, to raise the status of teaching. System authorities, unions and professional bodies are making efforts to promote teaching as a fulfilling vocation and attractive career.

There is considerable interest in and movement toward increased mature-age entry to teaching of individuals who come to it as a second career. Flexibility is shown in teacher education courses through part-time and distance education programmes, recognition of prior learning and a multiplicity of qualifications to teach. More remains to be done in attracting members of underrepresented equity groups, and more men, into teaching, especially at the primary level.

Pre-service teacher education and eligibility to teach

Following the establishment of the Unified National System of higher education in the late 1980s, teacher education moved virtually entirely to the universities, and four-year graduate training for all teachers became the norm for both primary and secondary teachers. Most Australian universities offer teacher education, through a variety of styles of courses: four-year education degrees; three-year degree plus post graduate diploma year; and concurrent joint degrees. Placing teacher education in the universities has lessened somewhat the control that system authorities have over teacher training places, as admission levels are decided course by course at the individual university within the context of its overall academic profile.

The adequacy of initial training courses continues to be a question of debate in Australia, notably relating to the practicum, and the balance between subject content and teaching method or disciplinary knowledge and pedagogic knowledge. Innovative courses have been developed, exploring areas such as closer relationships with schools, tailoring courses for new groups of mature-age entrants, cultural awareness training for teachers in remote areas and targeting specific shortage areas.

All States/Territories bar one have introduced or are in the process of introducing teacher registration boards or institutes of teaching, and there are nationwide moves to establish clearer, more consistent professional eligibility requirements for teaching.

Induction into the profession

A probation period, usually of one year, forms part of induction into the profession. Satisfactory performance during the probation period is a condition of further employment and falls under the practical responsibility of the school principal.

There is great variability in the induction process across the education authorities. This area is likely to receive closer scrutiny in future as new balances are struck between system-wide standards setting and devolved responsibility to the school.

The induction period is critical for establishing professional competence and reinforcing positive attitudes towards teaching as a personally fulfilling career. As yet a fully integrated, well planned structure for initial training, induction and effective support for beginning teachers is lacking on any widespread basis, although there are examples of successful programmes, e.g. in country towns and remote areas and in individual schools regardless of location. There are issues to resolve, including links between initial teacher education and induction programmes, individual school and system-wide responsibility and the kinds of support, mentoring and guidance appropriate to different teachers and the settings in which they work.

The early years of teaching

There is great diversity of settings and variability of conditions within Australian schools, leading to very different experiences for new teachers. The early years, as with induction, have been identified as a target for more concentrated effort. Several aspects have attracted an array of intervention projects and policy initiatives in three broad areas: quality of the experience (the professional standards movement); retention; and professional learning and development.

The continuum of professional development

There is a need to view teachers as professional learners on a continuum of professional development, which is characterised by a quest for higher standards of teaching. Professional learning for teachers is strongly, if unevenly, encouraged and supported by employers, system authorities, unions and professional bodies. It has become the focus of large-scale programmes which reflect a determination, widely shared by professional bodies, unions and system authorities, to strengthen the quality of teaching and to enhance the standing of the profession.

Professional development is a mixture of award-bearing and non-award-bearing courses and other learning experiences. Universities offer a variety of award-bearing courses, including the recently introduced professional doctorate. Teachers, however, currently gain no formal credit in promotion terms from higher degree studies. A vast array of generally short, non-award courses and programmes is offered by schools, systems and a variety of professional bodies, as well as universities, often under contract. While the overwhelming majority of teachers participate in some professional learning and development activities in any one year, there are several gaps or discontinuities in the teacher professional development narrative. By contrast with the pre-specified, formal pre-service education, which is generally obligatory for entry into teaching, professional development is very largely a matter of choice – by schools and/or individuals.

Developments indicative of current directions in professional development are:

- The Commonwealth government's *Teachers for the 21st Century: Making the Difference* initiative (2001–2003) comprising: Quality Teachers; Quality School Leaders; Quality School Management and Recognition of Quality. The main target groups of the Quality Teacher Element under the Initiative are teachers who completed their initial professional education ten or more years ago, casual teachers, and teachers re-entering the work force. Teachers of Indigenous students, teachers in rural and remote schools and teachers in disadvantaged urban schools are other target groups.

- In mid-2001, MCEETYA established the Teacher Quality and Educational Leadership Taskforce (TQELT) with a key task, inter alia, to consider how to develop a nationwide framework for professional standards for the teaching profession. Moves toward a national framework for professional teaching standards build on a variety of initiatives over recent years in individual States and Territories.

- The self-managing, self-governing school as a centre for professional development is a theme which has come to the fore with the recent devolutionary and steering policies of several of the State and Territory departments and with the emergence of the notion of learning communities. There is a strong interest in ensuring that school managers, principals and teacher leaders are suitably qualified and trained for these more diverse and responsible roles.

- A target of the Commonwealth government's innovation strategy, *Backing Australia's Ability* (BAA), is to increase the number of talented people who are attracted to teaching as a career, particularly in the fields of science, and technology education. In 2002 the Commonwealth established a Review of Teaching and Teacher Education under BAA whose purpose, in consultation with State and Territory governments, is to identify the skills and support needed by teachers of science, technology and mathematics and, more broadly, to build a culture of continuous innovation at all levels of schooling (Committee for the Review of Teaching and Teacher Education, 2003).

In conclusion, four global issues emerging from the study for this Country Background Report are:

- The need to position the teaching career within the context of a more flexible working life. Teaching as a lifetime career is now under challenge. A significant minority of teachers leave after five to eight years; there are increasing numbers of mature-age entrants to teaching as their second career; part-time and casual teaching positions are part of a lifestyle choice; teachers not uncommonly are taking time out from teaching. Questions of retention and mobility are becoming central themes in recruitment, initial training, employment and professional development policies.

- Attracting and recruiting to teaching – Opinion is divided over the attractiveness of teaching as a profession and its continuing ability to recruit people of outstanding quality especially in areas of scarcity, recent success notwithstanding.

- Pre-service education of teachers – The capacity and readiness of governments and universities to increase the number of teacher education places to ensure that the supply of well educated graduates is sufficient to meet demand is debated. There are concerns about the quality and relevance of pre-service teacher education.

Career-long development

There is a move towards defining standards and affirming quality. A continuum from induction and the early years, throughout the teaching career is needed for the majority at the same time as the concept of a lifetime career is under challenge.

The concept of 'effectiveness' is extended from ways and means ('how to') to the purposes of education and the values of teachers ('what for'). Effective teachers have attributes and qualities which are a mixture of the personal and the professional; they are committed, creative, critical, purposive, knowledgeable professionals. Ethical, moral and spiritual values inform and colour their expertise. In the multicultural society that is contemporary Australia, there is a profound challenge

to define appropriately broad and inclusive standards of both student learning and teacher professionalism. How this challenge is addressed will in numerous ways affect the attractiveness of teaching as a career, recruitment policies, initial training and continuing professional learning. The issue of effective teachers is not only instrumental and pragmatic; it takes us to the roots of society and the quality of life that is being sought.

INTRODUCTION

This report has been prepared as the Australian contribution to the Organisation for Economic Co-operation and Development (OECD) Education Activity, 'Attracting, Developing and Retaining Effective Teachers'.

It comprises four main parts and addresses:

- The national context: social, cultural, economic, educational;
- The profile of the teaching profession;
- The teaching career: induction, the initial years, retention, continued professional learning;
- Emerging issues in policy: teacher quality, professional standards and initiatives targeted toward teacher supply.

It concludes with a discourse on effectiveness in teaching.

Within the broad national perspective on trends and issues, the report provides illustrations from the six different States and two Territories, with rather more attention to three of them: Australian Capital Territory, Queensland and Victoria. While there is much of interest and value in all States and Territories, these three are reasonably representative of the country as a whole. Time and resource constraints necessitated a degree of concentration in coverage.

Data sources include statistical returns, research reports and discursive literature, interviews and consultations with authorities in the field. Material is presented and issues discussed with reference to both government and non-government systems/sectors. The report identifies and discusses the roles of educational players and partners with responsibilities for, and an interest in, the development of the teaching profession.

A national advisory committee, chaired and nationally co-ordinated by Ms Georgina Webb of the Commonwealth Department of Education, Science and Training, has steered the study, providing links to education authorities across the country.

This report is being prepared concurrently with number of related national initiatives. They include a national data collection on teacher supply and demand organised through the Teacher Quality and Educational Leadership Taskforce (TQELT) of the Ministerial Council for Education, Employment, Training and Youth Affairs (MCEETYA) and conducted by the Commonwealth Department of Education, Science and Training (DEST). This report draws on the preliminary analysis of unpublished data from the MCEETYA Supply and Demand study (MCEETYA, 2003). The MCEETYA TQELT is also considering the development of a national framework for professional standards. In addition, the Commonwealth government currently has under way a Review of Higher Education and a Review of Teaching and Teacher Education, with particular emphasis on science, technology and mathematics education, which will report in mid-2003. There have been consultations with the Chairperson and Secretariat of the Review and its work has been drawn upon, including numerous submissions made to the Review.

1. NATIONAL CONTEXT

1.1 The country and the people

1. The Commonwealth of Australia is a federation of six States and two Territories. There are, in addition, small off-shore external territories whose education requirements are mostly met through neighbouring states. The island continent covers a land mass of some 7.7 million square kilometres, and has a population of 19,657,400 (Australian Bureau of Statistics (ABS), 2002a). Of this population, 2% are Indigenous Aboriginal and Torres Strait Islanders. Twenty per cent of the population is younger than 15 years, and 12% older than 64 years. By 2019 it is anticipated that 18% of the population will be over 64 years of age. Thus, in common with many other OECD countries, Australia has an ageing population. This includes an ageing teaching force. Along with other recent projections of population growth and distribution, this trend has significant implications for teacher supply, the provision of education services and the future profile of the profession.

2. While Australia has a large land mass, much is arid and sparsely populated. There are many small rural and remote settlements in both inland and coastal areas. One consequence is a long tradition of correspondence and distance education including the School of the Air for the delivery to students, both children and adults, living in rural and remote areas; and of delivery of technical, further, adult and higher education programmes through innovative processes and methods. Schools in remote areas, where they exist at all, are often small, entailing multiple roles for teachers. The large bulk of the population lives near the coast, notably the eastern, south-eastern and south-western seaboards, and this trend is strengthening. A high proportion are in large urban centres, with 64% living in State/Territory capital cities in 2001. The combined population of Sydney and Melbourne is well in excess of a third of the country's population. The south-eastern corner of Queensland and north-eastern New South Wales together form an extensive urban belt with the fastest rate of population growth in Australia.

3. Due to this population distribution, and in the context of decline of rural services overall and a growing concentration of resources in the capital cities, governments are actively promoting regional development strategies. Meeting the educational requirements of smaller centres at a distance from capital cities has necessitated a variety of policy measures and inducements aimed at attracting, supporting and retaining teachers 'in the bush'. In some States, these include obligations and/or incentives for teachers to spend their first years of teaching away from major urban centres.

4. Beginning with the Indigenous people, then the first Anglo-Celtic settlement two hundred years ago, Australia has developed into one of the world's most ethnically diverse countries. With English the official language, and under broad policy umbrellas, since the end of World War Two, a multicultural and multilingual society has emerged. Current levels of population growth from net overseas migration (some 110,000 per year), virtually match the annual natural increase (close to 120,000) (ABS, 2002a). In 2000, Australia's resident population nominated over 29 different countries of birth, including more than 100,000 from each of China, former Yugoslav republics, Germany, Greece, India, Italy, New Zealand, Philippines, the United Kingdom and Vietnam (ABS, 2002a). Taking ethnic groupings and immigrant languages as criteria intensifies the multicultural picture: 100 ethnic groups and 80 immigrant languages (Noble and Poynting, 2000, citing Castles et al. 1988).

5. While different values and points of view about a multicultural society compete in the community, education policies generally are grounded in clear and firm principles:

- maintaining cultural diversity within a framework of national unity and social cohesion;
- access and equity procedures to facilitate full participation in Australian society;
- support for the learning of languages other than English and for English as a second language; and
- support for a variety of social structures, programmes and activities which celebrate different traditions and lifestyles.

6. Australia has a diversified mature economy. Services account for about 70% of economic activity. Commodity-based exports (agricultural products, minerals and metals) are the major exports, but there is a growing contribution from the manufacturing sector, and service exports such as tourism and education services are also growing. The education services industry, mainly from fee-paying overseas students, is expanding and has been a success story over the past two decades. The Australian economy and its labour market are currently strong.

7. Higher levels of household income and of private consumption have been a consequence of economic growth and for several years the housing and building market has been extremely buoyant. There is a debate in Australia over the balance between statistical measures of economic success, the striving to maximise economic outcomes and a range of social factors (Saunders, 2002). Broadly speaking, this parallels the international debate over the balance among economic growth, social capital, equity and environmental sustainability (McColl, Pietsch, and Gatenby, 2001).

8. Among the several major policy initiatives of recent times at both Federal and State/Territory levels, two may be singled out for their relevance to the teaching profession: innovation strategies and rural and regional development. Since innovation is as much social and cultural as it is scientific and technical, there are significant implications for all aspects of education, reflected in a variety of national expectations concerning student learning and common goals for schooling (MCEETYA, 1999). *Backing Australia's Ability*, the Commonwealth government's innovation strategy announced in 2001, with a budget of close to AUD$3 billion over five years, has a number of educational implications (Commonwealth of Australia, 2001), a key one of which has been the establishment of a national Review of Teaching and Teacher Education in 2002 (Committee for the Review of Teaching and Teacher Education, , 2002b). Applied science in declared priority areas, together with the national dispersion and uptake of information and communication technologies (ICTs), are prominent within the innovation strategies. Both the Federal and State/Territory governments have in place programmes designed to move toward an advanced, knowledge-based, high skills economy. Education has been accorded a central role in developing ICT awareness and competence. The newly identified national research priorities are: environment; health; national security; and frontier technologies which include bio- and geo-informatics, nanotechnology and biotechnology (Commonwealth of Australia, 2002a). While these have had as yet little direct impact on schooling, the implications for teachers and teaching are considerable. They have been signalled in a national concern over an insufficient supply of teachers of science, mathematics and technology (broadly defined) and too few students taking advanced courses in these subjects in high school (MCEETYA/TQELT, 2003h, preliminary analysis, unpublished).

9. In October 1999 the Commonwealth government hosted the Regional Australia Summit which was followed by initiatives for a ten-year programme focused on three areas: community empowerment; economic and business development in regional communities; and equity of services

in regional communities, including improving education and training in regional Australia (Commonwealth of Australia, 2000).

10. Labour market policies which have been pursued by successive administrations have targeted educational reform as a principal lever of change. Policy initiatives to upgrade skills and enhance labour market flexibility have long been in place. The more recent focus on information and communication technology seeks to raise low levels of investment and endogenous innovation in advanced technology. Equally, the policy initiatives embrace learning about and learning through technology. Policies aimed at eventually providing connectivity to all Australians of school age and above and programmes to achieve universal computer literacy have brought about a closer relationship than hitherto between school policy and the economy (Commonwealth of Australia, 2001; Commonwealth Department of Education, Training and Youth Affairs, 2000a).

1.2 Schooling and overall direction of school policy

11. In Australia, public school education is constitutionally the responsibility of the governments of the States and Territories. Additionally, there is large scale financial support of schools by the Commonwealth government together with a wide array of national Commonwealth funded programmes (capital works, equity, literacy, information technology, quality in schooling and others). In 2002, government (public) schools educated 68.4% of the full-time student population of 3,301,776, while a large non-government sector (embracing both Catholic and Independent schools) enrolled 31.6% of the school age population and received substantial Commonwealth funding. Over the decade 1992–2002, student numbers attending government schools increased by 1.0%, and non-government schools by 20.8% ABS, 2003a).

12. In 2002, full-time Indigenous school students numbered 121,647, of whom 29.7% were in schools in New South Wales, 27.5% in Queensland, 16.0% in Western Australia and 10.8% in the Northern Territory. The Northern Territory, however, has by far the highest proportion of Indigenous students, who represent 35.8% of Territory school students, by contrast, with less than 6% for any other State or Territory (ABS, 2003b).

13. The size and composition of the non-government sector is a function of historical factors and more recent changes in parental aspirations and patterns of public funding. The government school systems were founded in the latter half of the nineteenth century on the principle of ‘free, compulsory and secular’. Compulsory and secular they remain, although there has been a steady increase in parental contributions and fund-raising by schools. The Australian population has always included a considerable proportion of Catholics and, from very early in European settlement, the Catholic authorities have maintained their own schools. Other Christian denominations, Jewish and Muslim communities, too, have maintained schools including some of the country’s best known independent schools. There has been an upsurge during the past decade in non-government schools with religious connections, not only Christian, and there is also an important minority of non-religious schools, e.g. Aboriginal community schools, Montessori schools, Rudolf Steiner schools, and schools that specialise in meeting the needs of students with disabilities and other special needs (although those last are reducing following relatively recent mainstreaming policies).

14. Since the middle years of the twentieth century, the resources of all non-government schools have been augmented through Commonwealth grants. While the proportion of Australians in Catholic schools has remained steady at around 20%, there has been an increasing proportion of students in non-Catholic, non-government schools in recent years. Many new schools have been established, mainly religious foundations of a wide variety of denominations, providing schooling at

a moderate cost. A wide range of factors has been cited to account for a continually rising proportion of students in non-government schools. Among them are: growth of low to medium-fee schools; parental values and expectations; increasing household disposable income (coupled with the trend to smaller families); growing cultural and ethnic diversity within the community; the popularity of the principle of consumer/parent choice; increased public funding to non-government schools; and Federal government commitment to a policy of diversity and choice in educational provision.

15. While the annual increase in the proportion of students attending non-government schools is modest, it has been maintained over many years. Between 1983 and 2000, enrolments in non-government schools increased by approximately 25% whereas they were steady in government schools. Enrolment in the independent sector at 11.4% is projected to increase although, due to the overall demographic trends, it will tail off in primary schools by 2005, while increasing to an annual rate of 2.5% in secondary schools (National Council of Independent Schools' Associations, 2002b).

16. Tertiary education in Australia is predominantly public, comprising universities and a vocational education and training sector which includes publicly funded institutes of technical and further education (TAFE). In addition, there is a considerable body of private providers in the post-school vocational and higher education sectors. Universities are primarily Commonwealth funded, although in the main established under State/Territory legislation. Vocational education and training is primarily funded and regulated by the States and Territories but the Commonwealth provides considerable financial assistance by way of the Australian National Training Authority (ANTA) to assist the States and Territories in their efforts to build a national vocational education and training system. States are responsible for allocating the Commonwealth funding they receive to providers, including institutes of TAFE. Institutes of TAFE also receive State sourced funding and like the universities, also raise funds from the sale of services.

17. At the end of the 1980s a unified national system of higher education was established, whereby the two previously separate sectors of universities and colleges of advanced education/institutes of technology were merged into a single university sector.

18. Initial teacher education and advanced education diplomas and degrees had previously been primarily the responsibility of colleges of advanced education. In the unified system they are now largely the responsibility of universities, with most of the 38 universities that receive Commonwealth operating grants offering teacher education programmes. There is, in addition, a small number of non-university higher education institutions offering teacher training, two of which receive Commonwealth operating support. The Batchelor Institute of Indigenous Tertiary Education in the Northern Territory specialises in the education of Indigenous teachers.

19. Under the unified national system of higher education, institutions have greater autonomy over curriculum and the numbers of students they enrol in particular disciplines. This applies especially to institutions that were formerly part of the college of advanced education sector (CAE). A consequence of this may be that governments now have less direct control over initial teacher training, and thereby teacher supply. The continuing education of teachers is a mixture of longer, award-bearing programmes in higher education and TAFE and a complex array of short courses, conferences, workshops, etc. Many short courses and other forms of professional development for teachers are undertaken or supported by Commonwealth and State government departments and agencies, the non-government education authorities, professional associations, universities and TAFE, teacher unions, schools and private providers.

20. In addition to the public authorities at State/Territory and Federal levels, the Catholic school sector functions in many respects as a system or set of systems (diocesan-based Catholic Education offices for schools located in parishes; Order-owned schools generally operating individually). All Catholic schools come under the umbrella of State/Territory Catholic Education Commissions/Offices. The independent schools generally function more as individual units, although within some States and Territories there are several small but evolving 'systems' (Anglican, Lutheran, Seventh Day Adventist). There is also a growing tendency among non-government schools to seek common ground among themselves through their national association. Increasingly there are combined or joint activities across systems/sectors, for example through the Australian Principals' Associations' Professional Development Council (APAPDC), which was set up in 1993 to provide support for principals in their own professional development. It brings together primary and secondary State, Catholic and Independent principals' associations (APAPDC, 2003). Under the current Commonwealth government Quality Teacher Programme (QTP) (see Section 3.5.3 below), funds for professional development in independent schools are disbursed through their State/Territory associations, while funds for professional development in the government sector are disbursed through State/Territory government education departments. Several QTP projects are cross-sectoral.

21. A wide array of professional associations, whether defined by curriculum areas (science, languages etc.), level (middle years) or role (principals), are involved in professional development. Teacher unions, a vigorous journal literature and professional conferences also testify to high levels of activity focused on strengthening education at all levels and sharing goals, information and interests. A notable feature of Australian education is the alertness to, and knowledge of, trends and issues in other countries, especially the United Kingdom, North America and South-East and East Asia. Australia has always drawn freely, but not uncritically, on innovations, ideas and policy trends in other countries. Australian educators and researchers are active contributors to the international debate on educational needs and issues.

1.2.1 National co-operation and co-ordination

22. The States and Commonwealth, together with New Zealand (and with observers from Papua New Guinea and Norfolk Island), meet regularly in the Ministerial Council for Education, Employment, Training and Youth Affairs (MCEETYA), a formal mechanism for reaching policy agreements, with subcommittees and taskforces to address issues of common concern. MCEETYA is increasingly taking major policy initiatives, including broadly agreed directions and strategies for schools across the country (MCEETYA, 1999). Notably, at present, MCEETYA has in place a representative taskforce to advise on teacher quality and educational leadership – the Teacher Quality and Educational Leadership Taskforce (TQELT).

23. For different elements of education, a very large array of national bodies, governmental, quasi-governmental and voluntary exists, their purposes and functions ranging across policy co-ordination, funding, research and development, review, data analysis and advice and consultancy. In recent years steps have been taken by States and Territories individually and through non-government school agencies to achieve better sharing of information and mutual recognition of qualifications. The profession, through its professional associations, is also active in co-operation and co-ordination at the national level. Examples of this work include the development of national standards and the development of a national statement regarding standards, quality and professionalism.

24. While the States and Territories retain control of their own systems, as do the non-government sectors and schools, a national education and training framework is emerging with

MCEETYA serving as a continuing point of reference where it does not directly facilitate co-operation and reach agreed positions. Foundations have been laid for much closer national co-operation, direction and outcomes reporting. Work on these foundations has brought together a very wide range of interests and responsible bodies, government and non-government, statutory and voluntary. The major elements may be summarised thus:

- a set of agreed, common, national goals which are kept under review and are reference points for strategies; benchmarks; and standards for particular subject areas and other aspects of schooling;
- continuing efforts to establish national measurement and reporting of student outcomes (including through national sample assessments in some key areas); and
- national taskforces, working parties, committees, studies and reports addressing particular topics and reporting on progress in implementing the goals and attendant strategies.

25. Although not addressed in this report, similar trends can be observed in the TAFE sector, with national leadership through ANTA and a research entity in the National Centre for Vocational Education and Research (NCVER). Through these and other bodies, a national training agenda has been established and its operations supported, monitored, reviewed and evaluated.

26. While once it was the case that the individual States/Territories and sectors functioned largely independently of what happened in other parts of the country and in other sectors, it is now no longer so. Since the early 1970s a new culture favouring interchange, shared experience and collaborative development has begun to emerge.

27. Most recently, and building on work by individual States/Territories and professional bodies, MCEETYA has launched the national co-operative project, referred to above, through its Taskforce on Teacher Quality and Educational Leadership, with one of its aims being to consider the development of an agreed, common framework for teacher quality and standards. This builds on moves already under way in the profession as well as at government level. It presages a considerable strengthening in future of teacher professionalism at all stages, from recruitment through pre-service education to lifelong professional learning.

1.2.2 Schools and student enrolments

Attendance requirements

28. Schooling is compulsory between the ages of six and fifteen in all States and Territories except Tasmania and South Australia, where the permitted leaving age is sixteen (also under active consideration elsewhere, e.g. Queensland where the recently released Education and Training *Reforms for the Future: A White Paper* declares this and other future changes in schooling (Queensland Government, 2002b). In most States and Territories, children start primary school at age five. Pre-schooling is voluntary, and availability and participation are highly variable.

29. Participation rates beyond the compulsory age, i.e. up to the end of secondary education or its equivalent, are relatively stable, and not among the top ranked OECD countries (see below). Targets have been set for higher completion rates and, as outlined in the following paragraphs, there is a nation-wide drive to improve school retention, including major curriculum and assessment changes.

Diversifying school programmes to improve retention

30. At the upper secondary level (including enrolments by school students in TAFE), Australia has a noticeably higher enrolment than the OECD mean in vocational and technical education programmes in relation to general programmes. Recent policy moves to strengthen vocational streams and increase enrolments are an acknowledgement that completion rates to Year 12 (end of secondary) are too low. These policy initiatives include the introduction of parallel routes leading to broader qualifications at the end of secondary school and more diverse routes into higher education. They reflect concerns about the unsuitability of much of upper secondary education for students not pursuing university entry or at risk of leaving at the minimum permitted age and with low formal attainments. The participation rates of 15 year olds in 2002 was 92.5%; of 16 year olds 80.9%; and 17 year olds 62.3%, a figure which has risen by just over 2% over the previous decade. The apparent retention rate of full-time students from the beginning to the end of secondary education was 75.1% in 2002, being higher for females (80.7%) than for males (69.8%) (ABS, 2003a). In 2002, for full-time Indigenous students, apparent retention rates from year 7/8 to Year 12, while far too low at 38%, had grown by 7.1 percentage points over the previous five years (ABS, 2003a).

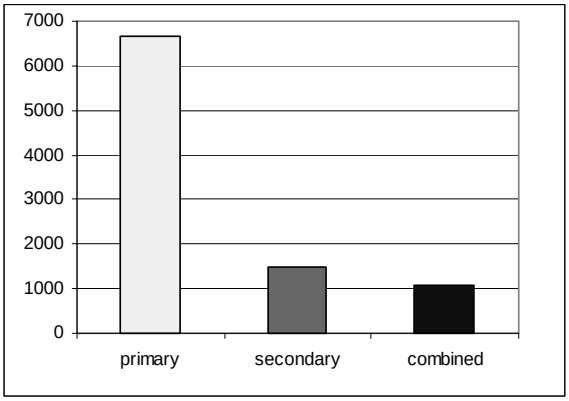
31. Among major innovations in this whole field is the introduction of a new Australian Apprenticeship and Traineeship System with School-Based New Apprenticeships in secondary schools. Since the early 1990s implementation of vocational education and training (VET) in schools has been rapid, in partnership with industry and in conjunction with TAFE colleges. These accredited VET courses in schools have enjoyed great popularity, for example in Victoria where approximately one-third of secondary school students are now enrolled in linked courses. A new end of year 12 certificate, the Victorian Certificate of Applied Learning, was trialled in 2002 to parallel the more academically focused Victorian Certificate of Education. A recent report in Western Australia recommended a much closer working relationship between TAFE and schools in staffing and infrastructure. The Queensland White Paper mentioned above envisages new laws by 2006, requiring young people to remain at school until completion of year 10 or turning 16 years, followed by participation in education and training for a further two years, or until achieving a Senior Certificate, or a Certificate II vocational qualification, or turning 17 (Queensland Government, 2002b). Reaching the goal of significantly improved school completion rates is believed to require more flexible and varied curriculum patterns of schooling, joint school–work programmes, more adult-oriented styles of teaching and learning and new year 12 qualifications such as the above-mentioned Victorian Certificate of Applied Learning. It is claimed that improvements in apparent retention rates reflect such initiatives (Department of Education and Training, Victoria, 2002a).

Common patterns of schooling

32. While all eight States/Territories have a twelve-year pattern of schooling (years 1–12), four begin secondary schooling at year 7, and four at year 8 level. Also, six States/Territories have an official Pre-year 1 class. Each State/Territory has a pre-school sector separate from primary and secondary schooling.

33. The most common form of organisation comprises separate primary and secondary school establishments, but Pre-school/Kindergarten to year 12 (P/K–12) schools are also found (more commonly in the independent sector, and in government schools in rural areas). The number of combined primary/secondary schools in 2002 was 1,085, representing 11.3% of all schools in 2002 (Figure 1), a growth of 29.6% during the previous decade.

Figure 1: Number of schools by level, 2002



Source: Data from ABS, 2003.

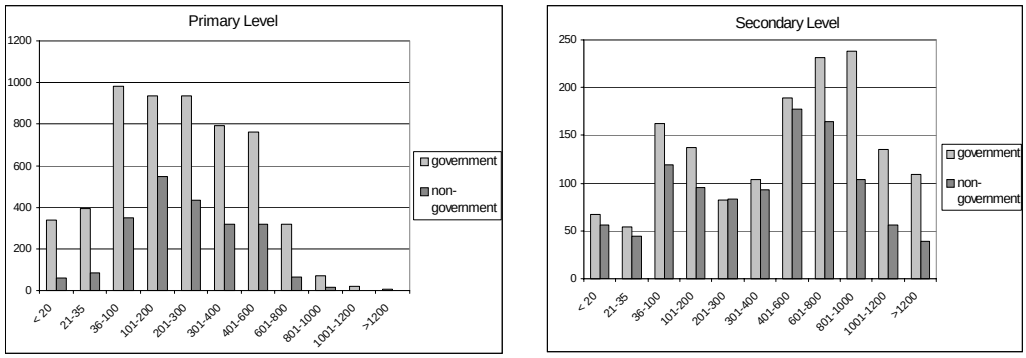
Structured innovations

34. Interest is growing in the middle years of schooling including a National Middle Schools Project (Barratt, 1998) and, in several States (e.g. Queensland, Victoria and Western Australia), a flourishing middle school movement. The middle years thrust has been stimulated by a series of recent inquiries and reports (Cumming, 1998; Luke, A. et al. 2003). In the initial education of teachers, however, the basic, traditional distinction remains that of primary or secondary schooling in the main. Part of the impetus for the middle school movement is the belief that student transition from primary to secondary and retention, particularly of 'at risk' students could be improved by closer links between these traditionally separate levels and types of schooling and teacher education programmes.

35. In some jurisdictions, upper secondary education is provided through separate senior colleges, a kind of stepping stone between school and tertiary education (e.g. Australian Capital Territory and Tasmania). In a number of jurisdictions, some universities have arrangements with schools whereby year 12 students who have completed school requirements are enabled to study first year university courses. There are many examples of shared or joint activity at this stage which, like the middle school movement, vocational education in schools, indicates a readiness to blur lines and cross long-established boundaries.

36. While the government sector has some very small primary schools (700 with fewer than 36 students), the most common size is between 36 and 300 students. Non-government primaries tend also most commonly to have between 36 to 300 students. Secondary schools in both sectors are considerably larger, with 400 to 1,000 students the most typical size in the government sector, and 400–800 in the non-government sector (Figure 2).

Figure 2: Primary and secondary schools by enrolment size, 2002



Source: Data from ABS, 2003.

37. Some special purpose schools have been established, for example the Australian Science and Mathematics School is a new university-linked school in South Australia. A number of secondary schools in other jurisdictions are identified with specialised fields such as music, science and sports. Formalised arrangements of school clusters with some interchange of staffing are another way of achieving a concentration of teacher expertise and enhanced learning opportunities for students. Some States also have multi-level campuses which include schools of primary and secondary level, elements of tertiary education, together with adult and community education facilities. In these and other ways the traditional, more standardised moulds are being challenged.

Early years provision

38. Provision of childcare and early years education in Australia is varied, with a mix of public and private providers: crèches, nursery and play-groups, and kindergartens. Many schools across Australia in all sectors now provide childcare, and independent schools often describe themselves as 'Pre-K to 12'. Since the age of entry to compulsory schooling is six, the term pre-school is often used to refer to the under sixes. However, professionals in the field usually prefer the term early childhood education, stretching the age span from birth (or, sometimes, three) to eight or even nine years, with a consequent emphasis on the process of transition from home to school and the progressive development of links between parents and teachers. Despite significant improvements, concern continues to be voiced at limited access in some parts of the country and the consequences of uneven provision of high quality early childhood education for later educational participation and attainment rates (Press and Hayes, 2001).

1.2.3 Current trends in policy and practice

39. Among the varied trends in current policy and practice in Australian education are:

- increased emphasis on curriculum design and development, teaching, learning and assessment in *key learning areas* including improving skills of *literacy and numeracy* from an early age; terms such as 'new basics' and 'essential learnings' are current;
- specific concern over *trends in enrolment and student performance*, in the areas of science, mathematics, technology and languages other than English (LOTE);
- attention to specified learning outcomes and accountability, including declared *standards* and (international) *benchmarking*;

- a quest for *improved retention rates* and participation in continued education and training with a focus on success in and commitment to learning (*lifelong learning*);
- *national agreement on tertiary entrance*, facilitating student enrolment at interstate universities (an alternative approach to a national end-of-school examination);
- *more definite vocational orientations in the school curriculum*, close co-operation in the delivery of programmes between school, technical and further education institutions (TAFE) and industry and a renewed effort to create a *training culture*;
- *improved guidance and counselling* and stronger linkages between education, training and work (*transition*);
- strong concern among educators and policy makers for *improving Indigenous education***;**
- the permeation of the education system by *information and communication technologies* with widespread use of personal computers in teaching and learning in schools, universities and TAFE colleges;
- a concern over drugs including alcohol, youth violence and other forms of anti-social behaviour, which is reflected in an increasing emphasis on *values education* and national programmes in *drug education* and *civics and citizenship education*;
- *devolution* of educational decision-making, management and financial responsibility to the individual school level, with a concomitant sharpening of interest in transparency, accountability and school leadership;
- a *steady expansion of enrolments in non-government schools*;
- *equity* initiatives with particular emphasis on improved access and learning outcomes by gender and for specific socio-economic categories and Indigenous students;
- *a national education focus* resulting from national statements and agreements.

40. The *five most salient clusters of the above trends* fall within the rubric *of lifelong learning for advancement in and of the knowledge society*. Together, they constitute powerful steering mechanisms.

- *student learning and performance standards* – greater success and more satisfaction in learning; improved scores in literacy and numeracy and wider applications of the new technologies; testing and other forms of assessment at regular intervals; the introduction of national benchmarking;
- *vocationalising education especially in upper secondary schools* – linking schooling and employment; improving pathways in transition from school to work; incorporating vocational competence in specified learning outcomes; improved guidance and support;
- *devolution, decentralisation and diffused leadership* – school-level decision-making and management; accountability; redefined roles of government;
- *curriculum renewal including in social, civic and values education, science, mathematics and technology* – concern for relevant and applicable knowledge; social and civic responsibility and moral development; concern over levels of student interest, especially in science and mathematics;
- *access and equity* – continued efforts to extend opportunity and overcome disadvantage.

41. These policy trends, associated issues and concerns pose severe challenges for teachers and for teacher policies affecting recruitment, initial training and continuing development within the profession. Notwithstanding increased steering capability, decision-making in Australian education is diffused, with a multiplicity of authorities, sources of information and loci of action. Not all of the above trends are accepted at face value or treated as inevitable forces. There is a considerable debate, for example, over the best ways to achieve equity, improve educational outcomes and strike the future balance between the public/government and private/non-government sectors. While some jurisdictions aim to concentrate teacher policies, including professional development, around systemic priorities, others have high levels of individual school and teacher decision-making. The non-government schools have considerable freedom in determining goals, priorities and use of resources.

42. While in Australia's federal system there is no national curriculum, no national end-of-school examination, no uniform set of national regulations for teachers and teaching, there are agreements such as the *Adelaide Declaration* which establish common goals (MCEETYA, 1999, also Appendix 4). The State/Territory education departments and agencies, however, have major legislative, regulatory and steering roles, within their jurisdictions. Through MCEETYA and in other agreements there has been steady movement towards national benchmarks and overall consistency of educational provision and practice, nationwide.

43. Within broad policy frameworks, and the regulatory environment, there is diversity of practice and considerable autonomy in decision-making across jurisdictions and sectors. As noted above, however, the trend through political agreements and collaboration among the various system authorities and other responsible bodies, is towards a national consensus on the directions, purpose, nature and outcomes of schooling. The teaching profession is showing signs of acquiring a national profile complementary to its grounding in specific State/Territory jurisdictions. This is reflected in the growth of national projects and organisations – unions, professional associations and committees – as well as in collaboration among States, Territories and the Commonwealth in MCEETYA projects.

2. TEACHERS: PROFILE OF A PROFESSION

2.1 Teacher numbers

44. In 2002, Australia had 249,629 school teaching staff (both full- and part-time), which translated to 225,353 full-time equivalent (FTE) teaching staff (an increase of 1.4% over 2001) in 9,632 schools (ABS, 2003a).[1] The government sector employs 67.9% of teachers, and 32.1% are employed in the non-government sector. The non-government sector is larger at the secondary than at the primary level. At the primary level, the government sector accounts for almost three-quarters of the teaching staff (72.7%), while at the secondary level, for 62.8% of teachers (Figure 3). Over the previous five years (1997–2002) FTE teaching staff numbers rose by 5.1% in government schools, and 17.6% in non-government schools.

45. The report of the 2002 MCEETYA survey of teachers conducted by DEST (based on a 1% random sample), indicated that 84.6% of sample teachers were born in Australia. The main countries of birth of those born overseas, in order of significance, are: the United Kingdom, New Zealand, Germany, the United States and South Africa (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished). Almost 92% of all sample teachers held permanent teaching positions, with

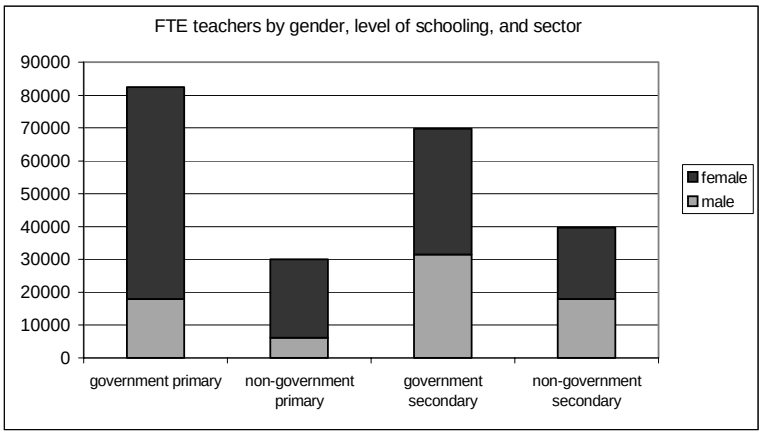
[1] The ABS defines teaching staff as those staff who spend the majority of their time in contact with students.

6.7% on fixed-term contracts and 1.5% relief teaching. Those on fixed contracts were more likely to have entered teaching relatively recently. Some 85% of sample teachers worked full time.

2.2 Gender profile

46. The gender profile of teaching has a strong female bias, a trend which has been steadily growing for many years. 67.3% of full-time equivalent (FTE) teachers in 2002 were female, with 79.1% of primary teachers and 55.1% of secondary teacher female (Figure 3). These percentages have grown since 1992, when 62.0% of FTE teachers were women, representing 74.2% of primary teachers and 50.6% of secondary teachers.

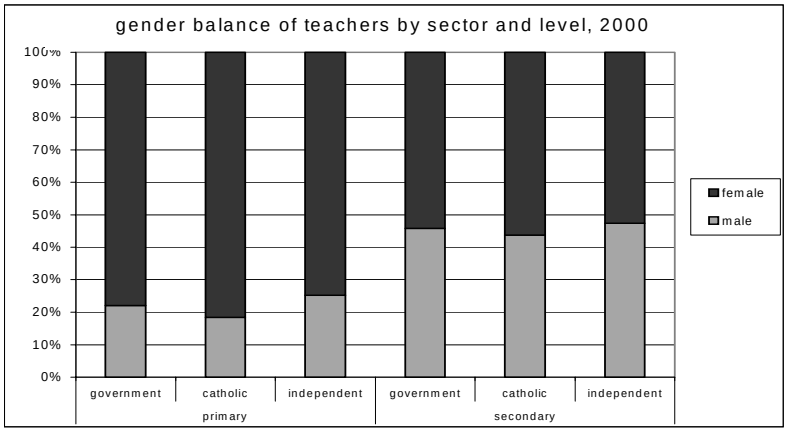
Figure 3: Full-time equivalent teachers by gender, level of schooling and sector, 2002



Source: Data from ABS Schools 2003.

47. While the independent sector has a slightly higher proportion of male teachers than the other two sectors and the Catholic sector a slightly higher proportion of female teachers, the differentials are not great (Figure 4).

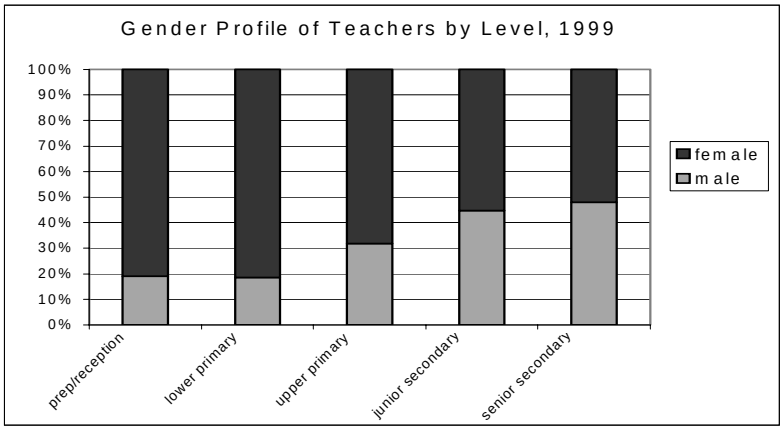
Figure 4: Gender profile of teachers by sector and level, 2000



Source: Data from ABS, 2001.

48. The 1999 Australian survey, which sampled over 20,000 teachers, indicated a striking gradation from near parity of teacher employment at the senior secondary level (51.9% female, 48% male), to a much higher number of female teachers at lower primary level (81.6%) (Dempster et al., 2000) (Figure 5).

Figure 5: Gender profile of teachers by level, 1999



Source: Data from Dempster et al., 2001.

49. Over the past decade, the number of female teachers in Australian schools has risen significantly (from 125,362 in 1992 to 151,647 in 2002), alongside a slight decline in the number of male teachers (from 76,704 in 1992 to 73,706 in 2002) (ABS, 2003a).

50. In primary teaching, the proportion of females rose from 74.2% to 79.1% of primary school teaching staff between 1992 and 2002. This changing gender profile has an important age-related dimension, since female teachers comprise about 80% of teachers younger than 30 years of age, while the largest concentration of male teachers is in the older age groups (see further below). This shift has been evident for some time, as shown by trends in enrolment figures for educational studies over the past two decades. A comparison of enrolments in education in studies at Australian higher education institutions show that while total enrolments in 1983 of 74,314 were close to total enrolments in 2002 (73,680) (considerable intervening fluctuations notwithstanding), the gender proportions had changed on a steady trajectory from 65.9% female, 34.1% male in 1983 to 75.6% female, 24.4% male in 2000. Some 7,000 fewer males were enrolled in tertiary education studies in 2000 than in 1983 (Higher Education Statistics, unpublished data, DEST, reported in MCEETYA, 2003b, preliminary analysis, unpublished).

51. Why is this the case? The MCEETYA study on gender trends advances three explanations for the changing gender profile of teaching.

- teaching salaries overall are lower relative to other professions, especially for men. While female teachers earn on average 2% less than other female non-managerial professionals, for males this figure is 10% less than other male non-managerial professionals (despite the fact that they earn more per week on average than female teachers);

- cultural factors which tend to gender stereotype – research is cited indicating that teaching is perceived as ‘women’s work’, especially in the primary area; the men who are most likely to be

attracted to primary teaching are those who have already had another career and who have experienced fatherhood;

- a fear that they may be wrongly accused of child abuse was seen to provide a possible deterrent to males entering teaching, particularly at the primary level. (MCEETYA, 2003b, preliminary analysis, unpublished)

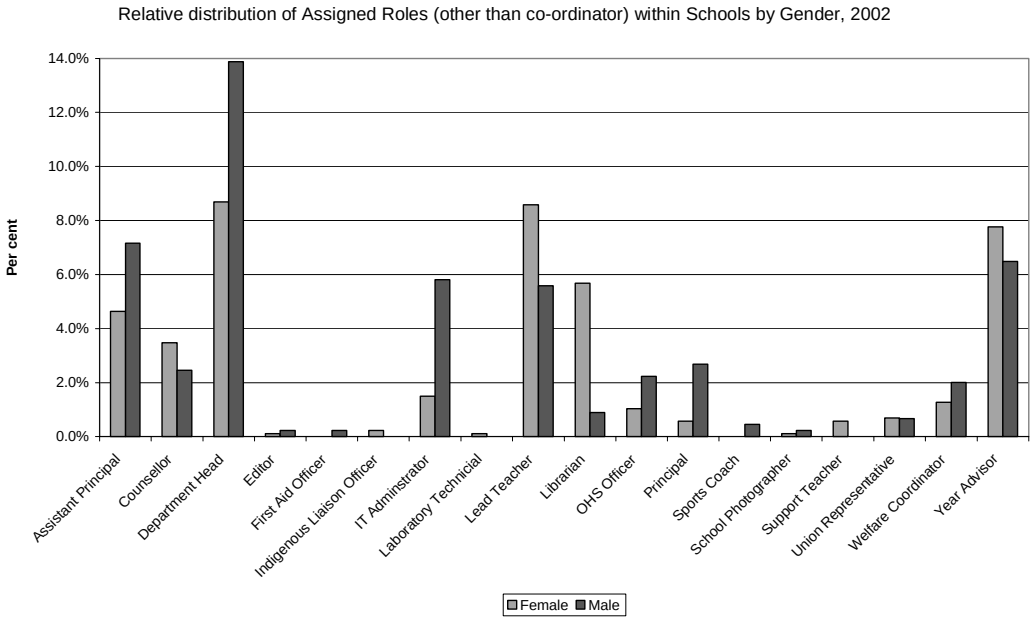
52. Despite their numerical dominance, however, women hold significantly fewer formal and informal positions of responsibility in schools than do men, as illustrated in Table 1 and Figure 6.

Table 1: Category of official position within schools by gender, 1999

Category of official position	% Male	% Female
Executive/managerial	45.9	24.3
Class teacher	45.5	59.7
Support	8.6	16.0
Total	100.0	100.0

Source: Based on data from Dempster et al., 2000.

Figure 6: Relative distribution of assigned roles (other than co-ordinator) within schools by gender, 2002



Source: MCEETYA/TQELT, 2003g, preliminary analysis, unpublished.

53. The preliminary report on the 2002 MCEETYA survey of teachers, using a 1% random sample, supports this finding, illustrating in more detail the relative gender balance in assigned roles

within the school. Of the assigned roles, 53% were co-ordinators, of whom 54.9% were females. Of other assigned roles, Figure 7 shows that the managerial and technical roles such as assistant principal, department head and IT administrator were more frequently filled by males, whereas females were more frequently assigned as lead teacher, librarian, counsellor or year adviser (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished).

54. A variety of consequences appear to flow from this gender profile:

- gender preferences in subject specialisations reinforce the shortages in science and mathematics, as significantly higher numbers of males than females currently working in education hold science degrees;

- lack of balance in gender role models within a profession whose clients are more or less equally of both sexes, and whose purpose is human growth and development through organised learning. In the public debate on gender role models and duty of care toward children, there is a tacit cultural expectation of 'a representative teaching service';

- a traditional view holds that predominantly female professions, where numbers are large, tend not to be well rewarded financially;

- the question of whether it is equitable or sound practice for senior and managerial posts within schools to be disproportionately filled by males in a predominantly female profession.

55. The Australian Education Union's (AEU) recent policy statement on gender equity draws attention to the importance of following broadly based principles of gender equity within schools, for students and staff alike, if the present gender imbalance in teaching is to be addressed (AEU, 2003). It should be noted that data in this section and the discussion of trends make no reference to discrimination on the basis of sexual orientation and gender preference, an issue flagged in a policy statement by the Australian Education Union (AEU, 2001).

2.3 Age Profile

56. In 2002, 42.7% of the teaching workforce in Australia were 45 years or older (Table 2), comprising 48.4% of the male teaching workforce, and 40.6% of the female teaching workforce (ABS, 2003b). The proportion of older teachers is higher in the government sector. At primary level, 38.8% of government school teachers were aged between 45 and 54 years and 8.7% were 55 years or older in 2001, compared with the non-government sector, where 27.1% of primary school teachers were aged between 45- and 4 and 8.7% were aged 55 years or older. At secondary level, 40.9% of government teachers were aged between 45 and 54 years and 9.7% were aged 55 years or older in 2001. Of non-government secondary teachers, 29.2% were aged between 45 and 54 years and 10.8% were aged 55 years or older. Certain States/Territories have noticeably higher proportions of older teachers (in South Australia, 55.1% of primary and 60.8% of secondary teachers are 45 years or older, compared with Queensland where 37.3% of primary and 38.8% of secondary teachers are 45 years or older, referred to in MCEETYA/TQELT, 2002c, preliminary analysis unpublished). Workforce replacement in the years of the coming decade will be affected by a variety of considerations. Apart from demographic forecasts and mobility into and out of the profession, questions are now surfacing about the desirability and sustainability of present age-band retirement practices in the workforce as a whole, not only teaching.

57. By comparison with the Australian workforce as a whole, the teaching workforce is concentrated in the 25–55 year age bracket. There are relatively few teachers younger than 25 (6%

by contrast to 18% under 25 in the workforce as a whole). This is due to the four-year minimum initial tertiary preparation following school completion (commonly around age 17–18). Also, teachers aged 55 and over form a lower proportion of the teaching workforce than do employees age 55 and over of the overall national workforce. Thus, while within the teaching workforce, the share of older teachers has increased over the past thirty years, this appears to be concentrated in the 45–55 age group. While overall, Australia's teaching workforce has aged, it has not done so evenly; important differences exist in age structures by gender, State/Territory, school sector and school level (MCEETYA/TQELT, 2003c, preliminary analysis, unpublished).

58. A substantial proportion of the teaching workforce will be eligible to retire on age grounds within the next 5–10 years, a fact which has attracted considerable policy concern in recent years. The extent to which retirements happen, however, is likely to depend on incentives to remain in teaching, and the nature of particular superannuation arrangements. In several states, these arrangements for government school teachers favour age-band retirements at 55. Given the relatively higher proportion of males in the older age bands, recruitment difficulties may be exacerbated in subject fields dominated by male teachers. Even here, however, there are considerable uncertainties concerning the future of current superannuation arrangements. Moreover, recruitment to shortage areas (science, mathematics, technology, Languages Other Than English (LOTE) seems volatile, with evidence (see further below) of some recent improvements.

59. So far as supply issues are concerned, the age profile issue appears to be of greater significance for some jurisdictions and areas of teaching than for others. It has been identified as a significant policy issue in relation to the quality of teaching, and hence, of student learning. While on the one hand, older teachers may be highly experienced and confident in their teaching role, there are indications of a need for a renewal to update curriculum knowledge and pedagogical procedures, as well as for rethinking the structure of a teaching career. This might take the form of new opportunities for professional learning for older, highly experienced teachers – it need not entail 'new blood' policies.

Table 2: Proportion of teachers employed, by gender and age, 2001

Proportion of teachers employed by age and gender, 2001

	Males %	**Female%**	**Age %**
Under 25	4.0%	6.8%	6.0%
25-34	20.3%	23.7%	22.7%
35-44	27.2%	28.9%	28.5%
45-54	36.8%	32.0%	33.3%
55 & Over	11.6%	8.6%	9.4%
	100%	**100%**	**100%**

Note: These ABS Labour Force Survey figures record anybody engaged in teaching for more than one hour in the week previous to the survey, so do not distinguish between full- and part-time, permanent and casual staff. They are not comparable to the figures quoted above in Section 2.1.
Source: ABS, 2003b, as cited in MCEETYA/TQELT, 2003c.

60. The age profile is affected by retention and by recent attempts at recruitment of mature-age students into pre-service teacher education and subsequent employment. The fact that significant numbers of younger people leave the profession within the first five to eight years of appointment (see further below) may be balanced by recruitment tilted towards mature-age entrants. The 2000 MCEETYA Report noted (given age profile of the teaching workforce) that retirements as a

proportion of the teaching workforce will rise in the current decade, increasing the pressure on the teacher labour market, more so in the second half of the decade. The possible consequences of this could be that as teachers currently in the older age groups retire, there may be a disproportionate loss of teaching experience and this may also possibly leave a smaller pool than is normally the case from which to seek future school leaders (MCEETYA/TQELT, 2003c, preliminary analysis, unpublished). There are clearly important challenges to develop appropriate policies and strategies to ensure both a reasonable distribution of age bands overall and to ensure that, whatever the age of the teacher, the career itself is perceived to be attractive and have demonstrable benefits to students' education.

2.4 Teacher 'fit' to sector

61. By virtue of their qualifications and registration where applicable, teachers are eligible for appointment to government schools (subject to police checks in certain circumstances). Actual appointment does raise issues of suitability, as in any other kind of employment in the sense of fitness for the specific requirements of the post in question. Anti-discrimination legislation is intended to ensure that legally permitted belief systems and values and preferences are not discriminated against. Thus, while there may be occasional, illegal breaches, 'fit' in the public school is a judgement by both the appointing body and the prospective teacher of the relevance of qualifications, experience and potential to the needs and expectations of the school community.

62. There is another aspect of 'fitness' which is relevant in a country where a high proportion of students attend non-government schools which have religious origins or affiliations. This is illustrated by procedures in Catholic schools. Until the early 1960s, some 90% of teachers in Catholic schools in Australia were members of religious orders. The past forty years have seen a dramatic transformation in the teaching workforce, whereby now approximately 1% of teachers in Catholic schools are members of religious orders, and 99% are lay persons. This is an obvious consequence of the huge decline in religious vocations over that period, but changes in resource levels and school climate and in the labour market have also been at work. In the 1960s, salaries paid in Catholic schools to lay teachers were often relatively low and variable by parish, while the salary costs of the religious staff were a minor consideration. The advent of public financial support to non-government schools through the Commonwealth to non-government schools from the early 1970s has enabled the Catholic systems to move through this transformation while retaining approximately the same level of student enrolments (some 20%).

63. As noted above, not all lay staff at Catholic schools are Catholic. However, generally any staff member must complete an orientation to the system or school, whether pre-service or in-service. Most senior positions in Catholic schools are held by committed Catholics. A large proportion of teachers in Catholic schools have pre-service and post-graduate qualifications from the Australian Catholic University (ACU) or its predecessor colleges where students can take a series of elective courses in religion and teaching of religion as specific preparation for teaching within the Catholic sector. Currently ACU also offers elective courses for preparation for teaching in schools of other denominations, for example Lutheran schools. A growing numbers of schools designated 'Christian' provide their own training programmes (e.g. through the private Christian Heritage College in Queensland).

64. A key difference between the teaching forces in the government sectors in most States and Territories (Victoria and the ACT excepted) and non-government sectors has been the ability of the non-government schools to select teachers according to their perceived fit with the goals, purposes and values of the particular school or school system. As most (but not all) non-government schools have a religious orientation or connection, this means selecting teachers whose views and lifestyles

are seen to be compatible with the values espoused by the school and its religious affiliation. This has generally been enabled at the level of each State/Territory through specific exemptions from relevant anti-discrimination legislation. This process appears by and large to have operated without major challenge, although from time to time issues have arisen at particular schools where a teacher's lifestyle was perceived as incompatible with the values of that school. This process of exemption, however, has recently been under challenge in Queensland. There the much contested Discrimination Law Amendment Bill 2002 continues to allow the genuine occupational requirement exemption, whereby educational institutions under the direction or control of a body established for religious purposes can discriminate in appointing staff. However, the Bill includes amendments strengthening the position of individual teachers. These provide that whether discrimination is or is not unreasonable depends on all circumstances of the case, including whether the action taken by the employer is harsh or unjust or disproportionate to the person's actions and the consequences for both the person and the employer (Queensland Government, 2002).

65. Since, as already noted, enrolment growth is occurring in an increasing number of schools founded on religious principles, issues such as those arising in the Queensland legislation are likely to recur. The question of teachers' beliefs and value systems generally receives relatively little attention in policies and debates, beyond declarations about the goals of schooling in a democracy, references to ethical behaviour and setting standards for students. There is an understandable wariness, in the 'open', 'pluralistic', 'multicultural', secular society that is contemporary Australia, about declared positions on values and many ethical issues. This has been compounded by a relativist sceptical philosophy and an 'unmasking' sociology, which together have questioned the intellectual foundations of traditional moral and ethical stances and challenged the part played by schools in reproducing ('middle class') values. While it would not be correct to characterise teachers as either ill-at-ease or confused in their fundamental normative orientations, 'fitness' to sector may become a more open topic for debate, in the context of the professional standards movement discussed in Section 3 below.

66. There is a further aspect to the question of teacher 'fit', and that relates to the capacity of individual teachers to function well in rural and remote schools. As discussed in more detail below, teaching is predominantly an urban profession in Australia, with a high proportion of recruits to teaching coming from urban backgrounds. A number of those interviewed as part of this study alluded to the difficulties and challenges encountered particularly by young, newly qualified teachers from urban backgrounds adapting to the social, cultural and lifestyle challenges of living in rural and isolated communities – particularly at a time when they are also new to the profession of teaching. While this is not a new problem in Australia, and, as discussed further below, several systems have policies to ease this cultural transition, it remains an underlying element in the challenge of staffing non-urban schools. While recruits to teaching themselves from rural and remote areas may be familiar with conditions of living in small communities, distance, isolation and moderate economic standards, and prove resilient in these situations, the urbanising trend in population movement overall in Australia holds out the prospect of a reducing pool of such recruits in years ahead.

2.5 Teacher mobility

2.5.1 An urbanised profession

67. One teacher in ten surveyed in the 1999 Australian College of Educators study had taught in an isolated area, the majority for less than five years (Dempster et al., 2000). Given the metropolitan dominance of Australian living, metropolitan and city settings generally shape the experience of teachers. The attractiveness of city life, including opportunities for professional

advancement, poses some difficulties in attracting teachers to rural and remote areas and retaining them there beyond the minimum required in those employment contracts where teaching outside the metropolis is obligatory. Teacher education, predominantly, has a cosmopolitan character: it is mostly carried out in large, metropolitan institutions and draws heavily on an international culture of intellectual endeavour, research and experience, even in the ordering of the practical component of training. There are notable exceptions, and some universities, Charles Sturt (NSW) and Curtin (WA) among them, have a strong rural/regional orientation (Faculty of Education, Charles Sturt University, 1997). Other institutions (University of Western Sydney, Victoria University of Technology, for example) identify a socio-economic cultural region as a primary target. Overall, however, the profession of teaching is itself heavily structured by language, structures, processes and values, which more readily attach to urban – and large city – life than rural and small, isolated settings.

68. This is not to say that Australian teachers see only the large cities as their 'natural' setting. As noted below, there are some who, whether for choice or of necessity, identify strongly with rural life. There are also parts of the country whose attractive physical locations (e.g. southeastern Queensland, northeastern New South Wales) have a greater drawing power than difficult big city environments. Allowing for these preferences, attracting teachers to rural and isolated schools and retaining them there is generally acknowledged to be a pressing issue, as also for many other professional groups (Commonwealth of Australia, 2000).

2.5.2 Who moves? Dimensions of mobility

69. Teacher mobility is highest among government sector teachers, and for females and younger teachers. Just over 50% of teachers in the 1999 ACE national survey had been at the same school (all sectors) for four years or less, with just 4% staying at the same school for 20 years or more (Dempster et al., 2000). Respondents to the MCEETYA 2002 survey of teachers had been employed on average seven years at their current school (for males 7.6 years, for females 6.7 years). Primary teachers were more mobile than secondary teachers (6.3 years as against 7.8 years at the current school) (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished).

Within a system

70. The ease and degree of mobility within systems depend on particular characteristics of the system in question. In the Queensland government sector, where teachers are centrally appointed, a condition of permanent employment is that a teacher may be required to work anywhere in the State to satisfy statewide staffing requirements. Three years is generally the minimum time for 'country service', following which teachers are eligible to apply for a transfer to a preferred location. Preferences for subsequent postings are generally given greater weight for those teachers who have spent time in a rural or remote posting. Nevertheless, under this system, rural and remote schools can experience higher levels of turnover, together with a lower profile of experienced teachers.

71. Queensland authorities have noted, over the past decade, an increasing tendency among teachers, as with other workers, to make lifestyle choices in their teaching posts – an apparent preference to teach on a casual basis in the place of their choice rather than to have a permanent posting elsewhere. The 2002 MCEETYA survey indicates that, of those teachers surveyed who changed school within the previous two years, 23.4% cited different lifestyle/change as the main reason. Other reasons cited were higher pay/promotion (20.0%), end of contract (13.1%), closer to home (12.6%) (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished). Transfer between the several Catholic diocesan systems in Queensland is not automatic, so that, once in post in a rural school, teachers may find considerable difficulty in moving, should they wish to do so. This is not

necessarily the case, however, within the Catholic sector elsewhere, Victoria for example. As Australian systems of education acquire more common characteristics and barriers to mobility are lowered, issues arising in within-system mobility will also become national issues. In a situation of undersupply, inducements to teachers in areas of scarcity to move to more attractive schools within a single system leads also to what the Australian Education Union declares is a form of interstate 'poaching' (Australian Education Union, 2002).

72. With devolution in the Victorian State sector, government schools now appoint their own staff, and teachers apply to the individual school. As teachers are system employees, however, no loss of entitlements occurs when transferring between schools. Whereas earlier procedures designed to achieve staffing equity across regionally isolated areas were based on centralised arrangements, new policy approaches are now being developed to assure the continued ability of rural and remote schools within the system to attract quality teachers.

73. In recent years, strong competition for students has been emerging between schools within the state sector. Over time, this competition can impact on staffing as less successful schools (in terms of enrolments) lose staff. Dezoning in New South Wales and Queensland has opened the way for government schools to become more selective, or quasi-selective, and to develop specialties. Such schools can become magnets for staff, as well as students.

74. Where student numbers are static overall within a system, and given the geography of demographic change, schools in some areas are faced with falling student numbers and therefore class or even school closure, while student numbers rise in other areas. However, schools with declining numbers, particularly in wealthier areas, have often been successful in mustering political support to remain open. Some commentators have drawn attention to the potential in this situation for denying resources (teaching staff included) to those areas where school enrolments are growing.

Box 1: Attracting teachers to remote areas and rural schools

The Queensland Remote Area Incentives Scheme seeks to encourage experienced, high-calibre teachers to move to teach in remote and rural schools and to remain in those schools beyond the minimum required service period (three years). It offers incentives including:

- compensation cash benefits (a maximum of AUD$5,000 per year plus an additional payment for declared dependants to offset the cost of travel to Brisbane or a nominated provincial coastal centre);
- incentive cash benefits (a maximum of AUD$5,000 per year to encourage teachers to remain in rural and remote locations after the designated service period);
- extended emergent leave provisions (a maximum of 8 days to cover leave to travel to major centres to conduct urgent personal business, including medical and dental appointments); and
- induction programmes for teachers newly appointed to the more remote locations.

The Kimberly Calling programme of the Catholic Education Office of Western Australia has been successful over several years in ensuring that its (almost exclusively primary) schools in Australia's most remote locations have been fully staffed. Success is attributed to rigorous selection to identify candidates with a strong sense of vocation who wish to become part of a remote community, and to strong induction and cultural awareness training. The teachers in this scheme tend to stay for a number of years. Financial incentives do exist, but are not the primary consideration. Indeed, undue emphasis on them contributes to a negative image of living in country areas.

Source: Queensland: Remote Area Incentives Schemes from www.qed.qld.gov.au/workdept/hr/recruit/remote_a.htm; W.A.: Communication from National Catholic Education Commission.

Between systems and interstate mobility

75. Anecdotal evidence suggests that movement between systems is most commonly within the same State/Territory and from the government to the non-government sector (where student enrolment growth is currently higher), although movement both ways occurs. Such movement has been made easier in recent years through national changes enabling the portability of superannuation and the removal or reduction of structural barriers affecting eligibility to teach. As noted above, there may be an emerging issue of competitive interstate bidding for staff. Recruitment campaigns do not restrict their targets to the system, State or Territory from which they are launched.

76. Of teachers in the 1999 Australian College of Education survey, nine out of ten teachers completed their initial training in Australia, mostly in the State/Territory in which they were teaching. Fewer than one in four teachers had been mobile interstate, although movement out of the Territories (ACT and Northern Territory) had been higher, possibly to do with limited local initial training opportunities in past years. Younger teachers were the most mobile group interstate (Dempster et al., 2001).

77. An important constraint on interstate mobility has been state-specific regulations relating, for example, to how teaching specialities are defined. The Australian Catholic University, which

operates teacher training programmes for six States/Territories has aimed to establish a level of consistency in its pre-service education courses, but has found it impossible to get uniformity because of the regulatory constraints in the different States/Territories. The establishment of State institutes of teaching, recent moves in existing regulatory bodies and current efforts to establish a national framework for professional standards are likely to result in greater national consistency, hence improved opportunities for inter-jurisdictional mobility.

Mobility overseas

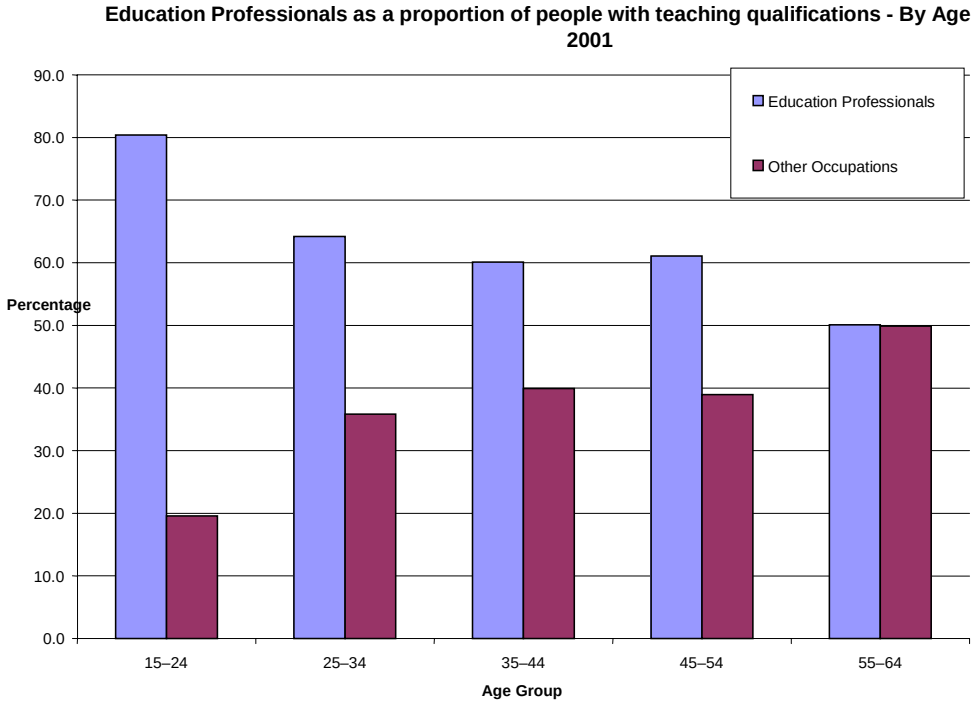
78. International recruitment drives for Australian trained teachers to work overseas have been a feature of several systems for many years, as discussed further below. Australian trained teachers tend to be highly regarded by employers in many overseas countries, including 'International Schools' with English language instruction. Australian systems have in the past been active in seeking recruits to teach here, but are not doing so now. In general, it appears that, at present, outflow more or less equals the numbers of teachers arriving from overseas, so mobility overseas is not regarded as a major issue in Australia with regard to teacher supply at an overall national level, although the outcomes for particular jurisdictions may vary.

Movement in and out of the teaching profession

79. The degree to which teachers move in and out of the profession is of considerable current interest, but data are not detailed, and a full picture has yet to emerge. The *Transition from Education to Work 2001* unpublished survey data showed 367,000 people whose highest qualification was a teaching qualification in May 2000. 68.2% of these (around 250,000) worked in the education industry, including school teachers, university and TAFE lecturers and tutors, and education officers. 31.8% (115,000) of qualified teachers were employed in other industries, in order of frequency: health and community services; property and business services; retail; personal and other services; and government administration and defence (ABS, 2001b).

80. Significant numbers of those with teaching qualifications are not working in the teaching profession, notably among the older age groups (Figure 7).

Figure 7: Education professionals as a proportion of people with teaching qualifications, by age, 2001



Source: ABS, 2001b as shown in MCEETYA/TQELT 2003a.
Note: Education Professionals (24) include school teachers, university and vocational education teachers, and miscellaneous educational professionals.

81. About one in five of the teachers in the 2002 MCEETYA survey had had careers before teaching. Of these, secondary teachers were more likely than primary teachers to have had a previous career (24.3% against 15%); males (28.0%) as against females (15.3%); and teachers in government schools (18.8%) against teachers in non-government schools (7.5%). There was little difference between metropolitan and non-metropolitan respondents with regard to an earlier career (MCEETYA/TQELT, 2003g).

82. Of particular significance for the teaching career, was the finding in the MCEETYA survey that the largest age cohort considering a career change before retirement were those teachers aged 25–34 (although how imminent the change might be was not probed). 36.5% of 25–34 year old teachers were considering a career change; 28.0% of teachers aged 35–44; and 22.6% of 45–54 year old teachers. Only 8.2% of teachers aged 21–24, and 4.7% of teachers aged 55+ were contemplating career change (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished).

83. One in three teachers has worked full time in other occupations, according to the 1999 Australian College of Education survey (Dempster et al., 2000), presumably not in all cases regarded as a pre-teaching career. Administrative and clerical positions, banking or finance, trades, chemist or scientists, nursing and hospitality were the most frequent first careers of the 23.6% of respondents for whom teaching is a second career in the 2002 MCEETYA survey (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished). As with movement between sectors, national level changes in superannuation arrangements have made movements in and out of teaching and other careers simpler and more attractive than in the past.

84. Both their training and experience equip teachers for different kinds of work, and make them good recruits for other occupations. Teachers have a variety of generic skills, e.g. management, organisational, interpersonal, communication and planning. Concepts such as multiskilling, lifetime career mobility and lifelong learning favour multiple career paths, whereas heavy public investment in pre-service teacher education and the need to staff schools adequately and consistently point toward policies favouring retention and career-long service in teaching.

85. Although the continuous lifetime teaching career remains the most common pattern overall among teachers, the teaching career, over a lifetime, appears to be discontinuous in a considerable number of cases, with movement out of and back into teaching not uncommon. The 1999 ACE teacher survey indicated that 18.7% of respondents had taken time out from teaching, and that these teachers had on average each spent time away from teaching 1.4 times, with the longest period absent being just under five years. Diverse activities were pursued during these breaks from teaching, the most common of which was home duties (30%). Just over a quarter of all respondents thought a change of profession before they retired from the workforce was likely (Dempster, 2000).

2.6 Teacher employment and related conditions

86. Despite recent tendencies in the economy leading to an increase in casualisation of many occupational areas and the growth of employment (including short-term) contracts, for most teachers the career can offer a permanent position, whether full- or part-time. Four out of five teachers are permanent full- or part-time staff, with little variation between sectors. Teachers aged 21 to 30 are the most likely to be employed on a contractual basis, with contracting more common in the non-government sector (Dempster et al., 2000).

2.6.1 Central and local aspects

87. In government schools, teachers are not only employed by the State or Territory in question, but also centrally appointed, with notable exceptions. As part of the devolution process to schools in the 1990s, Victoria now appears to be the only State where individual government schools (in the form of principals or selection panels) may make offers of employment to individuals, although individual schools and their principals are involved in appointments to differing degrees in other jurisdictions. Generally, appointment is either the responsibility of district offices or the State/Territory education department, with teachers either being assigned to specific posts (Queensland) or being able to specify preferred geographic regions (Western Australia). NSW has a statewide staffing system that uses a mix of strategies, including employment, transfer and targeted recruitment programmes, particularly in areas of shortage. Schools identify the nature of each vacant position and the staff system matched applicants to these positions.

88. Teacher appointments in the Australian Capital Territory government sector involve close collaboration between the government education department and school principals. In South Australia and Queensland there are roles for principals in teacher appointments as part of an evident, if as yet only partial, trend in Australia toward greater ‘localisation’ of decision-making.

89. Public employment is always by the State or Territory and in accordance with Industrial Awards, or Enterprise Bargaining Agreements. Conditions vary in detail but are broadly common throughout the country. Contracts are 1–3 years to ongoing in Victoria. In NSW, teachers may be casual (paid on an hourly or daily casual rate of pay), temporary (employed full time for four weeks or more or employed for 1–4 days per week for two terms or more) or permanent staff. All States and Territories employ casual relief staff as needed. In South Australia, contract teachers have recently been made permanent.

90. The Catholic diocesan systems employ their teachers, whereas the great majority of independent schools act as employers in their own right.

2.6.2 Remuneration, entitlements and classifications

91. Salaries in government schools commence at between AUD$35,000 and AUD$41,000 for graduate teachers. The average of AUD$36,000 compares well with starting salaries for graduates in other fields (Table 3).

Table 3: Average starting salaries for new Bachelor degree graduates aged <25 in their first full-time position, 2001

Dentistry	$46,450
Medicine	$45,000
Computer Science	$40,000
Teaching	**$36,000**
Law	$36,000
Social Work	$35,100
Veterinary Science	$34,000
Accounting	$33,532
Nursing	$32,000
Performing/Visual Arts	$30,000
Architecture	$26,000
Pharmacy	$25,000
AVERAGE	**$35,000**

Source: Graduate Careers Council of Australia: www.gradlink.edu.au.

92. At the top end of the basic classroom teacher scale salaries range from AUD$47,500 to AUD$58,000. A principal of a large government secondary school may earn in the range of AUD$95,000–100,000. Benefits include generous leave entitlements, superannuation, provision of, and encouragement for, professional development (variable). For the different States/Territories, teacher salaries in the non-government sector tend to be comparable to those in the government sector, although negotiated under separate agreements, including a number at the individual school level. In some independent schools, a loading of around 5% may be offered in recognition of additional teacher responsibilities, for example, for compulsory out-of-school-hours sporting, community service, musical, drama or curricular activities.

93. It is noteworthy that qualifications beyond initial teacher training are not generally recognised for advancement purposes within schools in Australia, a matter of considerable contention among those who provide and study for advanced academic awards. Experience and responsibilities within the system and demonstrated practical management count for more in appointments.

94. Most State/Territory teaching awards have around eleven increments to the top of the classroom teacher scale (the starting point for four- and five-year trained teachers varies). A teacher who enters the profession at age 22, gaining the increments annually, would reach the top of the classification by the early thirties at the latest, at which point any further salary increases would be dependent on negotiations under new Enterprise Bargaining Agreements. Most four-year trained teachers begin their teaching at increments above the first, and an honours graduate or a graduate with a double degree may take only seven years to reach the top of the scale. The highly competitive 'promotions classification' positions within schools (e.g. Experienced Teacher with Responsibility, Leading Teacher in Victoria; Level 2 Executive Teacher in the ACT), and Deputy Principal and Principal positions are dependent on teachers undertaking additional responsibilities in management or policy-related functions within the school, along with a reduction in class contact hours (MCEETYA/TQELT, 2003a).

95. The Australian Senate Employment, Education and Training Reference Committee Inquiry into the Status of the Teaching Profession, reporting in 1998 argued that teachers suffer disadvantages relative to other professionals with similar qualifications, not so much in relation to their starting salaries, but due to their compressed salary scale. While teachers reach the top of their salary scale after some nine years of teaching, other professions have both more extended salary scales and more opportunity for promotion 'at the coal face' (Australian Senate, 1998). Averaged out for all teachers, as indicated in 2.2 above, teaching salaries are lower relative to salaries for other professions, especially for men (female average teaching salaries are 2% less than for other female non-managerial professionals; 10% in the case of males).

2.7 Staff–student ratios

96. Staff–student ratios by level of schooling and education sector are shown in Table 4. The most recent national statistics demonstrate a falling staff–student ratio. In 2002, the ratio at the primary level was 16.9, down from 17.9 in 1997, and the ratio at the secondary level was 12.5, down from 12.8 in 1997 (ABS, 2003). Ratios overall are lower at the secondary than primary level and in the independent sector. Teacher unions continue to press for reductions in the staff–student ratio, both on the grounds that this is an 'historical trend' – i.e. part of a progressive industrial environment, and in the belief that continually reduced class sizes will have a significant impact on teacher effectiveness and student learning. Recently there has been a move to lower staff–student ratios for the early childhood years, with more specialist staff, in the form of literacy support staff for example.

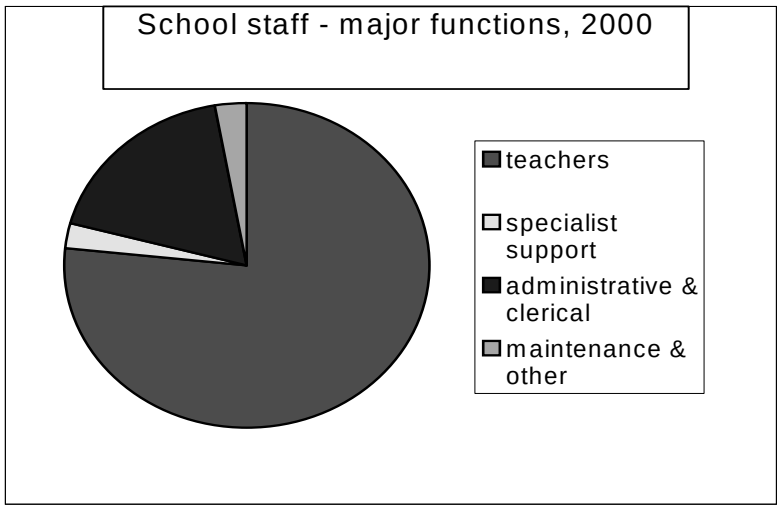
Table 4: Staff–student ratios, by Sector and Level, 2000

	Government	Catholic	Independent
Primary	17.1	19.1	15.6
Secondary	12.3	13.4	11.4
Total	14.9	16.1	13

Note: Based on the number of full-time students by the number of full-time equivalent teaching staff. These ratios are not a measure of class size.
Source: Data from ABS, 2001c.

97. While additional teachers have been recruited in some StatesTerritories in recent years, there is now, as well, a trend toward the mobilisation of a range of para-professional and teaching support personnel. Figure 8 shows that in 2000, teachers comprised 76.6% of school staff, with 2.5% specialist support staff, 18% administrative and clerical staff (including teacher aides) and 2.8% maintenance and other staff. Little variation existed across sector or level.

Figure 8: School Staff by Major Function, 2000



Source: Data from ABS, 2001c.

98.Devolution of responsibility, where it is occurring, to school principals for staff appointments and finance is resulting in a range of variations or trade-offs on the themes of school funded professional development, diverse forms of support and higher proportions of (lower cost) casual or short-term appointments. In most jurisdictions, forms of support such as closer liaison between schools, social and community workers, with more team work and smaller classes, are seen as ways to address the important challenges of student learning difficulties and behavioural problems. Various possibilities arise in more devolved and less regulated environments, which mean that principals, while working to industrial agreements, employer guidelines and enterprise agreements, can allocate resources and take staffing decisions with more flexibility than in the past.

2.8 Teacher membership of unions and professional organisations

99. Teaching has one of the highest membership levels of unions within Australia. According to union officials, membership of the Australian Education Union (AEU) or its associated bodies in each State and Territory among teachers in government schools and Technical and Further Education (TAFE) colleges averages in excess of 90% (156,000 members). This percentage figure does not include the increasing number of casual staff or those on short contracts, although some may be union members. The AEU is currently the fourth largest union affiliated to the Australian Council of Trade Unions (ACTU), and both the current and immediate past presidents of the ACTU are former presidents of the AEU. The AEU plays an active role in national education policy. Figures supplied by union officials of the Independent Education Union, which represents teachers in the Catholic and independent sectors, indicate substantial membership – 55,000 members. In NSW some 85% of teachers in Catholic schools, and 60–70% of independent school teachers are members, although the figures are rather lower for other States/Territories, such as Victoria, where employment patterns are less centralised and different traditions exist.

100. With the exception of the Australian College of Educators, professional organisations fall into three broad groupings: curriculum area (e.g. subject associations); level (e.g. primary, middle school); and role (e.g. principals' associations). While individual teachers typically become members of State- or Territory-based organisations, these commonly have national affiliations, such as the Australian Association for the Teaching of English, the Australian Science Teachers' Association, the National Affiliation of Arts Educators, the Australian Association of Mathematics Teachers and the Australian Primary Principals' Association. The scale of national membership of professional organisations is difficult to establish, as the national bodies do not, in general, have individual memberships. Suffice to say that these associations play a prominent part in teacher development, and are active in national policy debates (e.g. *Standards for Excellence in Teaching Mathematics in Australian Schools* (Australian Association of Mathematics Teachers, 2002)); *Professional (Development for English Teachers* (Australian Association for the Teaching of English, 2001).

2.9 Trends in teacher supply and demand

2.9.1 Forecasting difficulties

101. Supply of teachers is affected by many factors in the wider environment and subject to considerable variation in a relatively short space of time. Major factors affecting supply and demand are constantly under review but even so there are divergent views about their impact. During the decade of the 1990s there were several turns, from under- to over-supply, with rival forecasts from the employers, on the one hand, and the education deans and teachers' unions, on the other. Student demand for places in tertiary institutions has fluctuated and the universities have not always been able to adjust rapidly or comfortably in the face of these fluctuations, due to constraints on resources and employment policies and conditions in place for academic staff.

102. In 2002, applications to university admission centres for undergraduate education courses were 22,575, down from a peak in 1993 of 25,816, but up from a low of 17,783 in 1997. Offers of university places to eligible applicants for undergraduate education courses have fluctuated around the 15,000 mark over the past decade, meaning that there has been considerable variation in the proportion of eligible applicants receiving offers (82% in 1997; 66% in 2002) (Australian Vice Chancellors' Committee, 2003). With a lower proportion of applicants being offered places, minimum entry scores for courses tend to rise, and anecdotally this has been reported to have

happened in the last couple of years at several universities. There is no uniformity, nationally, however, as entry scores are set for individual programmes at an individual institutional level.

2.9.2 Supply issues

103. There is a 'supply chain' in the teacher labour market by which is meant that there can be a very substantial gap in numbers between those who apply for and are accepted into an undergraduate teaching programme and those eventually employed to teach, as indicated in Box 2. Although indicative, this analysis of the supply chain does not fully represent all the entry points to teaching as discussed below (Section 3.2 – formal requirements and pathways).

Box 2: The teacher supply chain, Victoria

When consideration was given to the proportion who successfully complete the programme they enter (estimated on the basis of previous studies at about 75%) the proportion of graduates who are available for full-time employment (also about 75%) and the proportion of those available for full-time employment who are employed in schools (about 65% plus about 8% employed in other teaching positions), only about 15% of the original applicants eventually became teachers. In summary (based on the 1999–2001 figures) for every 100 applicants, 56 received an offer, 41 enrolled, 31 would be expected to graduate, 23 would be available for full-time employment, and 15 would be employed as teachers in schools.

Source: Allen, 2002, p. 4.

104. It is not evident that earlier cycles of under- and over-supply will be or can be readily avoided in the future, not only because of forecasting difficulties, but because policy levers are not always sufficient. A major consideration is the ability of universities to provide all the places that may be needed, even if student demand is maintained on its present, and quite recent, buoyant trajectory. While numbers of teacher education places are not the only consideration for adequate supply, they have been of concern, particularly to the Deans of Education in their submissions to government inquiries.

105. There is also the difficulty of supply in specific areas including science, mathematics, technology and languages other than English, as discussed below. Two related issues have been raised in submissions to the Commonwealth Review of Teaching and Teacher Education. The first is the declining school student interest in science since the early 1990s, particularly in the study of physics, chemistry and biology subjects at year 12 level. The second is the view that the greater Higher Education Contribution Scheme (HECS) fees that apply to science, technology and mathematics units are a disincentive to a career in teaching in these areas given the reductions to these teacher starting salaries when HECS debts are taken into account (Committee for the Review of Teaching and Teacher Education, 2003).

106. Despite these uncertainties about over- and under-supply, a striking feature in both the government and non-government sectors across the country are strategies to promote teaching as a career and assist teacher recruitment. Strategies in the government school sector (see Box 3) range from public promotions campaigns to financial incentives to targeting specific shortage areas and reviewing induction and probation procedures.

Box 3: Strategies in the government school sector to promote teaching as a career and assist teacher recruitment – examples

Promotion of teaching as a career

State and Territory websites to promote teaching and provide central reference point for materials on the teaching profession.

Financial incentives

Scholarships to final year Education students are a common strategy employed by most States and Territories. Terms and conditions vary, but most provide for guaranteed employment for two years following graduation, often in areas of greatest need.

Initiatives for increasing the number of teachers in the particular subject areas

WA is currently developing a scheme to pay university fees of science graduates entering teaching; NT offers student bursaries for priority subject areas such as special education, ICT, science and mathematics; NSW offers retraining programmes for accredited teachers for targeted specialties.

Measures for attracting teachers to remote and rural areas

Range of initiatives and incentive schemes (see also Boxes 1, 4).

Stakeholder liaison

Working relationships between State and Territory authorities and range of organisations including universities, in response to teacher supply and demand issues, for example facilitating the transition process for pre-service teachers into the profession; resolving issues around practicum placements; providing career counsellors for graduates.

Strategic planning

As part of recruitment and retention strategies, State and Territory authorities have: revised recruitment processes; revised or created induction programmes; and reviewed the policy and procedures for probation assessment of teachers.

Source: Drawn from MCEETYA/TQELT, 2003, preliminary analysis, unpublished.

2.9.3 Anticipated increases in demand

107. With an ageing overall population in Australia, the proportion of those of school age is set to fall. ABS projections, however, envisage that the number of school students will remain relatively stable over the next 30 years (ABS, 1998). Given a continuation of current staff–student ratios, there will be a continuing demand for a teaching workforce of the current overall size. Precise forecasting is not possible, but overall demand for teachers is likely to increase over time. Factors such as employer pressure on governments to increase current levels of immigration, and higher participation rates in upper secondary schools, could well increase the size of the student cohorts. Since historically there has been a steady decrease in staff–student ratios, this demand could further increase. Given the age profile of the current teaching force, with disproportionate

numbers overall in the older age groups, as discussed above, a replacement bulge in demand is anticipated over the next decade.

2.9.4 Features of the current labour market

108. The most recent report into the state of the teacher labour market shows an overall growth of some 11% during the 1990s, greatest in the primary sector. Almost 80% of teachers were employed on a full-time permanent basis in 1999, 10% on a permanent part-time basis, and 11% on a fixed-term contract (MCEETYA, 2001a). From a period of teacher surplus early in the1990s, the late 1990s showed the labour market broadly in balance, but with recruitment difficulties in a number of disciplines and in rural and remote areas. Secondary mathematics, science and information technology teaching vacancies have proved difficult to fill in all States and Territories; likewise, in some States and Territories, languages other than English and industrial arts/technology. Mention has already been made of recruiting teachers for schools outside metropolitan and larger urban centres, particularly in more isolated areas. As noted above, initiatives aimed at attracting more well qualified young people into teaching through financial and other incentives have been launched, generally including an element of targeting specialisations in short supply, and attracting teachers to country locations. In the area of greatest scarcity these have had limited success, although some universities are now reporting significant enrolment increases, for example in mathematics. Several universities report both good levels of demand and higher entry scores (points gained at the end-of-school examination or equivalent) by applicants.

109. Attracting people to the profession is not believed to be the problem it was five years ago, due to active intervention by jurisdictions. Some universities are reporting strong demand for teaching courses, but whether a recent increase in interest in mathematics, science and technology teachers translates into a real contribution to overcoming teacher shortages depends on the 'supply chain' referred to above.

110. Each year some four to five per cent of the teaching workforce comprises recent graduates from initial training; net migration accounts for a further 0.5%. Some States/Territories have a system of employment lists (totaling over 33,000); in addition a pool of relief and casual teachers numbers some 30,000 to 40,000. Reliable information is not available on how many teachers outside the profession could be available for teaching. It has been estimated that the hypothetical 'pool' is large enough to meet demand, but in practice many who are qualified to teach are in other occupations or unavailable for personal or family reasons (MCEETYA, 2001a).

111. In 1999, 45% of teachers moving into permanent and contract positions of longer than one term in government schools were new graduates, with the balance coming from the other sources indicated. The rate of graduations is seen to be adequate to meet the needs for new teachers at the national level into 2003; in some subject areas and in certain geographic locations suitably qualified teachers are not always in the posts where they are needed (MCEETYA, 2001a).

112. The 1999 ACE survey of teachers indicated that substantial numbers of teachers (irrespective of age) intended to leave teaching within the subsequent three years (see Table 5). As we have seen the transition data indicate some 30% of those with teaching qualifications worked outside the education profession in 2000, and a significant minority of teachers have had a discontinuous career. In its submission to the Review of Teaching and Teacher Education, the Australian Education Union cited NSW-based research showing that the average age of teachers leaving the profession prior to conventional retirement is 29 (Review of Teaching and Teacher Education, 2002, Submission No. 49). Teaching is becoming to some extent a career of 'movement in and out' – and 'out' may be permanent. There is need for further more detailed study of

movement in and out of teaching, particularly by teachers in the younger age cohorts. This phenomenon raises a number of questions about initial education, continuing professional development and the first years of teaching. The concept of 'a career in teaching' needs to be matched by one of 'teaching as part of a lifelong career or vocation'. Issues arising are considered in Sections 3 and 4 below.

Table 5: Intentions of teachers envisaging career change within subsequent 3 years (from 1999)

Career intentions over subsequent three years (from 1999)	% respondents
Apply for promotion	25.3
Apply for transfer	23.4
Apply for appointment to other duties	16.8
Seek employment outside education sector	12.7
Leave employment (e.g. for home duties, travel, study)	13.3
Retire	7.0

Note: Because of the possibility of multiple answers, percentages do not total to 100.
Source: Based on Dempster et al., 2000.

113. With regard to areas of specific shortage, it is also reported that many teachers are teaching outside their fields of subject specialisation. A recent sample study by the Australian Secondary Principals' Association showed that some 67% of Australian schools in the sample had difficulty in getting trained mathematics teachers in front of classes, and that 56% of sample schools (and 92% of remote sample schools) indicated they anticipated some loss of curriculum offerings due to teacher shortage during 2003 (Review of Teaching and Teacher Education, 2002, Submission No. 138). On the other hand, preliminary results from the unpublished 2002 MCEETYA survey showed that on average, only 62.5% of secondary teachers who had specialised in a subject taught it as their first main subject. A substantial number of surveyed teachers were not teaching as either their first or second main subject the subject they were first highest qualified in. Around 17% of teachers whose first main qualification was Studies of Society or the Environment, Visual and Performing Arts, or English were teaching outside their qualification. Some 11.8% of respondents whose first or second highest qualification was in mathematics, were not teaching mathematics as either their first or second subject, a surprising finding given the perceived shortage of mathematics teachers. These findings need to be seen in the context of the nature of the teaching career overall (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished).

114. It is a feature of schooling that many teachers are not teaching either the first or second subjects in which they qualified as trainees. Various considerations are important: teachers needing to fit into the requirements of the school in which they find themselves (geographic location of school and teaching expertise of other staff); changing curriculum patterns over the years; teachers seeking to return to city locations agreeing to teach whatever is required; for older teachers, their knowledge of subject specialties (e.g. mathematics) may be dated.

115. The way in which teaching specialties are designated varies between jurisdictions, as do recognition or formal requirement procedures for teaching those specialties. This is a problem limiting mobility, which could be addressed through a single registration process. It is a question as to whether registration can or should be 'to teach' regardless of level, area of specialisation, or whether to continue teaching particular specialisations throughout the whole of a career. It is likely that such concerns will come increasingly to the fore as the professional standards movement progresses.

116. Four themes recur in discussions about teacher supply over the coming decade:

- student enrolments (anticipated to grow at a rate slower than in the 1990s, and with a greater proportion in the secondary school);
- anticipated increase in retirements, given the ageing of the teacher workforce (expected to rise significantly in the early 2000s, and accelerate towards 2010);
- continuing difficulty in recruiting teachers in certain specialties, such as mathematics and science (some evidence suggests the supply could fall during the next decade indicating the need for highly targeted policies);
- adequacy of procedures for appointments to schools in rural and remote areas.

2.9.5 A note on principals

117. Labour market issues are not of course confined to classroom teachers. Educational leadership is of major concern in both quantitative and qualitative terms. Increasing difficulties in attracting educational leaders to principal positions are attributed to the complexity of demands and the onerous responsibilities associated with these positions (Australian College of Educators, 2002). Community expectations are elevated and monitoring, reporting and accountability demands have increased. There is also within the principals' organisations a great deal of activity premised on growing pressures on the role of principal. At present a steering committee, representing all four of the major national principals' associations (primary and middle (intersectoral), government secondary, independent secondary, Catholic secondary), is exploring the possibility of establishing a national principals' institute.

2.10 Career frame: responsibilities within the school

118. As outlined in Section 2.6.2 above, Australian teaching services have a structure whereby teachers progress up a levelled pay scale through two to four stages, ranging from beginning teacher to experienced teacher, to experienced teacher with responsibility, or leading teacher, or head teacher, or learning area or other specialised co-ordinator, and so forth. Teachers may then apply for assistant principal, deputy principal, principal and regional/district office positions. In this pyramidal structure, promotional positions are significantly fewer than classroom teaching positions. Most teachers will remain within the confines of a career/salary frame which is much more level than in many other professions.

119. Beginning teachers are responsible for basic classroom planning, teaching and assessing in line with State/Territory curriculum documents and guidance on practice. Understanding the academic, social and emotional requirements of individual students, providing a safe learning environment and other requirements are either stipulated or advised in school and system-wide documents on teacher conditions and professional roles and responsibilities. Teachers, as they move up the scale, are expected to have deeper levels of knowledge of these areas, demonstrate more sophisticated and effective teaching, take on responsibility for co-curricular aspects of the school,

aid colleagues etc. By 'leading teacher' stage, they are demonstrating exemplary teaching, educational leadership, the ability to initiate and manage change and discuss high-level educational issues with colleagues and others. The roles teachers perform do not always correspond with the idea of a progression in knowledge, competence and insight. One of the objects of the current moves to define professional standards is to better articulate a career development model. Another is to impact on the quality of experience and the capability of teachers in schools.

120. As indicated earlier, concern has been voiced by a number of administrators about the lack of an extended career structure within teaching, despite steps taken in some States and Territories during the 1990s to introduce advanced teaching positions. As outlined earlier, while teachers' starting salaries are seen to be competitive with those of other professions, the scope for salary increase remains relatively limited, unless teachers move into administrative and leadership positions outside the classroom.

121. The school–teacher leadership movement perhaps offers potential for greater articulation of roles and responsibilities within a relatively flat career structure. Leadership, often equated with dynamic, creative management by those in management positions (principal, deputy principal, head of subject/faculty) is now seen also as a quality of effective teaching and a shared or collegial responsibility. 'Leaders' take responsibility over and above formal requirements, show initiative, assume roles in the community, assist colleagues, set professional standards and so on. As yet, there is relatively little scope for recognising and rewarding 'leadership' thus defined. However, while it does not constitute a formal basis for a career structure, evidence of leadership potential does influence appointment decisions and, as we have seen, leadership is attracting a great deal of interest in principals' circles.

2.11 Changes affecting teachers' work

122. Schools are generally more open to parents, the community and the media than in the past, so education and teaching are more visible. Their elevation in the scale of public priorities also means greater transparency and accountability in line with heightened expectations. Changes in the regulatory environment, legal requirements, monitoring and reporting regimes all affect the work of teachers outside the classroom and are widely regarded within the profession as adding to an already heavy load.

123. Changes occurring in or affecting the nature of teachers' work include:

- The need for teachers to adopt and adapt to newly introduced forms of assessment with concurrent increased accountability to governments and to parents (outcomes, broad-based testing, e.g. the Assessment Improvement Monitor test in Years 3, 5 and 7 in Victoria);
- The nature of increased curriculum standardisation (framework documents) in some jurisdictions;
- The need to adapt to the integration (mainstreaming) of students with various disabilities, and increasingly to devise suitable learning programmes for each individual student;
- Increased administrative responsibility being given to schools, especially in Victoria with programmes like the Schools of the Future and Self Managing Schools;
- Increasing requirements for ICT skills in both administration and teaching;
- The drive for enhanced professionalism, Registration Boards and Institutes of Teaching, generic and subject-specific teaching competencies, the professional standards movement;

- Growing concern over students experiencing learning difficulties and exhibiting behavioural problems; and
- Welfare functions performed or aided by schools.

124. These are among crucial changes within the education environment and they have been extensively documented. Other changes including wider social, cultural, economic and political trends are frequently cited as sources of increased pressures on teachers (increased demands on their work, and higher parental and employer expectations of outcomes). Changes are thus essentially of two kinds: firstly changes more or less directly affecting the basic conditions of schooling, teaching and learning, such as those already cited. Secondly, there are also those changes in the environment or culture which affect community perceptions and expectations of education. These include the drive for increased international competitiveness, higher levels of human competence and labour market capability, and a general policy preoccupation with results, outcomes and quality of performance. In common with many other countries, Australian education is constantly challenged to update, innovate, evaluate and improve. Teachers and teaching are judged against these expectations and operate in an environment where change and changeability have become the norm.

3. THE TEACHING CAREER

3.1 Attraction to teaching. Why people choose a career in teaching

125. As noted above (Section 2.9), whilemany are called to teaching, relatively few take up the call, due to the attrition between the time of application to a teacher education programme and eventual employment as a teacher. Personal and environmental factors explaining this attrition form a fruitful field of inquiry, not least because of the high individual and social costs that accrue.

126. The perceived attractiveness to students of a teaching career is conditioned by their family background, their personal experience of teachers during their schooling years and their undergraduate studies. Personal values and a sense of vocation are dominant. The key motivations for becoming a teacher, according to 2002 MCEETYA survey respondents were: enjoy working with children 30.7%, desire to teach 22.0%, recruitment campaign/positive impact of role model 11.5%, employment conditions 8.6%, to make a difference 8.3% (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished).

127. Conditions under which teachers work, their morale, the image of the role of teachers and of the profession of teaching that they convey to their students in the daily life of the school or university/college distinguish career motives for teaching from practically every other professional domain. There is a level of familiarity and a kind of students' folk understanding which underpins the more formal, commonly available guidance procedures through which students learn about career choice.

128. As society has become more complex, a wider array of career choices is available, for example, a traditional route for successful school students from country areas was into teaching, commonly through a move to a city college or university. The proportion of the population living in rural areas has declined, and teaching no longer holds the high place among career options available (an option, moreover, which in the past attracted substantial financial subsidies). System authorities, mindful of these changes, are now emphasising the need for teachers themselves to present strong, positive images of the profession and to foster an interest in teaching among their own students.

129. This conditioning notwithstanding, there is research evidence that some beginning teachers do not have an accurate view about what teaching is like, and nor does the community. Although

everyone has some familiarity, more than is the case for other professions, this is of an external kind. Beginning teachers commonly point to the shock they experience in discovering the reality of the teacher's role.

130. The message from some practising teachers in schools to new teachers can be negative (for example comments like 'don't be a teacher', 'why do you want to teach?'). Negativity in the image of teaching is a deterrent which needs to be counteracted. Many teachers are reported to be dissatisfied with the status of teaching, also with the anti-professionalising aspects of the teacher's role and erosion of autonomy of the teacher. Such negativity is communicated to their colleagues, to students, to trainee teachers and to those in their early years of teaching.

131. There is an emerging strategy to attract highly qualified students to tertiary programmes preparatory to a teaching career. The need, declared in many of the submissions to the current Review of Teaching and Teacher Education, is for more positive marketing of teaching and of schools generally. Professional advertising and recruiting campaigns have been mounted, for example by the state education departments in New South Wales, Victoria and Queensland, and the Queensland Teachers' Union. Concerns have been expressed at frequent adverse media reporting and public comment on such problems as anti-social behaviour, drugs, school violence, availability of facilities and resources, and schools with poor levels of student performance and achievement. More positive accounts of the benefits of education and the attractions of teaching are being advocated as a counterbalance to negative publicity.

132. Most recently, and in specific subject areas and for specific roles, more targeted approaches have been advocated. A number of studies pinpoint what teachers themselves regard as the attractions of the profession, what motivates them to choose the career of teaching and to remain in or return to teaching. Educational values and human concerns often are among the highlights.

133. Initial salaries, which have been raised to make them more competitive with other professions, continuing employment and lengthy holidays are often cited as major attractions of a teaching career. Teachers themselves, however, identify the pleasure of working with children and enhancing their development, interest in curriculum subject content, the processes of teaching and learning and the contribution of education to society as their more fundamental motives (MCEETYA/TQELT, 2003g). The teaching career still depends heavily on personal values or commitments. Not surprisingly, then, a personally and professionally fulfilling experience of teaching, especially during the induction phase and first few years, is frequently cited as critical in determining the longer term attractiveness of the teaching career.

134. At a time when the actual or potential shortages of teachers in specific areas has contributed to the current Commonwealth Review of Teaching and Teacher Education, system authorities are giving close attention to issues surrounding attractiveness, including analysis of factors that dissuade people from seeking teaching employment. In submissions to the Review, the Queensland Education Department and the Queensland Board of Teacher Registration have acknowledged that there is a 'vexed issue of status and perception of the role' of teachers. Attracting people to teaching requires a greater variety of pathways to attract qualified people, more flexibility in work practices and a more positive image, both within the profession itself and in the public arena. The discourse about teaching is changing, from more conventional and restricted notions of classroom instruction to 'teachers as experts in learning as a process: teachers as enablers of highly effective thinking; teachers as change agents; teachers as those who shape society' (Board of Teacher Registration, Queensland, 2002a, p. 3). Conditions in schools and classrooms are identified as either attracting or repelling, as is the organisational climate of schools. These may be summarised as: factors that are perceived to enhance professional esteem; social regard; and a high quality working environment.

135. While conditions, factors and procedures to increase the attractiveness of teaching are widely acknowledged, there is some concern about the lack of broad, targeted strategies in a period when there is intense competition for highly skilled personnel and in an environment where image building and marketing profoundly influence people's choices and decisions. There are indications, however, that significant efforts are being made to promote teaching as a personally fulfilling career of value to individuals and society, in the context of national goals and strategic development policies.

136. To address fields where recruiting is difficult and in an endeavour to present teaching in a positive light, government reports and policy documents, whether State/Territory or Federal, are underlining the importance of schooling for social, cultural and economic development. Several States/Territories are investing heavily in teaching, both in quantity (teacher supply) and in quality (professional development). In Victoria, the government has adopted an expansionist policy: funding new teaching posts to improve staff–student ratios, reconstituting the State's Teacher Supply and Demand Reference Group and establishing an Institute of Teaching to regulate entry, raise status and support professional standards and professional development. At the Federal level, the government, in its policy document, *Backing Australia's Ability*, has enunciated an intent: 'to ensure that talented people are attracted to teaching as a career' (Commonwealth of Australia, 2001, p. 23). The Review of Teaching and Teacher Education has been established with this as one of its targets, particularly in the fields of science, mathematics and technology. The large-scale investment by the Federal government in teacher quality, through its Quality Teacher Programme (QTP), has as the main aims the updating and enhancement of teachers' skill and knowledge and improving the status of teaching. Projects across Australia are presenting teaching as a high level, strategically important knowledge profession, thereby contributing to the image, as well as the perceived relevance, of the profession to national life. Teaching is being aligned with larger policies and strategies for overall growth and development of the country.

137. In October 2002, the Commonwealth Minister for Education, Science and Training announced funding of a study which will report on effective strategies for attracting, training and retaining entrants from other professions to teaching (Nelson, 2002).

138. Attractiveness is also a matter of pathways, barriers and incentives. Routes or pathways into teaching including mature-age entry, part-time and distance education, and recognition of prior learning have increased. Barriers that have been identified include costs of study (a disincentive for lower socio-economic groups and for some mature-age people), insufficient flexibility in study requirements and certification and community stereotypes of teaching and teachers.

139. Faced with the relative unattractiveness of teaching in rural and remote areas (see Section 2.5.1 above, 'An urbanised profession'), some universities have worked very hard to present a strong, positive image of regional and rural life. Linking teaching to various projects and strategies for social, cultural and economic development in regional Australia, and presenting a teaching career in this forward looking way, helps to counter one of the stereotypes that teaching 'in the bush' is to be avoided or escaped from at the first opportunity (Committee for the Review of Teaching and Teacher Education, 2002b, Submission No. 32). The New South Wales Department of Education, for example, has developed a programme whereby universities familiarise trainee teachers with rural life (Box 4).

Box 4: Beyond the line

The New South Wales Department of Education has developed the 'Beyond the (Great Dividing) Line' initiative to promote rural teaching opportunities to pre-service teacher education students.

Students in the second, third and fourth years of their teacher education programme visit rural districts to gain first-hand knowledge of what it is like to live and work as a teacher in rural NSW. Students become guests of the schools.

Each visit lasts approximately three days. The first-hand knowledge gives greater insight into country living and helps to promote the advantages of living in country towns and teaching in country schools.

Approximately 400 students from eight universities participated in the programme in 2002.

Nineteen participants in the 2001 programme who completed their teacher training in 2001 accepted permanent appointments in 2002 to 'Beyond the Line' schools and others are undertaking casual teaching.

Note: The 'Line' refers to an imaginary line along the Great Dividing Range, dividing the more populous, better watered coastal region of New South Wales from the inland, less populated parts of the state which become increasingly arid the further west one travels.
Source: Committee for the Review of Teaching and Teacher Education, 2002, Submission No. 141, New South Wales Department of Education.

140. Critical in the attractiveness of teaching, for the National Catholic Education Commission, is an emphasis on teachers 'as leaders, as highly skilled professionals with a vocational commitment to supporting the learning of others and as change agents who can shape the future of society' (Committee for the Review of Teaching and Teacher Education, 2002b, Submission No. 107). This is the theme of a 'changed image for the profession', but this image is diminished if students at school, their parents and the wider community, and trainee teachers see teaching as exhausting, disconnected from the main currents of modern life and uncompetitive in terms of salary, conditions and career progression. The image presented must confront community perceptions of the status and conditions of teaching.

141. Catholic education documents, in emphasising teaching as a caring profession, the ideals and values of the good teacher, and the spiritual dimension of education, deliberately invoke the idea of a vocation, but not in doctrinal terms (Australian Catholic University, 2002). The aim is not just to 'attract' but to draw in people who have more than sound academic credentials and an aptitude for pedagogical competence. This point is taken up with reference to both government and non-government schools below.

142. As discussed in Section 2 above, in recent years all systems and sectors have reported some degree of difficulty in recruiting and in retaining highly qualified people. As we have seen, the replacement of an ageing teaching force is one aspect; another is reported shortage in particular areas. The assessment of MCEETYA in 2000 indicated that there are shortages in specialist and geographic areas and that retirements as a proportion of the teaching workforce will rise in the current decade which will increase the pressure on the teacher labour in the second half of the decade (MCEETYA, 2001a). Thereafter, the demand–supply equation changed (MCEETYA/TQELT, 2003e, preliminary analysis, unpublished). While in the early 1990s there was an overall surplus, now the teacher labour market is broadly in balance. Teacher education faculties are reporting a recent surge of well qualified applicants, but, due to constraints on

university profiles and funding as well as institution-wide choices within the broader pattern of higher education development, they may not be able to provide sufficient teacher training places to meet demand. So, even when 'attractiveness' appears to be strong, there are constraints and barriers to capitalising on student preferences for a teaching career. A more encompassing issue is the attractiveness of teaching itself when so many forces and trends in society present alternatives and opportunities to well qualified people. Because teaching qualifications fit teachers for other positions – aspects of the training are generic and general, readily applied to working within other fields of employment – students may be attracted to pre-service education for teaching but not in order to become teachers or to remain long in the profession.

143. Despite the relatively recent increase in the number of well qualified people applying to universities, attracting talented, highly motivated people to teaching and retaining them is, for good reason, a major theme of current policy discussions in Australia, and will be a major topic in the 2003 report of the Commonwealth Review of Teaching and Teacher Education.

3.2 Pre-service teacher education and eligibility to teach

Box 5: The Challenge for Teacher Education

'The challenge for teacher education is to foster commitment to school teaching and to prepare trainees for the reality of classroom practice, but at the same time to provide them with a broad general education, including the capacity to be critical and self-critical, and a familiarity with diverse viewpoints and experiences.'

Source: Anderson, 1987, p. 63.

144. The statement by Anderson, from the 1980s, overlaid with a plethora of courses and constructs, embellished and elaborated through the cultural apparatus of the contemporary university education faculty, still serves to signal the main direction of the initial or pre-service education of Australian teachers. Yet survey findings suggest that the direction is either not clearly understood and accepted by student teachers or that its realisation in institutional practice is less than adequate. In a 1996 survey, 'only 38% of respondents thought that their training "adequately prepared" them for teaching' (Dinham and Scott, 1996, reported in Dinham and Scott, 2000, p. 21). While this was not a national survey but a survey of 900 teachers and school executives in Western Sydney, it echoes concerns that have been voiced in different quarters over the quality and relevance of initial, pre-service education. Respondents to the 2002 MCEETYA survey were in the main positive, although not excessively so, about the quality of their initial training (on a scale of 1 to 5, 33.1% selected 3; 27.6% selected 4; and 9.5% selected 5) (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished). It is, however, necessary to see this stage not as a complete preparation for teaching but as a part, necessarily to be followed by well planned induction programmes of high quality and an effective support structure for beginning teachers. By common consent, these post-initial phases have yet to fulfil the expectations of them which arose from a wave of research and action programmes in several countries in the 1960s and 1970s (OECD, 1974a, b; OECD/CERI, 1978).

Toward a more unitary approach

145. Until the late 1980s initial teacher education in Australia was characterised by major divisions. Prior to the creation of the unified national system of higher education, two-, then three-year programmes of preparation for teaching, mainly in primary schools, were undertaken in Colleges of Advanced Education/Institutes of Technology, many of which had evolved from

specialist teacher training colleges, initially for primary, but later also for secondary teachers. A no less traditional system for training secondary school teachers had operated since early in the twentieth century through a three- or four-year university degree followed by a one-year post-graduate diploma or certificate. In 1973, funding responsibility for teacher education shifted from States and Territories to the Commonwealth, but the so-called 'binary system' persisted for a number of years.

146. There were variations of this dichotomous approach and, over time, the college sector also prepared a broad spectrum of courses for future secondary teachers, while some universities had programmes for future primary teachers. During the1990s, two major changes occurred. First, as a consequence of the creation of the unified national system of higher education, initial teacher education came primarily under the auspices of the universities, but with the involvement of some non-university higher education providers (acknowledging some shared responsibility with schools). Second, initial teacher education programmes have been lengthened and strengthened academically. Many reforms have been introduced, including some highly innovative programmes.

147. University responsibility has brought a number of changes and the need for teacher education programmes, both initial and advanced, to compete in the overall university academic funding and planning environment has provoked a mixed response in the teacher education community. Among the major changes are the following:

- The allocation of places funded by the government is usually based on university-wide priorities within an overall profile agreed between the government and the university and this has not always favoured education faculties. The resource decisions of the university must take into account competing priorities of different faculties. The initial education of teachers is not the only area of high priority national need.
- Integration of some elements of teacher education into the university course structure has required collaboration among faculties, in which some institutions have done much better than others. There is a widely accepted need to further strengthen the disciplinary or content base of teaching, but not all disciplinary teaching in universities is attuned to the characteristics and needs of prospective teachers. This issue is prominent in debates and decisions about the content of initial education for primary and middle years teaching in the Bachelor of Education degree. It also surfaces in discussions of the contents of the undergraduate degree programmes as a foundation for one-year diploma of education programmes and the two years of graduate study for the award of Bachelor of Teaching. Dedicated, single purpose teachers' colleges in the previous era had greater capacity for adjusting subject matter, scheduling and allocation of staff roles to the perceived requirements of a preparation for teaching.
- Falling enrolments in teacher training programmes during the 1990s, together with the large-scale restructuring which followed the demise of the binary system and acute resource pressures, led to a reduction in staffing in education faculties.
- Since 1998, universities have been paid an additional amount, equivalent to the minimum discount HECS rate for each additional undergraduate place provided above the number of Commonwealth fully-funded places. Penalties are only imposed on universities that under enrol. The Government encourages universities to utilise marginal capacity to provide additional undergraduate places. However it expects universities not to erode the quality of provision in offering additional places. In addition, in 2002 the Government made 2,000 new fully-funded places available under *Backing Australia's Ability* from 2002. Of these, 280 new places (increasing to nearly 770 places after four years), or 14% of those available, were

allocated to innovative teacher education programmes specialising in the teaching of mathematics, science and information technology

- Education Deans report a general difficulty in strategic planning. Staffing of teacher education programmes has an important bearing on the effectiveness of teaching. In an analysis of workforce planning issues for academics, Preston (2003) shows that the number of education academics has dropped by some 40% over the past 15 years. Full-time equivalent academic staff in education, which numbered 2,951 in 1988 (representing 7% of all academic staff), had fallen to 1,802 by 2001 (representing 3.9% of all academic staff). Most of this reduction occurred in the mid-1990s as a result of rationalisation and amalgamation of tertiary institutions in the wake of the creation of the unified national system. The actual loss to education faculties was not quite as severe as these figures may indicate; some specialist subject staff were transferred out of education faculties and into disciplinary departments, and retained association with teacher education programmes. Preston illustrates how the present age profile of education academics is highly skewed, with 58% being aged 50 or over. Significant replacement is therefore anticipated over the coming years. By contrast with academics in many other fields, recruits to education academic positions tend to be older, as a period of some ten years teaching in schools is common. Given the existing difficulties in recruiting principals, as discussed earlier, and a smaller cohort of teachers in their thirties and forties, any moves to enhance the attractiveness of principals' positions is expected to make academic recruitment in education more challenging (Preston, 2003).
- Many new courses and whole new programmes have been developed, including longer courses (four years instead of three, for example), and combined degrees;
- Steps have been taken to strengthen and develop partnerships between universities and schools. The need for these has long been urged but, despite many initiatives, it is accepted that much more needs to be done (Walker, Preston and Mitchell, 2000).
- There has been increasing opportunity in the university environment for students to study for combined degrees and to extend the repertoire of their skills and competencies. This is important in a changing labour market where employment flexibility and career mobility are valued, not least by the students themselves. Many universities have advanced procedures for cross-faculty collaboration including joint degrees, although the predominant model appears to be still the dedicated education degree or diploma.

148. Selection of school leavers as trainees for teaching is currently mainly on the basis of tertiary entrance scores. School leavers are, however, barely half of new entrants to universities: in 2003, only 52% of applicants to universities' admissions centres were direct school leavers in New South Wales. The MCEETYA TQELT, in the course of its current work, has discussed the need to identify personal attributes as well as tertiary entry scores but has yet to express a view on the matter. Yet 'it is of concern … that there is little attempt to interview or ascertain the suitability of potential teachers' (Dinham and Scott, 2000, p. 20). The graduate diplomas and Masters of Education courses in primary teaching are bringing in a different type of person to teaching with the experience implied by mature age entry, and a second career. Selection criteria for mature age, career-experienced entrants are of a different order from points attained at school leaving certificate examinations.

Formal requirements and pathways

149. All States now require teachers to have four years of training (or equivalent) in accredited university courses in order to be employed on a permanent basis. Boards both register teachers and accredit courses (Queensland and South Australia) and new bodies are likely to do this; in Victoria,

accrediting professional development courses is under consideration by the newly established Victorian Institute of Teachers. There are more variable arrangements for approval of teachers for the non-government sector, but there is a general requirement that new teachers will be four year trained.

150. Teachers who qualified in the past with either a two-year diploma or three-year degree and have not updated their qualifications are usually ineligible for permanent employment, except in areas where schools are unable to fill vacancies. Since the introduction of longer pre-service programmes, including the BEd degree, there has been a massive upgrading of qualifications. Many teachers have been supported by schools and employing authorities to undertake part- or full-time studies and universities have introduced flexible schemes to recognise prior learning, experience and competence, with a great variety of study routes and programmes.

151. There are now three common paths leading into either primary or secondary teaching:

- A four-year undergraduate teacher education degree (e.g. Bachelor of Education).
- A double-degree programme whereby undergraduates study for two degrees concurrently, one of these being teacher education. Most universities offer this option over four years (e.g. Bachelor of Arts with Bachelor of Teaching).
- An initial three- (or four-) year academic degree, e.g. a Bachelor of Science or Bachelor of Arts, to which is added a one- or two-year post-graduate teacher education course. Most post-graduates opt for the shorter one-year Diploma of Education.[2]

152. For secondary school teachers, there is a fourth option: industry experience in a vocational area, linked with a teaching qualification. This is most applicable to teaching in the technology field or vocational education areas (e.g. automotive systems, woodwork, metals, electronics or hospitality, combined with the completion of an approved qualification in technology education).

153. Some programmes provide the option of qualifying as both a primary and a secondary teacher, e.g. in Victoria, Deakin University's Bachelor of Teaching (Primary and Secondary), a two-year post-graduate course. Other programmes prepare teachers for primary and middle years (lower secondary) teaching (e.g. University of Queensland). Innovative programmes of teacher education are being introduced to give greater emphasis to school experience, including full teaching responsibility in the final year, e.g. at Central Queensland University, the Bachelor of Learning Management.

154. There are many different approaches to school experience (the 'practicum') as an element in the university controlled education degree or diploma, but also a widely held view that changes are needed – in the experience itself, in the respective roles of schools and universities, in funding and in assessment.

155. The profile of trainee teachers has changed significantly during the past decade. Features noted in the Auditor General of Victoria's report, *Teacher Workforce Planning* (2001), for example, indicate a decline in entrants to teacher education courses at Victorian universities during the mid-1990s (first-year enrolments in Education faculties declined from a high of 5,126 in 1991 to a low of 2,921 in 1995), followed by a significant increase in the number of applicants in all age groups between 1997 and 2001. A recent report of the Victorian Department of Education and Training's

[2] Depending on the programme, the two-year post-graduate course may yield a double degree, viz. BSc. B.Teach. or a Masters degree in education (e.g. University of Sydney).

Teacher Supply and Demand Reference Group shows that while the number of applicants for teacher education programmes in Victoria has risen steadily since 1993–1994 at both undergraduate and post-graduate levels, the number of offers and acceptances has risen only for post-graduate students. This means that while enrolments continue to grow, the balance is shifting away from undergraduate, and toward post-graduate teacher education courses in Victoria. This trend has important supply implications, as over three-quarters of those graduating from the undergraduate programmes have become teachers, while only just over two thirds of those graduating from the post-graduate programmes have become teachers. The post-graduate programmes have, however, provided a quicker response to some recruitment issues (Department of Education and Training, Victoria, 2002h).

Younger and older trainees

156. Applicants aged under 20 years are still in the majority to Victorian universities: 67% of all applicants in 2001, down from 76% in 1997. In terms of percentage rises, the strongest growth occurred in the 25 to 29 year age group and in the 30 years and over age group (Auditor General of Victoria, 2001).

157. The minimum tertiary entrance score (generally based on a public examination at the end of secondary schooling or equivalent, with various weightings) has increased since the late 1990s, not only in Victoria but across the eastern coast. Increased interest in teaching is believed by many in Victoria to be due to improved employment prospects; however university places are not keeping pace with demand.

158. Similar trends are evident across Australia, although there are important variations within the trends. For example, the decline in entrants to teacher education programmes in the mid-1990s varied by jurisdiction and it is important to recall the variations across subject area. Most conspicuous, and a major factor in the Federal government's decision in 2001 to review teacher education, is the pattern of declining enrolments in programmes leading to science, mathematics and technology teaching.

159. The mature-age entry phenomenon, as noted above, is quite striking and could prove a most promising means for addressing the problems of under-supply of highly qualified teachers in science and mathematics. In its submission to the Review of Teaching and Teacher Education, the University of Melbourne provides data to demonstrate both a rapid, substantial increase in enrolments and the prevalence of mature age entry. In its (graduate) diploma pre-service course for secondary mathematics teachers, numbers have more than doubled in three years, the average age is 31 and the median age is 25. Some 75% have had previous full-time employment, the majority in engineering. One-third have more than one degree or diploma. As the University remarks, 'given this trend, the challenges are to make sure that schools welcome teachers with substantial other experiences and are able to use their talents well' (Committee for the Review of Teaching and Teacher Education, 2002b, Submission No. 85).

160. Since induction into the profession during the first years of teaching has been singled out as a weak link in the career structure (see Section 3.3 below), the trend toward mature-age entry and the increasing numbers of 'new' teachers with substantial prior work experience are topics calling for further analysis. Schools that have not been notably successful in orienting and inducting young graduates will face additional challenges in integrating and making the best possible use of professional experience in other fields.

Setting standards

161. The strong drive for greater professionalisation of teaching in Australia, with wide involvement of government departments, employers, registration boards, unions, professional associations, teachers, schools and universities, has major implications for continuing professional development. These are considered below. But there are messages no less for pre-service education and entry to the profession. Due to a relative dearth of highly qualified applicants in previous years, control over entry to courses has often been less than stringent. Similarly, when there has been a scarcity of qualified, prospective teachers in particular fields, eligibility requirements have often been relaxed. There are now signs of change.

162. All States but one have introduced teacher registration bodies and the remaining State and one of the two Territories are moving to do so. While formal teacher registration and mandatory registration arrangements have been in place for many years in Queensland and South Australia, there have been recent moves to articulate and set more demanding standards. From the beginning of 2003, registration of all teachers in all sectors is compulsory in Tasmania. Victoria has for many years had a registration board for non-government school teachers and has now established by statute an Institute of Teaching which will set standards of eligibility for all teachers in the State. Western Australia has in hand plans to introduce such arrangements. New South Wales is also working towards establishing a teacher registration body but has not yet declared whether this would operate on a mandatory or voluntary basis. The Northern Territory is also moving in this direction. Only the Australian Capital Territory has not flagged its intention to do so at this stage.

163. While procedures vary by jurisdiction and sector, there are now moves to establish clearer and more consistent professional eligibility requirements nationwide. These are likely to have a significant impact on the preparatory courses in universities. It will be important to ensure that mandated requirements are sufficiently flexible and generative to foster innovativeness and creativity, both within initial teacher education programmes and in professional practice. On the other hand, a generic form of registration does not mean an end to appointing inadequately qualified people in particular teaching subjects. This is an issue, not for registration as such but for principles of employment and appointment practices.

Matters of concern

164. In duration, locale, content and methods, initial teacher education has changed substantially during the past two decades. Nevertheless, several aspects continue to cause concern. The following is a summary of concerns and responses which, together, indicate what could be a momentum for significant reform. It would be injudicious, however, to suggest either that there is a universal professional consensus or clear evidence of new policy levers to address them.

165. Insufficient numbers of highly qualified people have been entering and completing pre-service education courses. This trend has been reversed during the past five years, but it is unclear whether the reversal will be sustained given the status and rewards of teaching, a competitive labour market, particularly in fields of teacher scarcity, and financial disincentives to mature-age entry, the source of much of the recent growth in enrolments.

166. Financial and planning procedures in universities have, at times, militated against responsiveness of education faculties to teacher labour market needs. Growing recognition of the fundamental role of teaching in the knowledge economy/society, however, could facilitate internal decision-making, enabling education programmes to become more responsive to these needs. The

Australian Council of Deans of Education has made numerous representations and played a major role in focusing national attention on the supply side.

167. A longstanding issue in the design and content of courses has been the balance between subject content and teaching methods, or between disciplinary knowledge and pedagogical knowledge. Teacher education programmes are addressing this problem through deeper partnerships, joint projects and collaborative efforts to integrate or restructure the knowledge bases of teacher education. One example of many that might be cited is the involvement of a number of Australian teacher educators in the international movement of Self-Study of Teacher Education Practice (S-Step). Formed in 1993, out of an American Educational Research Association symposium, the movement aims to 'better understand the nature of teaching about teaching and to develop a genuine sense of professional satisfaction in this work' (Berry and Loughran, 2002).

Box 6 : Self Study of Teacher Education Practice (S.Step): teacher educators work with pre-service and school students in scrutinising the act of teaching

Creating a climate of self-study and evaluation among teacher educators is seen by two Monash University educators as a means of improving teacher education – by the teacher educators modelling aspects of teaching, submitting their modelling to critical analysis by students, using micro-teaching to enable students to evaluate one another's teaching, and bringing school students into the circle. Documentation and critical analysis serve to frame the close interpersonal relationships that feature in this approach and to objectify teaching.

Source: Berry and Loughran, 2002.

168. Relations between universities and schools in developing partnerships and sharing responsibility for the pre-service education of teachers are usually on the basis of a single university and a network of schools. The practicum requirements vary considerably and there is an undercurrent of unease about its quality and value (Tasmanian Educational Leaders Institute, 2003). Costs are also an issue, since, while the sum paid to a supervising teacher is quite modest, when multiplied by the number of students, it can be a heavy burden on an institution's teacher education budget. The practicum is a specific instance of a more general concern about the respective roles of teacher education and school teachers in preparation of new entrants to the profession, including the recency and relevance of the school experience of teacher educators in universities. Several innovations address this issue: attachments by university teachers to schools and of school teachers to universities; joint appointments; greatly increased roles for the schools in designing, mentoring and supervising internships; and the introduction of school experience earlier in the course and/or for more extended periods. Pre-service teachers are not without advice and support, their needs, however, being partly met by self-help manuals (McBurnie-Fry, 2002). As yet, there appears to be relatively little support (among teacher education institutions) for a general enlargement of the school's role, but this may reflect administrative and financial concerns rather than a considered view about the best ways to educate teachers. It is significant that the Australian Secondary Principals' Association submission to the Commonwealth Review of Teaching and Teacher Education views university-based teacher preparation as 'extremely poor', arguing for major rethinking, with schools needing to become significant players in the preparation of teachers (Committee for the Review of Teaching and Teacher Education, 2002b, Submission No. 138). Such criticisms, notwithstanding, a number of universities have introduced significant innovations with a focus on improving the school practice component of preparation (see Box 9). There is little evidence of intention to move away from the university base for pre-service teacher education. Advocacy of this base by leading American and British teacher educators and the university-based

reforms in those countries (Goodlad, 1990; Darling-Hammond, 1999; Furlong, Barton, Miles, Whiting and Whitty, 2000) inform Australian fora when the future of teacher education is being discussed.

169. Most of Australia's teacher education programmes are in universities located in State/Territory capital cities. The strong economic, social and cultural 'pull' of these cities is a challenge, both to draw in students from remote and isolated regions, and to prepare prospective teachers for posting in regional Australia, as noted in Section 2.5 above. Several universities have responded through programmes with a strong regional flavour, including community building and engagement with local activities (Box 7). These are supported by community-linked research and development projects and the projection of a strong regional rural image. Even so, those universities report difficulty in recruiting students in areas of scarcity and, in common with most universities, would be able to fill more places with well qualified students, were more Commonwealth funded places available. An increase in student load in regional campuses has been canvassed to encourage more regional students to enrol, and subsequently take up teaching posts in regional and rural areas. The supply of Commonwealth-funded places is a limiting factor. As part of a wider policy of increasing enrolments, some State governments now subsidise places, thereby effectively increasing enrolments.

Box 7: Making flexible pathways

Anecdotal evidence from the State of Tasmania supports the view that students prefer to commute from their homes (located around the state) for one or two days of the week and look for alternate forms of course delivery on other days. The University of Tasmania has responded to this call for less place- and time-specific teaching in two complementary ways:

Burnie/North West Study Centre: Students living on the north-west and west coasts of the state have access to library, online courses and video conferencing facilities at this centre. This large capital investment appears to be making a difference in terms of student participation and retention in courses.

Flexible Education Unit: With a policy of promoting courses in flexibly delivered mode with a central support unit, the Flexible Education Unit supports the use of the integrated teaching and learning package *WebCT*. This policy and practice mirrors the response of the Tasmanian Department of Education which also offers courses using *WebCT* for online teaching and learning in schools.

Source: Committee for the Review of Teaching and Teacher Education, 2002, Submission No. 84.

170. The content and organisation of initial teacher education courses are subject to requirements from State/Territory employers and Registration Boards. Teacher education liaison committees enable co-ordination at the State/Territory level, but there is no comparable national body, so institutions must design programmes to meet diverse State/Territory requirements. Progress has been made in achieving national agreements and common understandings in course design and requirements for recognition. Should MCEETYA agree to a national framework for professional standards, this process will be considerably advanced. Already there is regular exchange of information and sharing of ideas among the State/Territory Registration Boards.

171. The issue of quality in the pre-service education of teachers is the focus of recent and current moves to establish institutes of teaching, and to further develop the work of the existing Boards. In Queensland, for example, Graduate Standards have been developed through a

collaborative process by the State's Board of Teacher Registration. The Australian Catholic University has developed Statements of Graduate Attributes for its campuses, which span three States and the Australian Capital Territory. However, as pointed out in the submission by the New South Wales Department of Education to the current Review of Teaching and Teacher Education, 'there is no agreement or common view on which attributes, abilities and achievements are indicative of teacher quality' (Committee for the Review of Teaching and Teacher Education, 2002b, Submission No. 141, New South Wales Department of Education). There is a considerable onus on the State Boards/Institutes and on the MCEETYA/TQELT to forge, if not a common view on quality, then a family of attributes or quality indicators sufficiently broad to encompass the meaning of 'quality' in the different jurisdictions and sectors. This is unlikely to be achieved quickly. Documents being prepared under the auspices or with the support of the Australian Council of Deans of Education and the Australian College of Educators should help to clarify issues and establish common ground.

Building teacher competence

172. The universities are active, not only in the innovations and developments referred to above, but in numerous specific developments aimed at better matching teacher competencies to the changing requirements of schools and education generally. In its submission to the Review of Teaching and Teacher Education, LaTrobe University, for example, outlined its expectations of an 'expert' as distinct from a 'routine' approach to teaching. Although the reference is to science, mathematics and technology, this sums up many of the features common to pre-service education of teachers in Australia, from the perspective of the universities:

- Discipline knowledge appropriate to the level of intended teaching, taught to the prospective teachers using methods compatible with the new views of knowledge [constructivist, critical conceptual];
- Pedagogical content knowledge that includes the specific knowledge about teaching the various aspects of [subjects], including methodologies that emphasise the relevance and accessibility of the disciplines, approaches to engagement of all students in the learning opportunities, and relevant issues of curriculum and planning;
- Knowledge of pedagogy, incorporating issues such as child and adolescent development, theories of motivation, management of students, especially those alienated in some way; and
- Opportunities for reflective and intelligent practice in supported and planned environments. (Committee for the Review of Teaching and Teacher Education, 2002b, Submission No. 98)

173. These broadly defined features are expressed in different ways in the wide variety of pre-service programmes available in Australia: BEd; joint degrees or concurrent degree plus TAFE diploma; one- and two-year graduate diplomas of education; two-year Master of Teaching, supplanting the one-year Diploma of Education.

174. A distinctive feature of initial teacher education in Australia, as of continuing programmes of study up to and including the degree of Doctor of Philosophy, is the opportunity for off-campus, part-time study through distance education programmes. Involving a variety of arrangements for meeting the teaching practice components of initial training, these must meet the same standards as those for full-time, on-campus study.

175. Building teacher competence implies a good understanding of teacher roles. These are defined and stipulated – in policy statements, research studies and conditions of employment.

Teachers' experience points in several directions, as demonstrated in the recollections of two prize-winning students' reflections on their training, after years of classroom teaching (Box 8).

Box 8: A primary teacher looks back at her training

'The course at Coburg [former Teachers' College] taught me a great deal, not only academically, but also about myself, the nature of children, and the enormous responsibilities faced by educators of today. While I felt generally well equipped to deal with the teaching/learning process, there were some gaps… My experience has shown that a teacher is far more than an educator. The roles of nurse, social worker, psychologist and counsellor also come into play almost daily.' (Georgia Nicola in Fraser, 1993, p. 20)

'In teacher training you must constantly question, think about, explore, struggle with issues which have personal and professional importance. I found it an enormously satisfying endeavour to learn to teach and continue learning my profession…' (Doris Mathilde Perosin. in Fraser, 1993, p. 24)

Innovations

176. In addition to what are often quite large-scale developments of existing programmes, including those mentioned above, there have been several major innovations, resulting in wholly new undergraduate programmes, in an attempt to reconceptualise pre-service teacher education and construct very different approaches. Among a number of significant large-scale developments in recent years, are new programmes at Central Queensland University, the University of Newcastle and University of Wollongong (Box 9). These are not the only ones worthy of note, but serve to illustrate that new directions are being sought in all aspects of pre-service teacher education.

Box 9: Three innovative programmes of pre-service teacher education

The University of Newcastle – Retraining

The programme to retrain displaced industry workers as schoolteachers was established in 1997 by the then Faculty of Education at The University of Newcastle, in consultation with Broken Hill Pty Ltd (BHP) (whose steelworks had recently closed) and the NSW Department of Education and Training. The programme fitted the category of employer-funded undergraduate, and saw BHP contributing a fee to cover student tuition for the duration of the retraining programme. The programme made strong use of the provision for recognition of prior learning (RPL), wherein previously obtained trade qualifications, extensive in-house training (provided in most cases by BHP), work history and experience were valued and recognised as a basis for entry. This portfolio of education, skills and training also provided the basis on which to build the retraining programme.

For degree-qualified employees, the programme was offered as a two-year part-time study programme while they were still employed at BHP. The award on graduation was a regular Diploma in Education (normally one year full time). For trade- and Associate Diploma-qualified staff, the programme was offered as two years of part-time study after the BHP closure. The award on graduation was a Bachelor of Education (normally four years full time).

Comparison of retention rates indicated a 98% retention, against a general figure across

programmes of 72%.

The so-called 'BHP Retraining Programme' illustrates well the potential for traditional structures of professional development, retraining and new career employment to be adjusted to serve a new and identified need in society.

University of Wollongong – Knowledge Building Communities

In 1997, after a searching series of discussions on the topic 'Alternate Modes of Programme Delivery for the Pre-Service Primary Course', the Faculty of Education at the University of Wollongong supported a proposal to design a research project which would 'investigate, as a pilot, an alternative approach to initial teacher education' through:

Implementation and evaluation of an inquiry and problem-solving approach such as that used in medicine and the health sciences

Greater integration of the practical field-based component of the teacher education programme with the theoretical.

The Faculty, with significant support from the NSW Department of Education and Training designed a project which would produce at least the following changes:

A shift in the mode of programme delivery from the traditional 'campus-based-lecture-tutorial' mode to a 'problem-based-learning-within-a-school-site' mode;

A shift from the traditional clinical supervision model of practice teaching to a problem-based-action-research-mentoring model that brought the relationship between the specialised knowledge-in-Education courses and the nature and culture of schools and how they 'do business' closer together;

a shift in the traditional roles and responsibilities of the major stakeholding groups in teacher development, namely, the professional employing authorities (e.g. New South Wales Department of Education and Training, local non-government school systems), the university, local schools, and the Teachers' Unions (NSW Teachers Federation), so that a new form of 'School-based Learning' might be developed.

The four 'pillars' of the programme are: taking responsibility for one's own learning; learning through professional collaboration; identifying and resolving professional problems; becoming a reflective practitioner.

The general consensus from all of the stakeholders, who have been involved from the very beginning (students, lecturing staff and schools), is that the programme has both tangible and intangible benefits that make it preferable to the traditional mainstream mode of delivery. The tangible benefits include:

Students who develop the skills, knowledge and understandings of effective teaching to a much higher degree, in a much shorter time;

Students who are perceived by experienced teachers to be more committed, enthusiastic, confident professionals, than mainstream students in the same cohort;

Students who are perceived by other mainstream lecturers to be more skilled at identifying and

resolving professional problems, who are more effective and productive team members, who are more autonomous learners and more reflective than most mainstream peers;

A much stronger partnership between the university, the local schools, the major employing authority, and the teachers' union.

The less tangible but equally important benefits include a subtle but significant change of the culture of the practicum experience for the schools involved. This shift is essentially from a 'Clinical-supervision-one-classroom-teacher-to-one-student' model to a 'Mentoring-whole-school-participates' model.

Central Queensland University – Bachelor of Learning Management (BLM)

A statement of principles:

The concept of 'learning management' is captured by the metaphor 'Design'. Design means things like:

- What you do
- Commitment to the task
- An artful arrangement of materials and circumstances into a planned form, a goal-directed problem-solving activity.

Thus 'learning managers' create the strategic pedagogical functions that they advertise themselves as being able to perform, judged by learner outcomes criteria. Learning Management is the capacity to design pedagogic strategies that achieve learning outcomes in students.

Trainee teachers need to ask:

- What does the learner already know?
- Where does the learner need or even want to be, or what are the outcomes to be achieved?
- How does my learner best learn?
- What resources do I have at my disposal?
- Who will do what?
- How will I check to see the learner has arrived?
- How will I inform the learner and others about the learner's progress?

The 'learning management' concept provides a challenge in the form of queries about what really matters in the pre-service preparation of teachers, and more generally 'learning managers'. What matters most in teacher education and teaching are: knowing about and being able to do 'pedagogy'; knowing about, and being able to incorporate in teaching and learning work, the idea of 'futures'; knowing about and being able to do 'networks and partnerships'; and knowing about

and being able to do quite specific things judged to be 'essential professional knowledge'. These categories form the basis of the BLM core curriculum.

The challenge for teacher educators and more specifically the course planning teams, is structuring 'learning programmes' around these broad areas that reflect and model what prospective graduates need to do in schools. Moreover, the pedagogical strategies and moves that are undertaken constitute the knowledge and skills that BLM graduates need to implement as learning managers. The BLM has opted for a 'standards'-based set of criteria for the degree and for courses.

By insisting on 'design' and focusing on individual learner outcomes, we make a choice to define 'standards' as 'knowledge and skills' rather than instructional activities. Performance standards, then, are those performances that either reach identified standards of knowledge and skills (the on-campus situation) or reach identified standards of knowledge and skills, such that the students being taught reach the required standards of student outcomes (the workplace setting).

Sources: For cases 1, 2 – Committee for the Review of Teaching and Teacher Education, 2002, Submission No. 128; Australian Council of Deans of Education Inc.; for case 3, Smith 2002

Equity – a continuing issue

177. Teacher education, in common with other university programmes, has had relatively limited success overall in attracting equity groups, defined according to a history of relative disadvantage in accessing higher education. The groups, as currently defined by the Commonwealth government, are: Indigenous Australians; people from a non-English-speaking background who have arrived in Australia within the past ten years; people with disabilities; people from rural and isolated areas; women, particularly those in non-traditional areas of study; and people from backgrounds of socio-economic disadvantage. It is not that there has been no progress – teacher education has traditionally been an avenue of advancement for people from rural areas, for example. But policy targets have been set at a high level and these have yet to be attained.

178. Since teachers must be able to effectively teach students from whatever background or social group, there is a particular challenge in pre-service programmes to both attract students from all equity groups, and to equip trainee teachers with the appropriate understanding and skills. While progress overall has been less than aimed for, there are many examples of successful programmes, notably for Indigenous students, people with disabilities, and women. In relation to Indigenous students, examples include NSW offering sponsorships and scholarships for pre-service teacher education as well as identified teaching positions in schools for Indigenous employment applicants. A problem, especially for primary teaching courses, is the dearth of male applicants. Even so, teaching in the main is still largely a middle-class occupation for those of Anglo-Celtic background (Dempster et al., 2000). However, the Dean of Education at the Australian Catholic University, which trains large numbers of teachers in several States, questioned this finding, pointing to the role of teacher education in promoting social mobility and study opportunities for first generation migrants and their children (personal communication).

3.3 Induction into the profession

179. The first stage in the development of a teacher's professional career beyond pre-service education is induction, which normally extends over a year following provisional registration. While it is generally accepted that the period of induction is a critical phase in establishing new teachers in the profession, there are wide disparities in the nature of, and the orientation to, teaching

and in degrees of support, mentoring and guidance available. Many questions have been raised about the quality of the experience, including support and guidance provided and assessment practices (Khamis, 2000; Tasmanian Educational Leaders Institute, 2003). These very largely depend on procedures at the level of the individual school. Satisfactory performance during the induction period is a condition of full registration, thus the role of the school principal and staff has important formal characteristics in addition to the impact induction has on future teachers' perceptions of the nature and quality of professional life.

180. Boards of Teacher Registration are taking up these matters. For example, the Board of Teacher Registration in Queensland, in its guidelines for new teachers, defines induction with reference to standards and expectations regarding performance by the various players and outlines suitable induction practices. These include introduction to school policies, resources and personnel and to the community. Mentoring, team work, observation and professional discussion, a balance between the processes of support and appraisal, and supported entry into professional networks and associations feature among the recommended practices. Induction is the employer's responsibility and in practice falls under the responsibility of the school principal, who prepares the recommendation on full registration generally at the end of the first year of teaching. The Board's role prior to registration itself is advisory (Box 10); the good practice guidelines are indicative not mandatory.

Box 10: Principles of good practice in induction

Good practice in induction is based on the following principles:

Induction is a significant phase in the continuum of teacher development. *It builds on prior learning and experience, and encourages a supportive culture of lifelong adult learning.*

Induction recognises the strengths and contributions of provisionally registered teachers. *It acknowledges their need for intense workplace learning.*

Induction involves a variety of approaches. *It involves approaches which are relevant to the individual's background and experience and are based on the current teaching contexts within and beyond the classroom.*

Induction represents a process of dialogue and professional collaboration. *It enables teachers to reflect on practice, and to contribute to school development and renewal.*

Induction is the responsibility of all those involved in the education process. *It allows for a balance between teachers' professional autonomy and their accountability to the profession and the wider community.*

Source: Board of Teacher Registration, Queensland, 2002.

181. There is considerable variation in the detail of induction arrangements across the country and in the intensity of central support and guidance. Some States and the Northern Territory pay particular attention to remote area and rural teaching and it is a general practice to provide advice and guidance in the form of print-based and electronic materials on the different aspects of employment and professional responsibility.

182. The Australian Capital Territory operates a system-wide induction day, provision of written guidance and effort to establish common principles of practice. Probationary teachers and those on contract are assisted by a panel including the school principal (or delegate), the supervisor and a colleague acting as mentor and adviser. Other States and Territories generally make similar or comparable arrangements and provide guidance.

183. Induction is a phase of professional orientation and development which is likely to receive closer scrutiny in the future as new balances are struck between system-wide standards setting and devolved roles and responsibilities for schools. Since inspectorial systems of quality assurance no longer operate in Australian schools and central or regional support and advisory services are now largely of a strategic and monitoring kind, there is a charge on the individual school to itself develop appropriate leadership and support, with key roles in mentoring, monitoring and evaluation. Not all schools, and especially smaller ones, are well equipped to meet increasing expectations driven by the professional standards movement. The funding and staffing of schools have not, on the whole, incorporated an appraisal of the higher standards being sought for both the practicum and induction.

184. The judgement of the individual school principal, drawing upon the advice and appraisal of whichever members of staff have played a role in the induction process, provides the basis for full registration by the relevant Board or authority. There are not, at present, indications of mandatory, as distinct from voluntary, standards and procedures in moves that are being made to strengthen induction. Much, therefore, hinges on the readiness of schools to address the concerns that are being expressed. There is a large disparity, according to a recent survey, between young teachers' evaluations of the quality of induction and those of principals and supervisors (Tasmanian Educational Leaders Institute, 2003). Drawing on a study by the New South Wales Department of School Education (1992) and more recent international research, Khamis (2000) has contrasted principals' and teachers' judgements about the adequacy of induction and set out 'desirable elements'. Including better structures to facilitate communication and dialogue, collegial networks, a clear distinction between supervisory and developmental aspects of the school's role, and better partnerships between teacher education institutions and schools, these recommendations would be widely accepted in principle. Practice appears to be another matter.

185. Just how effective induction programmes and arrangements are has long been a matter of debate. As indicated above, a significant proportion of new entrants to the profession are dissatisfied, and schools have frequently voiced concern over the support they receive to accomplish everything that is necessary. Induction must be regarded as pivotal – in teachers' perceptions of their role, in the trajectory of their professional career, and in the grounding of professional standards in pedagogical reality. This has long been understood in Australia. Thus, in 1989, the (then) national Schools Council declared, 'if teacher quality is to be maintained and indeed improved then the Council believes it is essential that … entry and induction into teaching provide a sound start to working within the particular school and system and a sound basis for the teacher's subsequent career' (Schools Council, 1989, p. 14). That major criticisms of the process continue to be voiced, at a time when there is mounting concern over reasons why many teachers leave the profession within the first years or so, indicates a case for greater clarity over roles and responsibilities. The support that is needed has funding implications for schools and system authorities which would also have to be addressed.

3.4 The early years of teaching

186. The early years of teaching following on the induction period (the first five to eight years) have recently been the subject of much debate and discussion. Generalisations about the quality of the experience are difficult, although the specific concerns expressed over induction apply also to the first part of this period. The great diversity of settings and the variability of conditions together with the different expectations, personalities and types of expertise of teachers, mean very different kinds of experience. For example, experience in a school in a rural environment, where half of the staff are 'new' teachers, few remain beyond three years and scope for the full range of mentoring and professional engagement is quite limited, is very different from a large urban school where the

majority of staff are long established, mentoring functions are well supported and there is a rich array of professional openings both within and beyond the school. The early years of teaching, like the induction phase, have been identified as problematic. Several aspects have attracted an array of interventions, projects and policy initiatives. They fall into three broad categories:

- The quality of the experience;
- Retention; and
- Professional development.

3.4.1 The quality of the experience

187. As noted, there is no common pattern of teaching experience in the first years. Doubtless, much highly satisfying and professionally fulfilling experience goes unreported, whereas problems and difficulties are often highlighted. The better kinds of experience include a continuance of the 'good practice' principles of the induction period, with carefully planned teaching responsibilities, opportunity for observation, professional dialogue, team work, peer review and so on. But there are reports of beginning teachers typically receiving full teaching loads of larger and more difficult classes, of inadequate access to resources, mentoring and guidance, and professional support that is of limited value or unavailable. The common and perhaps not unreasonable assumption is that a fully qualified professional, following an induction year, is as capable of teaching to a high standard and without great difficulty as those with longer experience. However, neither the model of a continuum of developing expertise and professional competence, nor the expressed experience of many teachers, supports that assumption.

188. Perhaps the strongest evidence that changes are needed is again the professional standards movement. Work on, or leading towards, the establishment of Institutes of Teaching in Victoria and New South Wales is focused on professional standards as well as structures, organisation and registration. Analytical work on professional standards, including that by established Boards of Teacher Registration, points in the direction of the teaching career as a continuum. A common feature in these activities is the casting of standards along two dimensions: elements of teachers' work including practical competence and an array of professional attributes; and professional growth points along a career continuum, extending from beginning teachers to accomplished teacher and school leader. Whether defined generically or according to specific curriculum domains, student age range, type of school and so on, the essential point is a development continuum, which differentiates depth, intensity and length of experience. This approach acknowledges that there are major experiential differences in different stages of the professional career. Earlier attempts in Australia to develop a professional career structure, with industrially negotiated salary differentials, made little headway (Ingvarson, 1995). Now, an approach, not through the industrial environment but using a professional model, is shaping new analytic and policy levers for addressing the developmental needs of beginning teachers.

3.4.2 Trends and issues in retention

189. Data on retention appear in Section 2, above. Retention is an issue in the overall career of teachers for three reasons. First, the data indicate high rates of departure from the profession during the five to eight years following entry. There is concern about the loss of expertise and about returns on the considerable investment in the education of the teachers. Second, it is necessary to know more about the reasons for losses to the profession, or whether indeed it is appropriate to think of career mobility as a 'loss'. Third, there may be changes – in pre-service education, induction,

conditions of teaching and the professional environment that, if made, would have an impact on retention rates. Each of these issues is under discussion.

190. In contemporary Australia, teacher education is an excellent basis on which graduates can build a career of international work. Several countries, including UK, USA, China, and the Gulf States, and International schools in many countries are actively recruiting Australian teacher education graduates, offering competitive salaries, travel and accommodation assistance and the appealing prospect of a period of work and travel in another country. This, in one sense, is a significant loss to Australian schools. There can, however, be longer term national benefits, in building international relationships and in the experience many of these teachers bring on return, if indeed they do return, to teaching here. There appears to be, moreover, an approximate balance between teachers going overseas and those returning, so, as noted in Section 2, the overall supply situation is unaffected (though not, necessarily, specific aspects, such as shortage areas or geographic locations).

191. In an increasingly global employment market and where career mobility becomes part of the normal discourse of the labour market, should, or can, teaching be regarded as typically a lifetime career? The traditional model of a career extending from graduation to retirement appears to be losing its hold in the teaching profession. Part-time teachers who combine teaching with another occupation, casual teachers and teachers choosing 'lifestyle' over permanency are increasing in numbers. They prefer to choose to teach on a casual basis in the place of their choice, over having permanent jobs in a place not of their preference, a phenomenon which is evident in the select regions of coastal Queensland and northern New South Wales.

192. 'Retention' in Australia has to take account of these trends, of the preferences of individuals, the labour market, and policies which impact upon demand and supply. It is unrealistic, therefore, to treat retention as a clearcut, unproblematic concept.

193. Apart from discourse about mobility and lifestyle, much of it anecdotal, what conditions in the teaching environment seem to favour retention and career development? In its submission to the 2002–2003 Review of Teaching and Teacher Education in Australia, the Queensland Board of Teacher Registration states that 'Job satisfaction is possibly the most important factor in retaining teachers' (Committee for the Review of Teaching and Teacher Education, 2002b, Submission No. 50). This is perhaps stating the obvious. But what are the components of job satisfaction and are teachers being retained? In another submission, from Monash University, the Third International Mathematics and Science Study (TIMSS) study (Lokan, Ford and Greenwood, 1997) was cited as indicating that half of Australia's science teachers would change profession if given the opportunity (Committee for the Review of Teaching and Teacher Education, 2002b, Submission No. 91). Whatever the specific factors at work here, the most frequently adduced job satisfaction components are: realistic work loads; manageable class sizes; accessible curriculum materials and teaching resources; acknowledgement and reinforcement of good performance; career pathways; reasonable salaries; and opportunities for professional development. Support groups, mentoring and a professional climate are also frequently mentioned.

194. Specifically for beginning teachers in rural and remote environments the need for assistance with relocation and integration into the local community is being recognised as a factor. Programmes to enable trainee teachers to experience rural and remote schools, such as that of the New South Wales Department of Education and Training are a recognition that special efforts are required are also factors in determining retention. For teachers in rural and remote areas and indeed for all beginning teachers, pathways into continuing professional development depend upon the provision of part-time and distance education study opportunities, as well as school and district

level activities. Examples of all these are widespread throughout Australia but, as with induction, there is great variability in the quality of provision and the uptake of opportunities.

195. It has been aptly observed that the onus is on the teaching profession, schools, professional associations and individuals to make productive use of what is available and to press for improvements in all the factors bearing on job satisfaction and retention. Teacher unions, often thought to be unduly focused on class size and salary, have played an active part in strengthening teacher professionalism across a very broad front, including research on factors likely to increase or diminish retention. Equally, employers in both the government and non-government sectors and the universities are recognising the need for more targeted approaches and more concerted efforts to retain new recruits to teaching. Incentives for potentially mobile, high performing younger teachers to remain in the classroom depend more upon a broad spectrum of professionally fulfilling features of teaching and school life than upon salary and the prospect of a long-term career structure in teaching. For some, however, difficulty in obtaining permanent employment is a negative factor in retention. It seems that what is required is a quite sophisticated policy mix that recognises the diversity of career expectations and seeks to match opportunities and teaching environments to them.

196. Increasingly, policy initiatives are being directed to defining these features of a rewarding professional life and ensuring that young teachers have access to them. Beyond that, it seems necessary to accept that significant numbers of people educated for teaching will either not teach, or do so for only a few years (in Australia). Schooling needs to be geared to these three realities.

3.5 The continuum of professional development: teachers as professional learners; the quest for higher standards of teaching

197. Professional Doctorates are a rapidly emerging form of doctoral training in Australia; since their introduction in 1991 they have grown in number and scope. In 2002 there were 131 Professional Doctorate programmes offered in 35 Australian universities. The Doctor of Education was one of the most prominent programmes to be offered, it was also one of the first of such programmes to be offered in Australia. The Doctor of Education has the highest enrolments and the most graduates of any of the programmes offered. (DEST, 2003).

198. The professional doctorate is one form of advanced professional education for which demand can be expected to grow as greater emphasis is placed on professional standards and raising quality. However, it does not meet the need for mass participation which calls for more accessible, less costly programmes.

199. The predominant reasons why respondents to the MCEETYA 2002 survey were undertaking or were planning further study were: personal development or change (50.6%); personal interest (23.8%); to move to another role within the education profession (14.5%); to secure a permanent position or promotion (6.7%) (MCEETYA/TQELT, 2003g, preliminary analysis, unpublished).

200. ‘The community has invested substantial resources into the preparation for entry into the work of professional teaching – the learning to fly stage; but has shown less interest in the nature and extent of developmental experiences – the learning to fly with ease and elegance’ (Rawlinson and Guild-Wilson, 1987). This observation by, respectively, a leading teacher educator and a senior government researcher, referred to a period which was something of a trough between two major waves of professional development activity in Australia – that of the early- to mid-seventies and that of the nineties extending to the present. The point is that, while there is continuity of funding

and activity within systems, major professional development activities are still very much a function of changing, overall policy priorities. In the 1970s there was heavy investment in education reform, treated as a force in social change and cultural regeneration (Connell, 1993; Hughes, 1987). Lively discussions at that time extended to visions for the future of teacher education in a national report advocating teacher development as a continuing process through the whole of the career (Commonwealth Department of Education, 1980). In the1990s, under the impact of economic restructuring, labour market changes and in a transformed international environment, educational reforms for increased national competitiveness and economic strength enlisted teacher professional development under such banners as quality, performance, and improved learning outcomes. This is not, of course, the whole agenda, but a prominent feature of the national strategies outlined below.

3.5.1 Scope of provision

201. Australian governments and education departments have, for several years, declared lifelong learning a goal to be actively pursued (MCEETYA 2002a). A range of measures has been proclaimed to foster and support continued learning, by adults beyond school and tertiary education. Investment shared among individuals, government and employers in all forms of adult, continuing education is the declared aim. Continued learning by teachers in this context, is of two kinds – personal, social and civic education which is generally an individual choice and responsibility; and professional learning for purposes of maintaining the currency of their professional knowledge and enabling them to meet new societal demands and educational challenges. Professional learning for teachers, while still largely a matter of individual choice, is strongly, if unevenly, encouraged and supported by employers, system authorities, unions and professional bodies. There are also some formal requirements. Industrial awards, Enterprise Bargaining Agreements and contractual specifications commonly include provision for a set number of days per annum for school level professional development. Commonwealth, State and Territory governments maintain a wide range of programmes and professional support centres. They commission and undertake research, monitor provision and seek accounts of the uptake and impact of professional development courses, workshops etc. Similarly, the non-government sector provides funds and encourages professional development, with a strong emphasis on individual school responsibilities, often with government support.

202. Much of the professional learning during the 1990s was undertaken by experienced teachers who needed to upgrade to the equivalent of four-year training. This was a transitional demand, financially assisted by government and school authorities, but also entailing substantial investment and commitment by individuals and great effort by universities.

203. In addition to professional learning focused on professional upgrading and classroom pedagogy, the various areas of responsibility additional to teaching are the subject of professional development activities – and their exercise can itself be a form of on-the-job professional learning. The scale is considerable. Thus, the 1999 national teachers' survey indicated the percentages of teachers with responsibility additional to classroom teaching: professional development (25.9%); curriculum design and development (20%); school planning (17.7%); marketing (12.7%); community relations (11.9%); information technology (10.9%) and workplace health and safety (8.7%). The areas of risk management, legal compliance and financial management, to some extent covered by the above, are of increasing importance, due to devolved responsibility to schools. They may either be handled by principals and deputies, or shared. The interest now in leadership, broadly defined to include a variety of teacher roles and responsibilities, is also a stimulus for workshops, conferences and other professional development activities. Thus, while professional learning for teachers is generally focused on pedagogy and curriculum, many other roles and responsibilities of teachers are the target of organised study and experiential learning.

204. Individual schools and school clusters figure in professional learning activities, for their own staffs and in collective, cross-school activities. These activities take many different forms, depending on local circumstances and initiatives (Box 11).

Box 11: Varied school arrangements for professional development

The Professional Development programme at The Friends' School, an independent school in Tasmania, is based on the assumption that teachers will undertake ten days of professional learning each year and the school partially funds staff who undertake higher degree programmes.

A government high school and a government primary school in Tasmania have opted for a nine day teaching fortnight, without reducing total teaching hours, in order to use the tenth day for professional learning.

Caulfield Grammar School, an independent school in Victoria, has negotiated with its teachers to extend working hours in order to include professional learning on a regular weekly basis in the extended hours.

While by no means universal, these examples illustrate the variety of experiments under way in Australia to enable teachers to undertake professional learning more systematically within their designated workload.

Source: L. Farrall, pers. comm.

205. Another important area of professional development is advanced academic study in universities and other tertiary level institutions including the professional doctorate mentioned above. Practically all universities have a wide range of courses, seminars and workshops leading to advanced, specialist diplomas, higher degrees by course work, by research or by a combination of the two. In some jurisdictions, links have been established between non-formal, previously unaccredited courses, workshops etc. and university awards. A state-wide framework for the delivery and formal recognition of teacher professional development was established in Victoria in 1998. Within this framework, innovative programmes have been developed through the auspices of the universities, on a modular basis, whereby formally assessed modules are accredited toward diplomas and degrees. They are available in a variety of modes to schools and school clusters (Deakin University Consultancy and Development Unit, 2002). Deakin University has found, however, that, as yet, only a tiny proportion of teachers undertaking linked modules in fact opt to do the assessment component, which provides credit towards a higher degree or diploma.

206. However much the university programmes may, and do, contribute to the knowledge base and practical capability of teachers who engage in them, they are not usually included in studies on statistics of 'professional learning' unless funded under the professional development rubric and/or undertaken on commission. By contrast, teachers and other practitioners enrolled in these academic programmes hold their professional value in high regard (Box 12).

Box 12: Advanced academic study as professional development

A panel of teachers enrolled in higher degrees in education gave their views in a national teleconference (Appendix 3). Here are some edited extracts from a two-hour conversation:

- After five years of teaching I was ready to give up. Studying took me back to schooling; study was my one last attempt to stay with teaching.
- Industry experience and an overseas posting gave me a new frame of reference to explore. There is a lot more to education than meets the eye.
- A migrant myself, I had a passion for meeting migrant children's needs and about the whole business of learning and teaching.
- Changing jobs every three to five years [within teaching] and reflecting on school practice has been for me a continual source of renewal.
- After five to six years of teaching I felt burnt out. I returned to study, which has been personally rewarding – a personal treasure.
- Initial training cannot provide everything needed to understand the educational environment. I would not still be in teaching unless involved in further study.
- If you are in education you should be learning as much as possible … colleagues who were highly qualified inspired me.
- My goal in study was to become a better teacher.
- I came to see myself as a change agent… I wanted a whole-school perspective.
- I was too young at the time of my first degree. Further study has exposed me to a language, a community, given me a capacity to think professionally.
- I feel part of the community of educators, with a higher standing in the field and more authoritative knowledge.
- There is not a day-to-day practice gain, but greater depth of understanding, a higher level of thought.
- Further study means making sense of practice, being an innovator.
- Freer movement between schools and universities and more joint projects are needed.
- Too few teachers are doing advanced degrees; schools tend not to encourage staff.
- Our system of promotion has no connection with advanced study.
- Professional development has to engender a readiness to think creatively, to foster schools as learning communities.
- The culture of teaching and learning are changing rapidly. Professional development has to be really contemporary.
- Young teachers and mature age entrants to teaching need study pathways. As a profession, we do too little to develop them.

Source: Teleconference December 2002, see Appendix 3.

207. The most recent general survey of professional development in Australia, *PD 2000 Australia* (McRae et al., 2001), adopts the view that professional education for professional practice is primarily school focused, often school based and integral to school operations. Much of the planning, organisation, funding and leadership of the professional development activities thus defined is, however, either undertaken by system authorities or shared with schools (McRae et al., 2001). The part played by universities in different forms of professional learning is not, however, systematically examined and it would be necessary to do this for a complete picture.

208. The *PD 2000 Australia* study, which mapped authority- and school-initiated professional learning programmes, claimed that the vast majority of teachers are involved in some form of professional activity. Nevertheless, for many teachers and schools, no participation in organised professional development was reported for the year of the survey (1999). On the other hand, the study reported 'a great deal of evidence of quality programmes and 'best practice' as defined in relevant research' (McRae et al., 2001, p. 7).

209. Despite the diversity of providers and of the national scale and modes of operation across Australia, the authors of *PD 2000 Australia* noted a convergence of priorities in the topics being addressed: 'the educational uses of ICTs, literacy, numeracy, science and VET in school topping the curriculum issues, and school leadership at the head of the human resource and management list' (McRae et al., 2001, p. 87). However, as the authors observe, other priorities are also significant, ranging from the education of gifted and talented children to the education of boys. One marks a significant difference between government and non-government schools, namely the high priority accorded religious education in the Catholic sector. More fine-grained analysis would also show other differences both within and between sectors.

210. A feature of the role played in professional development by State and Territory education departments is the prominence given to guidelines and statements of principle. In addition, there are roles for centrally located education support staff to assist by advising and brokerage and, in some jurisdictions, district superintendents and other regionally based personnel are involved. In those jurisdictions where there is devolution of control of professional development to schools (Australian Capital Territory and Victoria for example), there is something of a 'client–agent' relationship with responsibilities for costs of courses and workshops shared by schools and central bodies. Teachers may additionally pay or be part subsidised to take part in professional development. In all jurisdictions there are activities organised and funded at the system level to meet declared system-wide priorities, such as literacy or languages other than English (LOTE) or civics and citizenship education.

211. The pluralistic nature of professional development is reflected in the diversity of providers. Apart from State, Territory and non-government systemic agencies, the universities as already mentioned, the subject associations, various professional bodies or organisations, community bodies, teacher unions and private providers are all active. Their functions range across providing or organising post-graduate education, specialist diplomas and research, workshops, conferences, finding speakers, development projects, study tours, visits programmes, individual guidance and tuition, and summer schools or camps. Such initiatives and developments as the reflective teacher, school-based curriculum development and assessment and school self-management may serve, for those actively engaged in them, as well grounded experiential learning, thereby contributing to professional development.

212. The maintenance and improvement of quality in schooling is a function of teacher quality, and teacher quality is dependent on attributes and capabilities of teachers that are themselves a function of learning. That, at least, is the guiding text of policies and programmes for the formal

pre-service education of teachers and large scale professional development. It is based on a growing research and analytic literature and while other factors (such as curriculum, school climate and organisation, student characteristics and a range of environmental or exogenous factors) are also, in varying degrees, accepted as crucial, it is upon the teacher as learner that the spotlight has been turned, in Australia as in many other countries.

213. In the 'teacher professional development narrative', however, there are several gaps or discontinuities. By contrast with pre-specified, formal pre-service education, which is obligatory for entry to teaching, continuing learning or professional development is very largely a matter of choice – by schools and/or individuals. Where there are obligatory, student-free days in employment contracts, as is common in Australia, several or all may be used for professional development. But what happens in those days is highly variable and its quality is unknown in any systematic way. Much professional learning is in the teacher's own time, it may be at the teacher's cost and it is an additional requirement or challenge in an already heavy workload. While there may be a continuity in learning activities over time and by subject or themes, many are ad hoc. Pathways and connections between short courses and academic diplomas do exist as indicated above, and there are examples of close working relationships between universities and system authorities. These are not, however, the norm.

214. In the belief that the quality and standing of teaching as a profession require a sustained developmental effort focused on a mixture of advanced knowledge and highly skilled practice, a major national initiative is under way: the government-funded Commonwealth Quality Teaching Programme (CQTP). This very substantial programme ($159.2 million) was launched in 2000 and is planned to continue until 2005. A second national initiative is that of the MCEETYA Taskforce on Teacher Quality and Leadership, which is, as part of its current work programme, examining ways to develop a national framework for professional standards of teachers and teaching.

215. Overall, professional development tends to be episodic, kaleidoscopic even, and this is often treated as a strength. In some systems, however, there is a more structured approach to meet systemic priorities and to mobilise teachers. Whether – and if so how – professional development makes a significant difference to student learning outcomes has been a subject of speculation. It would seem odd to develop and fund regular and large-scale programmes if there were no impact, but measures have been lacking. To address this issue and as a project under the CQTP, the Commonwealth government has commissioned the Australian Council for Educational Research to undertake a research study, which is investigating the relationship and identifying examples of 'good practice', both national and international. The study is expected to be completed during 2003.

216. A third less visible, but highly potent, force, gathering momentum over several decades, is the self-managing, self-governing school as a base or centre for professional development and, indeed, for educational development more generally. Much of the strategic direction comes from system-wide priorities and central offices and is responsive to state and national priorities. The increasing professionalisation of teaching means that, within these very broad frameworks, more control will – or should – be exercised by schools including school networks, and teachers and their associations. This is evident in the way the CQTP is unfolding and is even implicit in the drive to determine and strengthen professional standards. A consequence of greater clarity and rigour in this regard is that teacher professionalism and autonomy should be enhanced, not diminished.

217. These three initiatives or trends do not provide a complete account of current and recent directions in professional development: there is great diversity of activity within all jurisdictions. However, they are indicative of the recent and current renewal of policy concern for enhanced professionalism and the sustaining and improving of quality in teaching.

3.5.2 Teachers for the 21st century: Making the difference

218. Teachers for the 21st Century: Making the Difference is an initiative of the Commonwealth government through its Department of Education, Science and Training (Department of Education, Training and Youth Affairs, 2000b). In scale and scope of projects, it is currently the most substantial and comprehensive national activity directed at professional development in any profession.

219. Teachers for the 21st Century was initially introduced over three years (2001–2002 to 2002–2003) with four key elements: Quality Teachers; Quality School Leaders; Quality School Management; and Recognition of Quality. Of the A$80 million available for the initiative over the first three years, A$77.6 million was from the Quality Teacher Programme. The Commonwealth government's 2002 Budget provided a further AUD$82.4 million for the QTP to continue the Teachers for the 21st Century initiative until June 2005. Implementation of the Quality Teacher Programme under the initiative has been refocused and rebadged for the period 2003–2005 as the Commonwealth Quality Teacher Programme (CQTP).

220. The main target groups for the first three years were teachers who completed their initial professional education ten or more years ago, casual teachers, and teachers re-entering the work force. Other target groups include teachers of Indigenous students, teachers in rural and remote schools and teachers in disadvantaged urban schools.

221. The CQTP aims to update and strengthen teachers' understanding and skills and, concurrently and through its impact, to enhance the status of teaching. The Programme is grounded in Australian and international research and the national agreement by State, Territory and Federal ministers on key goals for schooling (The Adelaide Declaration on National Goals for Schooling in the Twenty-first Century (Appendix 4)).

222. Common to all of these is recognition that sought-for improvements and changes in schooling are critically dependent on a higher quality of teaching, whether in classrooms, laboratories, libraries, on expeditions, field trips, exchanges, camps, club activities, extension activities, drama productions, outdoor education, sport and so on. This has been taken to mean that firmer and clearer expectations of teachers need to be set, the nature and quality of performance defined, and targeted professional learning provided. As noted above, the moves in Victoria and New South Wales to establish institutes of teaching, and in other States and Territories to strengthen registration procedures through Boards, have, as one of their goals, the establishment of threshold goals for all teachers. Moreover, teachers are expected to see themselves as learners, engaged throughout their careers in professional learning activities. It is important, in all of this, to maintain a broad perspective on teaching, learning and educational values.

223. The improvement of teaching is not a separate domain, but is intimately related to curriculum development, school management and leadership, and the systematic introduction of high quality resources for learning, including, but by no means restricted to, information and communication technologies. The keys to all this are targeted professional learning, but for full-time, committed career teachers, and the development of professional standards. Discussions, which include a common interest in professional standards, are being held among teachers' and principals' associations, teacher education institutions, the Commonwealth government and the State, Territory and other authorities responsible respectively for government and non-government schools.

224. The CQTP is being closely monitored and evaluated but final conclusions on its value and impact have yet to be drawn. The Programme has cast a wide net under the professional learning

element, with resources available to a very large number of schools and teachers across the nation. CQTP is operating in government and non-government schools alike. Given the target audiences, its character is mainly that of renewal or refreshment of knowledge and competence, in recognition of the demographic skewing of the teaching force towards older age groups and those with extended periods of teaching behind them.

Box 13: Quality Teacher Programme (QTP)

The Commonwealth government's Quality Teacher Programme, established in 2000, provides funding to strengthen the skills and understanding of the teaching profession. The primary target groups to date are: teachers who completed formal training ten or more years ago; casual teachers; teachers re-entering the profession; teachers of Indigenous students; teachers working in rural/remote and in urban disadvantaged area schools.

Outcomes anticipated for QTP are in updating and improving teachers' skills and understanding in the priority areas of literacy, numeracy, mathematics, science, information technology and vocational education in schools; and in enhancing the status of teaching in both government and non-government schools.

QTP has both State and Territory professional development activities and national strategic projects. Quite varied scales and patterns of activity have emerged in different States/Territories, including the degree to which activities are cross-sectoral within States/Territories. A strong emphasis on collaborative action and reflection has emerged, a focus on site-based issues, and a comparative absence of one-off activities.

Approximately 147 sub-projects were established at the State/Territory level. The total number of sub-projects varied as old projects were completed and new projects were initiated. Sub-projects fell into three broad groupings:

Subject-based sub-projects within the Priority Areas – Examples included literacy (early years focus, identification and effective intervention for students at risk; middle years, including efficient transition from primary to junior secondary years; literary practices across the curriculum for non-English teachers); science (support for introduction of new syllabi); mathematics (reshaping pedagogy in maths along more constructivist lines; ways of using ICTs to improve practice);

Process-based sub-projects – Examples included investigative (assessment of teachers' needs and interests, with particular reference to ICTs; exploring and mapping currently available resources); planning (whole-school planning processes as part of school improvement); integrated improvements in practice (integrating literacy and numeracy; catering for mixed abilities; learning styles; developing collegiality); site-based projects (by individuals, teams within schools, schools and clusters of schools; action learning for individual teachers; exploration of ways of change and improvement);

Sub-projects for teacher target groups – Examples included teachers of Indigenous students (ICTs in the Arts; early years literacy through use of multimedia); casual/relief teachers (participation in conference activity); re-entrants (mentoring re-entrants with emphasis on building ICTs skills); senior teachers (focus on departmental or faculty heads); materials development (professional development bank; teacher learning support network).

Types of activity were very varied, including:

Prevalence of mixed mode activity;

On-line or with digital media;

School-based action learning/action research;

Conferences, seminars/workshops;

Training trainers, facilitators, school project or team leaders;

Formally accredited courses of study towards VET, Masters or Graduate Diploma courses, although generally speaking, this type of activity has been a low priority.

Participation targets have been generally met or exceeded. There were an estimated 70,000 participants in 2002. Final participant numbers will be determined in mid-2003 when final reports are received from States and Territories, and are expected to exceed 128,000.

Note: This information reflects the nature of the programme during the period 2000 to June 2003. Arrangements for the continued funding to June 2005 provided in the May 2002 Commonwealth Budget are being reviewed.
Source: Department of Education, Science and Training, Quality Teaching Section

225. The injection of substantial Commonwealth funds into the improvement and recognition of quality teaching is additional to resources already available through State and Territory government and non-government authorities and individual schools, for both the specific targeted areas and more widely. While it can be assumed that a great diversity of professional development activities will continue in the future, both the increased emphasis being given to targeted initiatives and the moves toward system-wide standards and a national framework indicate a growing realisation that more strategic, longer term approaches are needed. More precise targeting is a response to shortages and imbalances in teacher supply, but also to declared system-wide and national priorities. No less important is recognition of the changing nature of the teaching profession. As noted above, for many teachers, a career-long perspective, extending from initial preparation to retirement, is not relevant. For large number of young teachers remaining in the profession for only five to ten years, for late entrants and for casual and part-time teachers there are other requirements to meet. For older teachers, increasingly, retirement is at about 55, when length-of-service considerations intersect with superannuation provisions. Data on the age profile and the lifelong learning thrust invite reflection on the meaning of career-long professional learning.

3.5.3 Toward a National Framework for Professional Teaching Standards

226. In mid-2001 MCEETYA decided to refocus its well established taskforce structure. Until then, taskforces had been set up on a more or less ad hoc basis to address single issues or themes. A collective decision was taken to more strategically focus continuing work on achieving the national goals for schooling, which had been worked toward and agreed through a succession of meetings from the mid-1990s onwards (see Section 1). A new, more strategic orientation led to the establishment of the Teacher Quality and Educational Leadership Taskforce (TQELT) among others. A key role for this taskforce is to consider how to develop a nationwide framework for professional standards for the teaching profession. Ministerial responsibility, under State/Territory legislation, extends to non-government schools as well as government schools, so the framework is expected to be inclusive.

227. These structural innovations in MCEETYA's work are, in the first instance, designed to improve initial entry and registration procedures. They have the potential to go much further as is shown, for example, in a current government school system pilot project in Queensland on enhanced teacher professionalism (voluntary standards); the Review of Teacher Education headed by Gregor Ramsey in 2000 (see below) and follow-up steps in New South Wales; the legislation establishing the Victorian Institute of Teaching and current policy agenda building on teacher professionalism in that State.

228. Specific professional standards, to the extent that they will be articulated and formally adopted, will be the responsibility of teachers through their professional associations and teacher employers at the State/Territory level. At this stage it is not envisaged that national standards, as such, as distinct from a broad framework, will be adopted, although that is a possibility many foresee in the future.

229. While it is too soon to say just what a national framework may comprise, there are emerging indications, from a variety of studies and reports, of the scope of professional teaching standards. In New South Wales, a committee chaired by Gregor Ramsey has examined in considerable detail the nature and use of professional standards as an instrument for achieving high quality in teaching (Ramsey, 2000). Among other features of this analysis is the proposal to move the design and implementation of professional development more toward teachers and schools, with employer support rather than direction. The aim is to create 'a culture of teacher learning' which would be active and teacher-focused. Goals, expectations, recognition and rewards, and resources would be central matters, while teachers themselves would take responsibility for their own learning. The decisive policy lever envisaged to achieve this is the establishment of a NSW Institute of Teaching, and it is primarily through this agency that statewide directions or structures for professional development would be put in place. Crucial to this is the concept of performance, or professional, standards which, while voluntary, would define quality targets for all stages of the teaching career, from pre-service to three in-service levels, viz. professional competence, professional specialisation and professional leadership.

230. Following the Ramsey Report, the New South Wales Government established a Teacher Education Review Taskforce to consider its recommendations and policy priorities were identified (Box 14). Subsequently, the Government established an Interim Committee for New South Wales Institute of Teachers and a Joint Committee on Quality Teacher Provision. The Interim Committee is drawing on both Australian and international sources in developing professional teaching standards that will describe the core work of teaching and will support the professional development and accreditation of teachers at four career stages. They include disciplinary/subject content; communication; fostering learning; assessing and evaluating; collaboration with peers, parents and community; and leadership. Following the lead of the Ramsey Report, standards are envisaged for each stage of the teaching career from initial selection, education, induction, registration to lifetime career development. The Joint Committee is to identify, develop and expand existing data sources with regard to the supply of quality teachers.

Box 14: Policy priorities arising from the New South Wales Teacher Education Review Taskforce

Commitment to quality teaching
Support for 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.

Source: Committee for the Review of Teaching and Teacher Education, 2002, Submission No. 141.

231. The action under way in New South Wales is not unique. Victoria has recently established an Institute of Teaching under State legislation and it is working to implement standards for registration. In Queensland, the long-standing Board of Teacher Registration has been working for several years on teacher quality and professional standards. Education Queensland, the government education authority, has drafted a comprehensive set of twelve standards for teachers. These link student learning and learning environments, priority areas of the curriculum, and community outreach in a framework of wide-ranging professional responsibilities expected of teachers. Work is in progress to ascertain teacher responses to the proposed standards. An evaluation of the 2001–2002 pilot has recently been completed (Mayer et al., 2002).

232. Most individual States and Territories, as well as the MCEETYA Taskforce, are now analysing the scope of teacher professional standards, ways to implement them and a range of associated issues. These include: whether, in a model of continuing or lifelong learning for teachers, attainment of standards should be mandatory beyond the stages of initial selection, education, induction and registration of teachers; whether they should be defined generically or more specifically; the different kinds of standard appropriate to different stages in the teaching career and the relationships of student learning (processes and outcomes) to the standards of teachers.

233. Many individual schools, both government and non-government and often with Commonwealth government support, have also made attempts to draw up their own statements of expectations of teachers' professional responsibilities. During the 1990s, working parties of teachers at The Friends' School in Tasmania, for example, drew up *Expectations of Teachers at The Friends' School, Teaching Ethos,* and *Values for Learning Statement.*

234. The teaching profession through its various professional bodies has itself greatly increased the momentum for a national standards agenda by developing subject specific standards through a number of its national associations: the Australian Science Teachers Association, the Australian Association of Mathematics Teachers, the Australian Association for the Teaching of English and the Australian Literacy Educators Association (Australian Science Teachers Association, 2002; Australian Association of Mathematics Teachers, 2002; Australian Association for the Teaching of English and Australian Literacy Educators' Association, 2002). The Australian Principals Associations Professional Development Council (APAPDC) has also undertaken work to identify the knowledge, skills and attributes required of a successful school leader. This research builds upon previous work undertaken by APAPDC, to describe a competency profile for Australian school principals. Similarly, peak bodies such as the Australian College of Educators, the Australian Curriculum Studies Association and the Australian Association for Research in Education have

sought to promote and advance the discussion around standards in a series of major forums and the release of a paper in September 2000: *Standards of Professional Practice for Accomplished Teaching in Australian Classrooms.* The Commonwealth government has supported these developments, as well as initially funding development of a *National Competency Framework for Beginning Teachers* (Commonwealth of Australia, 1996).

235. One key issue for the future development of the standards movement is the nature and uses of standards in enhancing teaching quality and learning outcomes; another is the relationship of standards to career progression, recognition and rewards. Policy makers are having to consider a diversity of models and a variety of concepts of quality in teaching. Recruitment and initial training and induction cannot be predicated for all teachers on a career trajectory extending thirty or more years into the future.

3.5.4 The self-managing, self-governing school as a centre for professional development; Leadership by schools and school personnel

236. Earlier in this document, devolutionary and steering policies of several of the State and Territory departments have been shown to pose new challenges for schools and teachers. Many previously highly regulated and centrally controlled decisions are now the province of the school. For several decades, the school itself, as the most appropriate site for professional decisions, has been advocated and analysed, with reference to decisions on curriculum, staffing, resource allocation, assessment and others, and responsibilities have been gradually transferred to, or assumed by, schools. This trend has been reinforced and in part inspired by the findings and conclusions of research and academic studies, in numerous school-level and school-based projects (Caldwell and Spinks, 1992). The school effectiveness movement, criticisms notwithstanding, has given the school a prominence in decision making, in reaction to earlier research findings that schools did not/cannot 'make a difference'. The school leadership movement has thrown the roles of teachers, as well as principals, on to the front stage. The school itself thereby becomes a site of professional development, not by virtue of named courses, but as a culture of professional learning, or a centre of analysis, reflection and creativity. Wherever independent schools have enjoyed this freedom to innovate and create (although many have not taken advantage of it), the gradual shift towards the self-governing public school provides opportunities for enhanced professionalism on a much wider scale.

237. It is in the belief that schools do indeed make a difference – and can be supported to do so – that devolution has proceeded apace. Increased financial and management responsibilities, school-initiated and school-controlled staff development, engagement with universities in initial teacher education and increasing involvement in the recruitment and career advancement of teachers are among the manifestations of this belief. There are sceptics, who point to the external constraints and pressures that circumscribe schools' zones of freedom, but the movement appears to be steadily gaining ground.

238. Ensuring that school managers, principals and teacher leaders are suitably qualified and trained for these more diverse and responsible roles, is the subject of current programmes in Australia at both State/Territory and national levels. Numerous conferences, reports and publications on leadership, including participation in international symposia, testify to Australia's current, active engagement with leadership issues (Thomas, 2000; Crowther, Kaagan, Ferguson and Hann, 2002). In Australia, one of the four components of the Commonwealth government's policy initiative, *Teachers for the 21st Century: Making the Difference*, is Quality School Leaders; another is Quality School Management. The MCEETYA Taskforce, working on issues surrounding a national framework for professional standards, is also looking at ways to better support school

leaders in their roles. Since the second half of the 1990s, principals from all sectors and all levels have been brought together under the auspices of the Australian Principals' Associations Professional Development Council (APAPDC), supported by Commonwealth funding. They have found they have much to learn from those working in other sectors and in different types of schools.

239. A consequence of enhanced school leadership responsibilities is national level moves to establish leadership training and a forum or an institute of school principals. Programmes of leadership training have become common in all systems and sectors, both government and non-government. Leadership is not confined to schools, but it is school leadership that is the central theme. The theme extends beyond principals to teachers and to students as leaders.

240. There are, however, counter tendencies, in that devolution has been accompanied by central control mechanisms or forms of framing and steering which direct school activities. Who are the leaders, in reality? Some commentators regard standardised testing in this light and also adduce monitoring and reporting procedures, state-wide curricula and moves to define and institutionalise acceptable professional standards. From the professional development perspective, they may appear to be either constraints on the self-managing school, or challenges to define new, mutually acceptable sets of school–central office relationships and to sharpen the focus of school-level professional development activities.

3.5.5 Committee for the Review of Teaching and Teacher Education

241. In 2001, the Commonwealth government issued a report on national strategies to foster innovation in the economy, *Backing Australia's Ability* (Commonwealth of Australia, 2001), one of whose long-term targets is to increase the numbers of talented people who are attracted to teaching as a career. In particular, the fields of science and technology education were singled out. The Commonwealth established a Review of Teaching and Teacher Education in 2002, whose purpose, in consultation with State and Territory governments, is to identify the skills and support needed by teachers and, more broadly, to build a culture of continuous innovation at all levels of schooling. The Review has been set comprehensive terms of reference and a demanding timetable, in the expectation that its findings and recommendations will be available in mid-2003 (Box 15). A large number of submissions (over 140) were received during its first phase and consultations with a wide variety of organisations and individuals are continuing. It is significant that many of the submissions have argued that the problems encountered in recruiting and retaining science, mathematics and technology teachers, while specific to their fields and the labour market, are to be found in other subject areas and at both primary and secondary stages.

242. It is evident that the Review of Teaching and Teacher Education has attracted a great deal of interest, heightened by the concurrence of its operations with the MCEETYA Taskforce, the Quality Teacher Programme and other recent and current studies and projects on teacher quality, teacher professionalism and related themes.

Box 15: Terms of Reference for Commonwealth Review of Teaching and Teacher Education

The review will:

1. Build upon comprehensive work that analysed teacher supply and demand undertaken by the then Commonwealth Department of Education Training and Youth Affairs (DETYA) under the auspices of MCEETYA;

2. Draw upon recent literature and initiatives to describe the teaching skills needed to develop a culture of lifelong learning and innovation in Australia's school students;

3. Explore the impact of innovative pre-service and in-service education programmes on the development of teachers' pedagogic practices, to enhance their students' appreciation and capacity for learning, creativity and innovation, with particular emphasis on the fields of science, technology and mathematics;

4. Map current skills and propose strategies for equipping teachers with the knowledge and skills to create an innovative learning culture amongst their students;

5. Examine leadership practices that attract and retain teachers, especially in the areas of science, technology and mathematics;

6. Produce an interim report, by end 2002, on strategies to attract and retain science, technology and mathematics teachers in Australia's schools; and

7. Produce an innovation action plan for the school sector by mid-2003. This action plan will encapsulate a shared understanding of the school exit outcomes necessary to equip school graduates for the knowledge economy and society. The action plan will consider the current situation and future scenarios

Source: Committee for the Review of Teaching and Teacher Education, 2002.

4. CONCLUSION: OVERVIEW AND EMERGING ISSUES

4.1 The career of teaching in a new context

243. Models and concepts relevant to the actual conditions and circumstances of teaching refer both to the sequential (or interrupted) nature of the teaching career and to the values, as well as the kinds of expertise, teachers display. From data analysed in this report, it is evident that not all, or even most, teachers will enter the profession in their early twenties and remain until reaching the traditional retiring age. Retention and mobility are becoming central themes in recruitment, initial training, employment and professional development policies. However, while mobility is a point of policy reference, the issues to which it gives rise are far from straightforward. Conditions in teaching and in initial training are not always attractive to people with other experience, including those who may have started teaching years earlier and then moved out. A question that has been posed is whether there could be more incentives to attract mature age people especially to fill vacancies in a particular subject or to provide for needs in rural and remote areas. Concern about highly competent teachers leaving after five years or so could result in even more flexible policies than at present, in coming to terms with moves in and out of the profession at different career stages. Policies and perceptions of 'effectiveness', appropriate to these aspects of professional mobility, may need to be more open and reflective than in the past.

244. Employment that is contractual and time-sharing is becoming more common in the labour market generally and in teaching. Teacher policies are, therefore, having to embrace a highly diverse labour force. Fresh thinking about career planning and professional development is required in teaching, as in other fields, and this is recognised in Australia. In practice, however, much of the current work on quality and professional standards is focused on entry thresholds and on the needs and interests of full-time, lifetime career teachers. With large numbers of younger teachers remaining only a relatively short time in the profession, and others entering at a later age from other professions, it is coming to be accepted that old certainties about the teaching career no longer hold. This does not mean a *laissez-faire* response, since mobility itself is partly a function of existing policies and practices. Aspects of these are regarded by many teachers as unsatisfactory – for example the career structure for practising teachers, the relative status of the profession, and the accumulation of administrative chores and work loads, including coping with welfare issues (MCEETYA/TQELT 2002e, and g, preliminary analysis, unpublished).

245. Mobility, retentiveness and attrition, teacher attitudes and expectations are being extensively studied in Australia. The debate about mobility and other themes explored in this report can be well anchored in an expanding volume of data relating to the present situation in schools. However, presuppositions about schools and schooling are themselves under challenge not, as in the 1960s and 1970s, from 'de-schoolers', but from within the educational mainstream. While the predictions that technology-based learning will revolutionise learning ('space-free/time-free') have yet to be fulfilled, there are numerous structural and pedagogical innovations which cast schooling itself in a new light.

246. Belief is eroding, in Australia as in other countries, that the school as traditionally planned, organised and funded will be the sole or even the dominant model for the future (OECD, 2001). Of the three scenarios projected by the OECD study (the *status quo* extrapolated; re-schooling; de-schooling), most schools would find themselves bureaucratically located either within the second (their aspiration as 'core social centres' and as 'focused learning organisations'), or the first (constrained or market driven). But there are some moving towards the third as learning networks, drawing on a very wide array of learning opportunities in society. The point is not, however, where schools locate themselves against one or other scenarios, but how well equipped teachers are to

analyse trends and issues and to project desirable futures. Australian teacher policy is directed at strengthening the knowledge base and analytic skills of teachers as well as their pedagogical competence in practical terms. It is recognised that the recruitment, education and professional roles of the teacher will be conditioned by changing forms of knowledge and skill, ways of accessing and acquiring them and increasing diversity in settings for and ways of learning. The knowledge society has, as its core, not just the growth and flux of knowledge, not just its economic applications and uses, but the processes of learning and teaching. The transformations they may effect are no longer regarded as the specious outcomes of teacher radicalism, but as proper concerns of national policy. In order to 'back Australia's ability', to foster creativity and innovation, lifelong, community-wide learning is seen as necessary. Only a dynamic, creative, learning-centred teaching force can achieve this.

4.2 Attracting and recruiting to teaching

247. Opinion in Australia is divided over the attractiveness of teaching as a profession and its ability to recruit people of outstanding quality, especially to areas of scarcity. For a number of years during the 1990s there were disagreements over whether or not there was a looming supply-side crisis. There has been some resolution, since there is now substantial evidence of the need to recruit large numbers of teachers over the next decade, due in the main to the age profile of the present teaching force and the need for kinds of expertise, now in short supply. On the other hand, after years of difficulty in recruiting highly qualified young people, there is recent positive evidence of numbers of applications from well qualified candidates exceeding available places in pre-service education. The policy questions surfacing in the debate are, first, whether sufficient additional places will be funded and capacity enlarged in universities, second, whether the increased flow of applicants in areas of scarcity will match requirements and be sustained, and third, whether those talented people will wish to, or can be, retained in the teaching profession (and if so, for how long they will continue to teach in their specialist subject domains). Public policy will have a major impact on employment and promotional opportunities in teaching, hence on attractiveness and retention. Current work by the MCEETYA Teacher Quality and Educational Leadership Taskforce, the Commonwealth Review of Teaching and Teacher Education, and numerous policy initiatives and studies by the Commonwealth, States and Territories express not just concern, but a determination to study and analyse the phenomena, and to gain a much clearer picture than hitherto of the demand and supply dynamics. The conditions seem ripe for further policy initiatives to address concerns over attraction and retention.

4.3 Pre-service education of teachers

248. Two issues stand out, one well documented and widely discussed, the other less conspicuous, but perhaps of deeper significance. The first issue, raised in Section 4.2 above, concerns the capacity and readiness of governments and universities to increase the number of teacher education places to ensure that the supply of well educated graduates is sufficient to meet demand. This is not straightforward, since the issue of increasing teacher education places cannot be addressed in isolation from other professional fields, the overall profiles of the universities and the mechanisms governing operations of the Higher Education Contribution Scheme, whereby the federal government effectively funds places. Nor is it clear that simply increasing the number of pre-service students is a solution, since, in Australia today, there is already a large pool of qualified teachers who are not employed as teachers. Also, the low percentage of those recruited to pre-service training, who are ultimately employed as teachers, calls for analysis of the selecting–training–registering–employing process. It should be noted that the current Commonwealth Government Review of Australian Higher Education would be expected to have an impact on funding and places in universities (Commonwealth of Australia, 2002b).

249. Many young graduates take up teaching posts in other countries and others leave teaching after only five to eight years. For these reasons there is strong advocacy of a richer policy environment constructed around the concepts of attraction and retention: salaries; conditions of service; career restructuring; overall job satisfaction; and opportunities for continuing, fulfilling professional learning. Advocacy, however, is not be grounded solely in a model of a lifelong career in teaching. It acknowledges mobility and the needs to incorporate a close understanding of how pre-service training impacts upon career expectations.

250. Thus the second, less conspicuous, issue is the quality and relevance of pre-service education. A stream of (often mild) criticism underlies discussions of pre-service education. In response, several major innovative programmes have been put in place, and elsewhere many additions and adjustments made, to address these concerns. Teacher employer authorities, and bodies such as institutes of teaching, play a role in this regard, working with providers of teacher education to establish curriculum requirements and arrangements for the integration of practical and theoretical components of teacher education.

251. While there is not a widespread movement to shift more responsibility for teacher education to schools, changes in, and called for, to the practicum, internships and other reform proposals indicate that the balance may need a more substantial adjustment. This view has been publicly expressed, for example, in the influential Ramsey Report in 2000 and in statements by the body of school principals. It appears to be an underlying consideration in the frequent allusions to competence, performance, professional standards, quality, and effectiveness, particularly in current moves to establish professional standards regimes.

252. But it would be a mistake to treat current interest in quality and standards as entirely a function of recent insights into the requirements of the knowledge-based economy and the post-modern society. During the past 30 years in Australia there has been a succession of national initiatives to raise educational standards in schools and to strengthen and support teaching and teachers, including pre-service teacher education. In the first half of the 1970s, several new Commonwealth education agencies were established, among them several subject committees (e.g. Social Science, English and Asian Studies), the Schools Commission, the Curriculum Development Centre, the Education Research and Development Committee and commissions for tertiary education and TAFE. The States and Territories initiated numerous innovations and policy changes. New structures were put in place in a quest to meet a national mood of expectation and confidence in reform. Characterised by Connell as the most fruitful quarter of a century in Australia's educational history until that date, the period from 1960 to 1985 witnessed a transformation whose impact is still being felt (Connell, 1993). The majority of Australia's now ageing teaching force were school students, trainees, or young teachers during this quarter century. Whether conscious of it or not, they were exposed to movements, ideas and forms of educational practice many of them different from what their parents and teachers experienced in the previous generation. The present education agenda in Australia recapitulates many of the themes of that period, albeit in the very different economic, social and cultural setting of the early twenty-first century. There is a preoccupation with current shortages and projections of demand and supply, but after a quarter of a century of change in the pre-service education of teachers, in basic structures, length and content of programmes and an overall raising of requirements there are suggestions that a reappraisal could be in order. The introduction of major innovation is one kind of evaluative commentary. The current Commonwealth Review of Teaching and Teacher Education will provide another – on what has been achieved and where change may be needed.

4.4 Career-long development: defining standards, affirming quality

253. Professional development and teacher quality have been recurring topics in education policy making and the subject of numerous, varied initiatives. Both Commonwealth and State/Territory agencies have for several decades undertaken and supported quite substantial professional development programmes, mainly for teachers already in service. Towards the end of the last century a National Board of Education, Employment and Training structure was put in place, including both a Higher Education and Schools Councils. The work of the earlier agencies was either absorbed by the Board and its Councils, carried forward in restructured bodies or assumed by the Commonwealth Department of Education. Major new programmes were funded for teacher professional development and inquiries set up into various aspects of teaching and the teaching profession. In 1998 the Australian Senate reported on the status of teaching in *A Class Act* (Australian Senate, 1998).

254. Dating from about the same period, the greatly enlarged scope of collaborative work carried out by MCEETYA has signalled renewed interest in national co-operation and national agreements. By the beginning of the twenty-first century, it had been realised that the yield of earlier funded projects and a succession of national structures to foster and support high quality education and teacher professionalism, while substantial, was insufficient. From within government, the teaching profession and the academic community there is a growing acceptance of the idea that more comprehensive, longer term strategies and structures are needed. The MCEETYA Taskforce on Teacher Quality and Educational Leadership is building on those foundations. 'Professional standards' is an idea that has attracted much interest in this context and is the single most prominent construct in policy work on teacher registration. It could become equally potent in future in the articulation of strategies for lifelong, professional learning by teachers.

255. There is currently a ferment of ideas and activity, including most notably the substantial investment in professional development through the Commonwealth government's QTP. At this stage it is not possible to determine just how far and in what ways the sought for dynamism and quality improvement will pervade the whole system. Evaluation studies currently in progress will throw light on this issue as well as demonstrating more immediate effects. The programme is already giving a major impetus to professional learning, demonstrating a high degree of engagement by teachers in schools and networks of schools with a very wide array of professional issues.

256. The direction of many of the proposals for the future of teaching is closely aligned with changes in the economy and society and with a growing consensus on strategies to address these changes. Education is not, however, immune from a highly uncertain international environment or from the domestic political agenda. Key recurring points are that, for the knowledge-based society and for a more equitable sharing in the benefits of growth, schooling, hence teaching of the highest quality, must be sought, fostered and supported. This means a continuing focus on teacher quality and standards.

257. 'Professional standards' typically refers to the content or subject matter knowledge of teachers, their communicative capability, their ability to organise, monitor, assess and evaluate learning and their practical competence as managers of learning in the school and the classroom. This is the thrust of much of the work now proceeding in the institutes of teaching and registration boards and in the MCEETYA Taskforce.

258. However, it is recognised that there is more at stake than this, in the pursuit of the knowledge-based society and an innovative culture. In the course of the current moves to establish institutes of teaching and to define standards, teachers' ethical standards and values have also been

identified, not prescriptively, but as an issue requiring attention. This is a sensitive issue and there is little evidence that it has yet been examined in any depth.

259. In the national statement on agreed goals for schooling, in a variety of projects, in State and Territory aims statements and in individual school prospectuses, the cultivation of values is universally declared to be an important issue. Notably in the Catholic school system, in the Lutheran system and in numerous other schools and groups of schools established on religious principles, it is expected that teachers will themselves subscribe to, and foster, spiritual and moral values, even when the specificity of these values is an open question. A further issue is that there are challenges to the practice of discriminatory employment. Schools with the necessary authority to do so may still be unable to recruit whomsoever they wish, even when there is a ready supply. The implementation of a regime of professional standards is bringing such issues to the surface. They are no less relevant to public schools in a secular age than to schools operating on, or derived from, religious principles.

4.5 A postscript on effective teachers and effectiveness in teaching

260. It is self-evident that teachers should be effective. The employment of ineffective teachers may, at times, be justified, to address acute shortages or crises, in which case their function is more that of monitors, carers or charge hands than educators; minimum standards would still have to be met. So, in the title of the OECD activity, is the use of the term 'effective' intended to be anything more than a rhetorical device, providing a touch of gravitas to the inquiry?

261. Except in regard to the identification of wholly ineffective teachers and action, either to enable them to cross an effectiveness threshold, or to leave the profession, the issue is not that of effective versus ineffective teachers, but of degrees of effectiveness, in other words, quality or standards. This means setting policy targets on ways of increasing effectiveness and improving quality, in the profession as a whole and in specific areas. Thus, in Australia today, the Quality Teacher Programme has targeted teachers who have been in the profession for some ten years, who need to work their way into new subject matter, knowledge domains and pedagogy. Similarly, several years of debate, together with a number of projects by professional and academic groups, are culminating in the deliberations of the MCEETYA Teaching Quality and Educational Leadership Taskforce, and recent developments affecting teacher registration likewise signify a commitment to a more vital and competent teaching profession.

262. Behind such initiatives are a mixture of tacit beliefs and assumptions about effectiveness and declared targets and strategies constituting an effectiveness agenda. There is often a tendency in programme development to assume that we know what effectiveness is, and to concentrate on how best to bring about improvements in the context of specific problem areas (e.g. raising literacy standards in primary schools; improving school retention rates, or having more students continue into advanced studies in mathematics etc.). This approach is essentially that of deciding which problem areas need attention and adopting promising innovations or well-tried procedures ('ways and means') to address them.

263. A 'ways and means' approach does not exhaust the issue of effectiveness. Because effectiveness is problematic and contestable, it leads inevitably to questions about the nature of good teaching and educational values and purposes. This question is debated in teacher education institutions, in teachers' professional associations, in teachers' unions, and in school staff rooms and views about them inform policy making.

264. The present report has drawn upon numerous recent and current policies, programmes, and other initiatives, that have been designed and are being implemented to strengthen teaching and to maintain or improve the quality of teaching and learning in Australia. Apart from periodic discourses specific to the topic in question, more generic issues about purposes and values in teaching are commonly taken for granted. with attention focused on fitness and appropriateness of action. Thus 'effectiveness' is taken to mean the fitness or appropriateness of procedures for recruiting, selecting, educating, employing, resourcing and supporting people to do whatever may be entailed by 'teaching'. The questions have to do with the adequacy of policies and procedures and the test is the pragmatic one – do they work? Criteria against which these 'ways and means' are themselves to be judged are not always explicit: they, too, are part of the given or unproblematic situations.

265. For Australia today, although there are different views, including trenchant critiques, four conclusions, overall, stand out: Notwithstanding many critical observations, there is a reasonable level of satisfaction with what might be termed the sphere of operations – what is already in place, being achieved or seen to be needed. This is an inference drawn from the material of the present report and the inquiries conducted in its preparation. Some researchers would wish to qualify this conclusion. But despite specific classroom and school problems, supply difficulties, concerns about future recruitment, and so on, there is not a sense of national crisis; rather there is overwhelming evidence of purposeful activity directed at topics of major national concern.

266. Specific areas of concern have been identified and are being studied, monitored, researched and reviewed and resources are being targeted to meet declared need. These include the supply of teachers in areas of shortage such as science, mathematics and technology and the quality of teaching in these fields, the standard required for registration as a teacher, resources for teacher education and the currency of knowledge and pedagogical skills among longer serving teachers.

267. There is a lively national dialogue and debate, including both formal, funded evaluation studies, a very active conference culture, Taskforces and study groups. The dialogue encompasses practitioners in the field, policy makers, researchers and scholars, government officials and others. Where it may be less strong is in close, continuing engagement with major community interests, parents and students.

268. There are some areas of concern for which there is widespread recognition of the need for further policy attention. Induction and the experience of the first years of teaching, together with career-long, systematic professional development fall into this category.

269. The foregoing discussion refers to 'effectiveness' as the fitness or appropriateness of policy and action for whatever are taken to be the purposes of teaching and the qualities of the effective teacher. The explicit purposes of teaching are, at this level, determined by national and jurisdictional statements of educational goals – such as the *Adelaide Declaration on National Goals for Schooling in the Twenty-First Century* (Appendix 4), by systemic aims statements, by policy documents on curriculum, by declarations about desirable pedagogical practice, by examination and assessment requirements, and by individual schools or departments. There is no shortage of such material in Australian education and teachers collectively can be in no doubt about the formal requirements of effectiveness in teaching. Whether they are adequately educated, resourced and supported to meet these requirements is, as we have seen, debated, but the evidence overall points to kinds of provision and level of resourcing which are, at a minimum, satisfactory and often very much more than that.

270. ‘Effectiveness’, however, is not disposed of solely using a means – ends analysis, with the ends treated as given or settled by some external authority. Teachers themselves have educational values, ideals and aspirations beyond, or perhaps even at odds with, the formal, systemic requirements of employment. Teacher satisfaction surveys and research on teacher expectations – and expectations of teachers – reveal a rich and varied array of educational beliefs and aspirations, of satisfactions and discontents. These form part of an analysis of teacher effectiveness.

271. Two examples from the contemporary international literature on the elements of good teaching and successful teachers serve to summarise what is, in effect, a quite ancient tradition of scholarly generic inquiry into teaching and analysis of the elements of good teaching and the qualities of the successful teacher. A reasonable inference from the various written and oral sources used in preparing the present report is that there would be wide support in Australian education for these statements. There are differences in emphasis and priority according to context, as noted below, and much debate about conditions that sustain or inhibit their realisation in practice.

272. First in the accounts of teaching is the ‘personal qualities of the good teacher’, analysed discursively and normatively from the perspective of humanistic learning (Banner and Cannon, 1997). Effective, successful, good teachers (the terms are used interchangeably) display:

- Knowledge and learning (as a lifelong activity);
- Legitimate authority grounded in knowledge;
- Ethics, in the sense of acting in the students’ greatest good;
- Order, in the sense of clarity of purpose and exercise of authority and leadership;
- Imagination, in the sense of an ability to help students ‘transcend their own lives’ (p. 68) and to play with ideas and knowledge;
- Compassion, a profound concern and empathy;
- Patience, entailing ‘fortitude, tolerance, and equanimity’ (p. 101);
- Character – ‘drawing out of themselves the traits of character – the traits of their moral nature – that will accommodate and enhance their students’ learning’ (p. 108);
- Pleasure – ‘It is difficult to imagine effective teachers who do not have an abiding fascination with their subjects, who do not love being among students, and who do not gain fulfilment from nourishing others’ minds and lives’ (p. 121).

273. Effective teachers, on such an approach, display these traits systematically, to the extent that they form a deeply seated professional self-image and way of life. The objects of enlightened policy are to recruit people with such aspirations, capabilities and potential, to cultivate and develop them through pre-service education, to ensure the conditions for their exercise in schools and to sustain and foster them throughout their teaching careers. On the other hand, each of these elements may be used as a criterion against which teacher policies and conditions in schools may be assessed. A commonly stated reason for leaving the teaching profession prematurely is that conditions are not conducive to effectiveness, so defined.

274. A second perspective on what is (good) teaching is that of the noted American researcher on teachers and teaching, Lee Shulman, who, in outlining major research modes and traditions relating to teaching, conceptualises good or effective teaching, not by identifying personal traits or elements, but by identifying areas for cultivation and disposition of professional knowledge and expertise:

- Behaviour – effectiveness is evidenced by teacher behaviour and student learning outcomes (Shulman treats this as an inadequate, reductionist view of 'effectiveness');
- Cognition – teachers as 'intelligent, thoughtful, sentient beings, characterised by intentions, strategies, decisions and reflections';
- Content –the nature and adequacy of teacher knowledge of the substance of the curriculum being taught;
- Character – the teachers as moral agents, deploying a moral-pedagogical craft;
- Teacher knowledge of, and sensitivity to, cultural, social and political contexts and the environments of their students. (Shulman, 1992)

275. In Australia, the basic knowledge and competence teachers are expected to acquire and use are often defined as a triad: subject matter knowledge related to curriculum content, either broadly defined (for primary school teachers), or as two or more specialist subjects (for secondary school teachers); pedagogical skills, and general education. This has been elaborated, for example, by Turner-Bisset (2001).

Box 16: Model of Knowledge Bases for Teaching

Substantive subject knowledge
Syntactic subject knowledge
Beliefs about the subject
Curriculum knowledge
General pedagogical knowledge
Knowledge/models of teaching
Knowledge of learners: cognitive
Knowledge of learners: empirical
Knowledge of self
Knowledge of educational contexts
Knowledge of educational ends
Pedagogical content knowledge

Source: Turner-Bisset, 2001, p. 13.

276. This is a broad, comprehensive set of requirements and expectations which, in one way or another, pre-service programmes of teacher education and monitoring and evaluating procedures used to gauge suitability for teaching, induction and performance, address.

277. However, surveys of 'successful' teachers may present a narrower view. Ayres, Dinham and Sawyer (2000) studied successful senior secondary teachers in New South Wales, identified as successful from their students' confidential external examinations data. That is, teacher success defined by student examination success. Observation of classroom practice by this group of teachers showed:

- A climate of mutually reinforcing high expectations, held by staff and students;
- Teachers 'knew' their students (as people, and from assessment); and students 'knew' them in return (keeping appropriate professional distance);
- Use by teachers of more strategies than they could recall at interview;
- A 'success triangle' of content knowledge, pedagogy, and curricula/Higher School Certificate [examination] knowledge underpinning teacher and student success;
- A demonstrated passion for their subject area, a belief in its importance for students, and a connection with their 'parent' profession (e.g. art teachers practising their own art);
- Faculties and teams of teachers played a more significant role in the 'success' of individual teachers than anticipated (e.g. through setting a suitable climate, planning, developing resources, sharing, mutual feedback, and 'referral' of students to each other for assistance);
- A predominance of teacher-directed but student-centred learning;
- Informal, friendly learning environments, characterised by order, purpose and a high level of 'time on task';
- Frequently, a rapid pace of lessons, with in-class face-to-face contact time seen as central and precious;
- Notes made in class, often in small groups and with frequent teacher feedback, providing understanding and 'ownership';
- Prevalence of community learning and group work, but balanced by independent learning;
- Consensus over the importance for student success of sound foundation learning in earlier years of secondary education;
- Identification by teachers of their own professional development needs – often with a mentor – and operationalisation of a personal professional development plan. (Dinham, 2002a, p. 2)

278. Effective teaching is not just about efficient ways of achieving pre-established goals and meeting existing socio-cultural expectations, but has creative, critical purposes and values, covering a wide spectrum of human and social development. 'Successful' or 'effective' teaching is often equated with examination success by students, with the inculcation of the norms and mores of particular sub-cultures, or with employment and other economic outcomes. All of these are relevant, but none is sufficient in itself and there is a risk of distortion of wider educational purposes and values when any one, or combination of these factors becomes the dominant motif. Just as 'effectiveness' is more than a means to some pre-determined end, so also it needs to be analysed in the context of the broad, inclusive aims of education and goals of schooling.

279. All of this is to highlight the complexity of the issues that must be addressed in analysing teacher effectiveness. Amongst a number of recent studies, the Queensland School Reform Longitudinal Study notes this complexity (Queensland Government, 2001). There are other insights than those of the profession and the adult world. Almost the last word should go to students. When asked to identify the attributes of an 'effective' teacher, their collective voices produce the following:

Box 17: Student Views of an Effective Teacher

From the student perspective, the ideal/effective teacher:

Relations with students
communicates well, relates easily to students;

understands and is interested in students and their needs (a 'caring' attitude);

understands and accepts that not all students are equally interested in a given subject;

has a sense of responsibility toward students (e.g. returning assessments promptly);

takes an interest in students' lives beyond the classroom;

achieves a relationship of mutual respect with students;

is not obsessive regarding rules and regulations ('kid savvy');

Personal traits
is well organised, not slack or vindictive;

is optimistic, funny, friendly;

is someone who gains students' respect;

is capable of coping with problems;

uses language which is easy to understand;

Approach to teaching
has a confident, happy and contemporary style of teaching (tries different methods; structures teaching to accommodate different needs);

shows commitment to teaching;

is able to make the work interesting, lively and relevant;

has a good depth of specialist subject knowledge combined with a broad knowledge base (i.e. someone who knows what they are talking about);

is able to get *all* members of a class interested and involved (captivates class; makes students enjoy study);

connects the curriculum to the world of the student;

recognizes and supports difference among students;

is able to control the classroom, while being fair and promoting enjoyment.

Source: Drawn from: (1) views of small sample of Victorian junior secondary students, (aged between 13 and 15 years) undertaken for this study; and (2) Lingard, Mills, Martino and Bahr (2002).

280. There are many parallels between what students identify as the traits of an effective or good teacher, and those presented by educational researchers and scholars.

281. Education for a multicultural democracy such as Australia's does repose either on teacher neutrality or indifference to social and cultural values. This is a sharply accentuated challenge for a multicultural democracy in an era of renewed global tensions and open debate on a very wide range of social and cultural issues. There is a strong sense in the wider Australian community and among

commentators in the public domain that education, hence teaching, can do more to sensitise young people to the dilemmas of contemporary life, and to sustain and develop ethical, moral and spiritual values. These concerns are manifested in anxiety over social and behavioural problems among children and young people and in widespread community support for education which sustains human and social development, broadly conceived.

282. While the needs are widely affirmed, there is a profound challenge to define appropriately broad and inclusive standards of student learning, as well as teacher professionalism and to focus policies of recruitment, training, registration and professional development accordingly. The concept of standards, hence of 'effectiveness', in teaching is thus multi-dimensional and it is problematic. Called into question are not only ways of teaching to foster and facilitate learning among all students. The nature, value, outcomes and consequences of learning as perceived by individuals, families, social groups and the wider community themselves adjudicate teacher effectiveness and pass judgment on the standards.

GLOSSARY

ABS	Australian Bureau of Statistics
ACE	Australian College of Education
ACT	Australian Capital Territory
ACTU	Australian Council of Trade Unions
ACU	Australian Catholic University (ACU)
AEU	Australian Education Union
ANTA	Australian National Training Authority
APAPDC	Australian Principals Associations Professional Development Council
AVCC	Australian Vice-Chancellors' Committee
BAA	Backing Australia's Ability
BHP	Broken Hill Pty Ltd
BLM	Bachelor of Learning Management
CAE	College of advanced education
CQTP	Commonwealth Quality Teacher Programme
DETYA	Department of Education Training and Youth Affairs, Commonwealth
DEST	Department of Education, Science and Training, Commonwealth
FTE	full-time equivalent
HECS	Higher Education Contribution Scheme
ICT	Information and communication technologies
IEU	Independent Education Union
LOTE	Languages other than English
MCEETYA	Ministerial Council for Education, Employment, Training and Youth Affairs
NCVER	National Council for Vocational Education and Research
NSW	New South Wales
NT	Northern Territory
OECD	Organisation for Economic Co-operation and Development
PD	Professional development
QLD	Queensland
QTP	Quality Teacher Programme, Commonwealth
RPL	Recognition of prior learning
SA	South Australia
S.Step	Self-Study of Teacher Education Practice
TAFE	Technical and Further Education

TAS	Tasmania
TIMSS	Third International Mathematics and Science Study
TQELT	MCEETYA Teacher Quality and Educational Leadership Taskforce
VET	Vocational Education and Training
VIC	Victoria
WA	Western Australia

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APPENDIX 1

National Advisory Committee Members

Ms Georgina Webb, Committee Chair and National Co-ordinator for OECD Education Activity,

Director, Quality Teaching Section, Commonwealth Department of Education, Science and Training.

Professor Steve Dinham, Chair of Teacher Education, Pedagogy and Professional Development, School of Education, University of New England.

Mr Paul Leitch, Director, Workforce Capability Branch, Education Queensland.

Ms Helen Paphitis, Principal, Salisbury High School, South Australia.

Dr John Roulston, Executive Director, Association of Independent Schools of Queensland.

Mr Chris Thomson, Secretariat Director, MCEETYA Teacher Quality and Educational Leadership Taskforce, Department of Education and Training, Victoria.

Ms Di Weddell, Manager, Review of Teaching and Teacher Education, Commonwealth Department of Education, Science and Training.

APPENDIX 2

Organisations consulted as part of this study

Association of Independent Schools of Queensland

Association of Independent Schools of Victoria

Australian Catholic University

Australian Council for Educational ResearchAustralian Education Union

Catholic Education Commission, Australian Capital Territory

Catholic Education Commission, Queensland

Catholic Education Office, Melbourne

Central Queensland University

Deakin University

Department of Education and Training, Victoria

Department of Education, Youth and Family Services, Australian Capital Territory

Education Queensland

Learning Network QueenslandNational Council of Independent Schools' Associations

Queensland University of Technology

Teacher Education Review Committee and Secretariat, New South Wales

The Geelong College

University of Melbourne

University of Queensland, Graduate School of Education

Victorian Institute of Teaching

APPENDIX 3

Teleconference of Teachers Undertaking Advanced Study, 9 December 2002 – Participants

Doctoral students at Deakin University

Damian Blake, Deputy Principal, Salesian College, Sunbury, Victoria.

Alberto Rizzo, Learning Technologies Consultant, Melbourne Grammar School, Victoria.

Dirk Wellham, Dean of Studies, Southport School, Queensland.

Michael Wylie, Head of Curriculum, Kardinia International School, Victoria.

Doctoral students at Central Queensland University

Gaye Hallam, Secondee from Education Queensland to Bachelor of Learning Management Team, Central Queensland University.

Irena Lee, Mackay Christian College, Queensland.

Carmel McGrath, Principal, Mt Isa Primary School, Queensland.

Linda McLuskie, Secondee from Education Queensland to Bachelor of Learning Management team, Central Queensland University.

APPENDIX 4

The Adelaide Declaration on National Goals for Schooling in the Twenty-First Century
The Adelaide Declaration was made in Adelaide, April 1999, by the State, Territory and Commonwealth Ministers of Education at the 10th Ministerial Council on Education, Employment, Training and Youth Affairs.

1. Schooling should develop fully the talents and capacities of all students. In particular, when students leave schools they should:

1.1 have the capacity for, and skills in, analysis and problems solving and the ability to communicate ideas and information, to plan and organise activities and to collaborate with others

1.2 have qualities of self-confidence, optimism, high self-esteem, and a commitment to personal excellence as a basis for their potential life roles as family, community and workforce members

1.3 have the capacity to exercise judgment and responsibility in matters of morality, ethics and social justice, and the capacity to make sense of their world, to think about how things got to be the way they are, to make rational and informed decisions about their own lives and to accept responsibility for their own actions

1.4 be active and informed citizens with an understanding and appreciation of Australia's system of government and civic life

1.5 have employment related skills and an understanding of the work environment, career options and pathways as a foundation for, and positive attitudes towards, vocational education and training, further education, employment and life-long learning

1.6 be confident, creative and productive users of new technologies, particularly information and communication technologies, and understand the impact of those technologies on society

1.7 have an understanding of, and concern for, stewardship of the natural environment, and the knowledge and skills to contribute to ecologically sustainable development

1.8 have the knowledge, skills and attitudes necessary to establish and maintain a healthy lifestyle, and for the creative and satisfying use of leisure time

2. In terms of curriculum, students should have:

2.1 attained high standards of knowledge, skills and understanding through a comprehensive and balanced curriculum in the compulsory years of schooling encompassing the agreed eight key learning areas:

- the arts;
- English;
- health and physical education;
- languages other than English;
- mathematics;
- science;
- studies of society and environment;
- technology.

and the interrelationships between them

2.2 attained the skills of numeracy and English literacy; such that, every student should be numerate, able to read, write, spell and communicate at an appropriate level

2.3 Participated in Programmes of vocational learning during the compulsory years and have had access to vocational education and training Programmes as part of their senior secondary studies

2.4 Participated in Programmes and activities which foster and develop enterprise skills, including those skills which will allow them maximum flexibility and adaptability in the future

3. Schooling should be socially just, so that:

3.1 students' outcomes from schooling are free from the effects of negative forms of discrimination based on sex, language, culture and ethnicity, religion or disability; and of differences arising from students' socio-economic background or geographic location.

3.2 the learning outcomes of educationally disadvantaged students improve and, over time, match those of other students

3.3 Aboriginal and Torres Strait Islander students have equitable access to, and opportunities in, schooling so that their learning outcomes improve and, over time, match those of other students

3.4 all students understand and acknowledge the value of Aboriginal and Torres Strait Islander cultures to Australian society and possess the knowledge, skills and understanding to contribute to, and benefit from, reconciliation between Indigenous and non-Indigenous Australians

3.5 all students understand and acknowledge the value of cultural and linguistic diversity, and possess the knowledge, skills and understanding to contribute to, and benefit from, such diversity in the Australian community and internationally

3.6 all students have access to the high quality education necessary to enable the completion of school education to Year 12 or its vocational equivalent and that provides clear and recognised pathways to employment and further education and training

(MCEETYA, 1999)