

A Class Act

Inquiry into the Status of the
Teaching Profession

ISBN

0 642 25170 3

This document was produced from camera-ready copy prepared by the Secretariat of the Senate Employment, Education and Training References Committee. The report was printed by the Senate Printing Unit, Parliament House, Canberra.

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TERMS OF REFERENCE

On the 20 June 1996 the following matter was referred to the Employment, Education and Training References Committee for inquiry and report on or before the last sitting day of the Autumn session 1998:

The status of teachers and the development of the profession during the next five years. In particular the Committee will:

1. Describe community attitudes towards teachers and the ways in which schools operate. This should include examination of:
 - the perceived relevance, to young people, of school and its links to vocational training and employment
 - what is expected of schools in relation to meeting the needs of young people without appropriate family or personal support
 - any differences in the perceptions of urban and rural communities concerning schools.
2. Examine the expectations of teachers regarding their careers and identify those issues which bear most significantly upon job satisfaction, stress and their ability to carry out their work efficiently and effectively.

Possible issues might include:

- new patterns of work organisation and the relationships between teaching and non-teaching staff in schools
- impact of communications technology on the role of the teacher and the management of schools
- changes to school funding practices, such as the emergence of private fundraising
- systems organisation and its impact on work practices and career development

- social factors influencing the expectations and attitudes of school students, and especially the impact on teachers of 'at risk' and violent behaviour from students.
3. Develop a national profile of Australia's teachers according to age, gender, qualifications, experience, salary levels and career history.
 4. Assess the levels of supply and demand which should guide the workforce planning for teachers in the context of demographic and other changes affecting schools into the next century.
 5. Examine the tertiary entrance levels of teacher trainees and the research literature on the quality of Australian teacher education programs, and identify those features which bear significantly upon the quality of classroom practice.
 6. Describe best practice in the induction of newly-trained teachers into schools, and identify any significant shortcomings in induction or on-going professional development which require urgent attention.

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LIST OF RECOMMENDATIONS

Recommendation 1

The Committee RECOMMENDS that:

- the Commonwealth Government facilitate the development of a national professional teaching standards and registration body to have the responsibility, authority and resources to develop and maintain standards of professional practice. The national body should work closely with State governments and peak teaching organisations. The national body will:
 - ◆ establish standards of professional practice which take into account what teachers should be expected to know and be able to do in order to facilitate student learning across the key learning areas
 - ◆ certify levels of entry into the profession, criteria for re-registration and recognition of advanced standing in the profession
 - ◆ accredit programs of initial teacher training and establish the professional development framework for the maintenance of the professional expertise of teachers
 - ◆ make recommendations to the Commonwealth Minister on priorities for national professional development programs
 - ◆ consider and act on complaints of professional incompetence, and assist teachers to improve their skills
 - ◆ manage a register of teachers who meet and maintain professional standards and are thereby eligible for employment as teachers in both government and non-government sectors of education
 - ◆ promote the value of teaching in the general community.

- The national professional teaching standards and registration body should be empowered to delegate aspects of its authority, and such tasks as it sees fit, to appropriate agencies or teacher associations.
- The national body should cover all sections of the industry and teachers from all sections of education, including those in early childhood, government and non-government schools, vocational education and training, TAFE, adult and community education and, in time, universities.
- The national body should be funded by governments and by teachers' registration fees.

(pp 21-22)

Recommendation 2

The Committee RECOMMENDS that:

- governments fund public schools at a level sufficient to deliver the appropriate standard of education within the Eight Key Learning Areas, and commensurate with the National Goals of Schooling
- the Commonwealth, State and Territory Governments jointly establish a Schools Education Costs Committee to undertake consultation and research with the aim of ascertaining the cost of delivering, at the various stages of schooling and in each of the Eight Key Learning Areas, an education which will meet the basic requirements of those Key Learning Areas and the National Goals for Schooling and
- on the basis of such data and information determine overall resource levels, allocative mechanisms and the relative funding shares of the various governments.

(p 90)

Recommendation 3

The Committee RECOMMENDS that the new national professional teaching standards and registration body establish clear levels of advanced professional certification reflecting teachers' experience, professional development and additional roles such as mentoring. Such

certification might be helpful in determining levels of remuneration for teachers.

(p 118)

Recommendation 4

The Committee RECOMMENDS a reversal of the trend to casualisation of the teaching force.

(p 126)

Recommendation 5

The Committee RECOMMENDS that the Commonwealth Government institute research on the level of casualisation necessary to provide employers with reasonable flexibility while safeguarding the interests of teachers.

(p 126)

Recommendation 6

The Committee RECOMMENDS proposed new funding for vocational education in schools be retained within the TAFE system, with school efforts focussed on improving links between vocational education and training providers and schools.

(p 137)

Recommendation 7

The Committee RECOMMENDS that:

- Commonwealth, State and Territory governments establish benchmarks for appropriate levels of funding for technology in schools
- the Commonwealth Government reappraise its Capital Grants Program to ensure that government school funding for technology meets the benchmark funding level established by Commonwealth, State and Territory governments.

(p 151)

Recommendation 8

The Committee RECOMMENDS that the Commonwealth Government reinstate the Disadvantaged Schools Program as a separately identified and funded program.

(p 161)

Recommendation 9

The Committee RECOMMENDS a national recruitment campaign designed to attract high quality applicants to the teaching profession, with costs shared between the Commonwealth and all States and Territories.

(p 178)

Recommendation 10

The Committee RECOMMENDS that the Commonwealth Government introduce scholarships for university graduates to undertake post graduate professional qualifications in teaching.

(p 178)

Recommendation 11

The Committee RECOMMENDS abolition of differential HECS fees. This will remove the particular disincentives now faced by science graduates planning a career in teaching.

(p 178)

Recommendation 12

The Committee RECOMMENDS that the Commonwealth Government re-instate funding for the National Schools Network.

(p 199)

Recommendation 13

The Committee RECOMMENDS the establishment of a National Teacher Education Network comprising a consortium of innovative teacher education faculties and schools to build upon the work of the National Schools Network and the Innovative Links Project in modelling best practice in the development and delivery of initial and continuing teacher education.

(pp 202-203)

Recommendation 14

The Committee RECOMMENDS the establishment of a national development fund for research in education.

(p 203)

Recommendation 15

The Committee RECOMMENDS that the proposed national professional teaching standards and registration body include among its responsibilities the development of a suggested structure for induction programs nationally and guidelines to assist schools and government and non-government systems in implementing them.

(p 216)

Recommendation 16

The Committee RECOMMENDS that the Commonwealth Government reinstate the National Professional Development Program.

(p 227)

Recommendation 17

The Committee RECOMMENDS that the proposed national professional teaching standards and registration body include among its responsibilities the accreditation of professional development providers and courses.

(p 228)

Recommendation 18

The Committee RECOMMENDS that, in line with its acknowledgment that teaching is a profession, teachers' participation in professional development be a prerequisite for their continued registration, or for re-registration.

(p 228)

Recommendation 19

The Committee RECOMMENDS that the Commonwealth Government require State and Territory governments, as part of their contribution to the National Report on Schooling, to include information on teacher supply and demand in government and non-government schools, with detailed figures to be included in the Statistical Appendix to that document.

(p 247)

OVERVIEW

The Committee's Inquiry into the Status of Teachers is very timely because significant changes in education policy, particularly at the Commonwealth level, and cuts in government funding to public schools undermine the quality of education provided to our students. The Inquiry has been remarkable both for the extent of the interest it has generated and for the unanimity of the views expressed by participants. Parents, students, school and community organisations, unions, universities, teachers and professional organisations have contributed their perspectives in more than 300 submissions and in public hearings in every state and territory. The message from these groups is consistent and clear.

Teaching in the 1990s is a highly complex and demanding activity. Despite shrinking budgets, alarmist media reports, unsupportive ministers, a crowded curriculum, and the disappearance of support services, teachers have continued to dedicate themselves to their students. The Committee has been encouraged by the evidence of the deep commitment of teachers, by their passionate concern for young people, and by the many examples of innovative and cooperative teaching practice brought to its attention.

But all is not well in the teaching profession, and it is generally agreed that there is a widespread crisis of morale amongst teachers. The status of the profession is disturbingly low. Perceptions in the community about the low tertiary entrance requirements for teacher training, and the low status accorded in this country to children, contribute to this state of affairs. As well, the feminisation of the profession - that is the high percentage of women teachers - means that prejudiced views about the value of women's work are also a factor. Few teachers recommend a teaching career to their children or their brightest students. Some are even ashamed to admit to being teachers. While teachers themselves value their work they believe it is not understood, appreciated or supported in the general community.

The Committee considers this is an unduly pessimistic assessment of the situation. The evidence received shows that community perceptions of teachers and teaching are more varied and more positive than many teachers realise, particularly among people and families most familiar with teachers' work. This is a clear indication of the need for teachers and others, especially governments, to publicise more effectively the excellent work taking place in our schools.

The Committee believes that a tolerant, vigorous, successful society requires a quality education system, and at the heart of quality education are quality teachers. Low morale amongst teachers works against quality teaching. As this Report shows, steps to improve morale and to address the difficulties described will go a long way to achieving quality outcomes in education. **Teaching needs to be accepted as a profession.** To reinforce that view, the recommendations in this Report aim to give teachers responsibility for professional standards in teaching and governments responsibility for staffing, facilities and back up support.

The Committee accepts that teachers are central to the quality of students' learning and that therefore it is necessary to support our teachers more effectively. The Labour Party in Britain and the Democratic Party in the United States both won recent elections with campaigns in which education was a central issue and in which teachers were acknowledged as critical to its quality. Evidence to the Committee indicates that community support for education is equally strong in Australia.

Now is the time to act. The teaching force is ageing. Its average age is 46. Many teachers will retire within the next ten years and new teachers will be needed to replace them. To attract and retain high quality applicants it is important to enhance the status of the profession. Our students deserve no less.

The causes of teachers' declining status are well known. They are documented in this Report. So are the means by which they might be addressed. The Report's recommendations will be a significant step in this direction.

What remains to be seen is whether governments in Australia will acknowledge the central importance of teachers to ensuring a successful education system, and whether they will make a commitment to practical measures to support teachers. It is clear from the evidence presented to this Committee that governments ignore community commitment to education at their peril.

Senator the Hon Rosemary Crowley

Chairperson

CHAPTER 2 TAKING TEACHING SERIOUSLY

The terms of reference of the Committee's Inquiry into the Status of Teachers elicited a broad response, bringing to the Committee's attention a range of issues and concerns across the education spectrum. This has enabled the Committee to produce a comprehensive account of teaching in Australia towards the end of the twentieth century.

The Committee was struck by the extraordinary unanimity of views about the key issues, revealed in over 300 submissions and in the oral evidence presented at public hearings across all States and Territories. The complexities of contemporary schooling, whether in curriculum, technology, school based management or student welfare, mean that demands on teachers' skills, time and energy are at an all time high. Teachers continue to respond to those demands, but in an environment where they are constantly asked to do more with less, where their efforts are frequently undermined by ill-informed or gratuitous criticism, where opportunities for professional development have been severely eroded, and where career progression is largely non-existent.

Teachers are alarmed by what they perceive as governments' retreat from education, which combined with the unseemly brawls between Commonwealth and State Ministers over funding, does nothing to persuade teachers that they are valued or that they are engaged in one of society's most important tasks. The result is a serious crisis of morale amongst teachers. The Committee recognises that education is not the only area to be adversely affected by budgetary constraints and withdrawal of government involvement, and that similar trends are evident overseas. But it regards the impact on education as little short of desperate, and one which demands a concerted effort by governments to fund schools at a level more commensurate with the demands placed upon them, and to place quality teaching at the heart of a quality education provision.

The Committee has thought long and hard about the profession of teaching itself – whether indeed it can be described as a profession; what attributes of teachers and teacher organisations contribute to their level of professional status; how the relationship of teachers to their students, to school communities and to their own employers affects their professional role. This has necessarily involved reflecting on the

connection between the professional and the industrial concerns of teacher organisations, on the question of politicisation, and on the relationship between governments and the teaching profession.

It has also involved paying close attention to such matters as; the pre-service training of teachers and their subsequent professional development; the impacts of changes in education policy on the organisation of schools and school systems; the relationships between schools and their communities, and how these are influenced by the media. The range and depth of the evidence placed before the Committee has enabled it to formulate recommendations which take into account the needs and perspectives of all the key interest groups and which are likely to elicit a broad cross section of support.

The Committee is in no doubt that teaching must be regarded as a profession, with all that this implies for the standards, accountability, status and autonomy that a community expects of a profession. In the Committee's view, the vast majority of Australia's schools employ teachers who are deeply committed, well qualified, and dedicated to the educational and personal wellbeing of their students. There is no major crisis of quality in Australia's teaching force, and generally our schools are the safest environments in which young people gather. It is important that we acknowledge the achievements of Australia's school systems and celebrate the efforts of our teachers, students and administrators in creating schools which have met the challenges of learning in the latter half of the twentieth century.

However, there is something of a crisis of confidence emerging in the private and public discourses about teaching and education in this country. Many teachers feel undervalued, that their work is unappreciated, their schools under-resourced and their role is not properly understood. They are perplexed and feel demoralised when their efforts are considered by others, such as government ministers, their employers, media commentators and society at large to be inadequate or worse. There is a vivid contradiction between how teachers value the work that they do and how many in the community value that work. Indeed, it is the way teachers *feel* about their work and how they perceive that work to be regarded by others, which animated much of the evidence brought before the Committee during its Inquiry.

In the Committee's view, a society which seeks to be democratic, vigorous, tolerant, and economically successful must have a wholehearted commitment to good education. A fundamental premise, which must inform all deliberations about education, is that good teachers lie at the heart of successful learning. In terms of student achievement, *the teacher is a more significant factor than any other kind of school resource.*¹ This crucial premise must provide the basis for all decision-making by policy makers and education authorities. This "does not mean endorsing and celebrating everything that teachers think, say and do. But it does mean taking teachers' perceptions and perspectives very seriously."²

The Committee's analysis, assessments and recommendations emerge directly from the evidence placed before it. This evidence confirms the place of teachers not only as major players in the development of our young people, but as the key to educational change. This recognition of teachers as the key factors in student achievement and the core agents of educational change has several important and obvious implications for any government which is serious about schooling excellence.

- High priority must be given to maintaining the quality and capacity of the existing cohort of teachers. Ongoing professional development is of critical importance.
- The recruitment and training of new teachers must be predicated on rigorously developed and enforced standards which are owned by the teaching profession and recognised by education authorities as benchmarks for employment. To ensure comparability across State systems and between government and non-government school sectors such standards should be developed on a national basis.
- A system of professional recognition for teachers must be established which is based on the achievement of enhanced knowledge and skills and which retains teachers at the front line of student learning. Such knowledge and skills should be identified, classified and assessed according to criteria developed by expert panels drawn from the

¹ Report on the National Commission on Teaching and America's Future, *What Matters Most: Teaching for America's Future*, 1996, pp6-8

² Hargreaves, Andy, *Changing Teachers, Changing Times*, Cassell 1994, p 11

profession. Education authorities should structure remuneration accordingly.

- Schools must be managed according to principles which place teaching and student learning at the heart of decision making about school organisation and resource allocation. Teachers should be intimately involved in the planning, implementation and evaluation of a school's educational program and the learning experiences of students.

In encouraging governments to exercise their educational responsibilities for students through a focus on the quality and well being of teachers, the Committee is not ignoring the importance of other dimensions of school systems, such as the physical and technological infrastructure, curriculum development and so on. But it is the Committee's strong belief that the most powerful leverage for improving education lies with a skilled and high quality teaching force. Any effort applied to enhancing teaching will multiply the effects on student learning.

There are two significant and pragmatic considerations, which, in their own right, justify the focusing of governments' attentions on teachers. The first is that expenditure on teachers takes up the vast bulk of governments' expenditure on education, and will continue to do so. The second is that Australia is entering a phase when there will be a substantial change in the profile of the existing teacher cohort, and which will see a significant influx of new teachers. This provides an ideal opportunity for governments to enhance the educational effectiveness of schools through a revitalised, better trained and more esteemed teaching profession. In the Committee's view there is no comparable development in other areas – technological, curricular or organisational – which has the potential to produce such significant educational benefit.

In emphasising the role of teachers as agents of educational change, the Committee has received evidence that many teachers have identified relentless change as a key contributor to the sense of crisis infecting the profession. Teachers have the capacity to change, and indeed acknowledge the imperative for change. However, teachers need to be able to bring their professional judgement to bear upon what things require changing and what things need to be preserved. They should

play a key role in determining how change is to be most effectively implemented within the administrative, regulatory and policy frameworks which governments and education authorities prescribe. To do this, teachers need the opportunity to reflect on and evaluate current practices and the implications of introducing new ones.

To emphasise the role of teachers as agents of change therefore requires a simultaneous affirmation of their professional rights and their responsibilities in implementing that change. The imposition of a series of changes – across a raft of policy and curriculum areas, and largely by government fiat - is contrary to such a requirement and denies teachers the opportunity to be effective professionals. Governments should view the teaching profession as their most powerful change agent and strategic ally in adapting schools to the needs of students and in achieving the goals and standards set by governments for Australia's educational attainment.

It is important to set out briefly the dominant features of the context in which teaching is now carried out, so that we are clear about the social and historical conditions which apply to the schools and classrooms of Australia in the nineties.

With the average age of teachers at around 46 years, and with many of these having been in the profession for well over two decades, it is a truism to observe that these teachers have experienced massive changes in the social, cultural and vocational attributes of their students. The shift to an emphatically multicultural student population is but one of these. The shift from mainstream classes which excluded students with special needs to a more inclusive class profile is another. The increased diversity of students' domestic arrangements, and of their needs and aspirations at the post-compulsory level are two other discrete variables which teachers must now take more deliberately into account as they exercise their professional responsibilities.

At a broader level, schools and teaching have been markedly affected by the major changes in Australia's technological, employment and economic profiles, and by the associated changes in labour markets and skills requirements. The overall pace of living in Australia has increased dramatically, with people generally, including teachers, students and their parents, living much more harried and stressful lives. Over this period schools have become even less – if ever they were - a cloistered

domain. The Committee was told repeatedly that teachers are increasingly a first port of call for parents or young people seeking advice and guidance about a range of personal, domestic and welfare-related matters.

The school of today must address the needs of a culturally diverse, socially and economically differentiated cohort of students. To meet contemporary social and economic demands it is required to present more challenging content to be mastered at ever higher levels by a much greater proportion of students than has hitherto been the case. Because many of the basic organisational features of school have changed little over the years, the task of facilitating this more intensive learning, with closer personal support for students and the utilisation of new technologies, has fallen substantially to teachers.

In short, teaching in the 1990's is a profoundly more complex and professionally demanding activity than it was twenty years ago. The American National Commission on Teaching expresses this point in the following terms:

It is not just that educational demands are increasing but that the very nature of learning is changing. Students must do more than learn new facts or cover more chapters; they must learn to integrate and apply their knowledge in more complex ways to more difficult problems. This means that teachers must accomplish very different things that require them to work in new ways. Consequently the nature of their preparation and the settings in which they teach must change substantially as well.³

In the Committee's view, policy makers and education authorities have a strong sense of this need for a paradigm shift in the structure and operation of schools and school systems and to acknowledge the dramatic changes which have been wrought in teachers' experience of their profession. This possibly explains the blizzard of initiatives which has emerged from successive governments over the past two decades, all aimed at 'making schools better'. The Committee finds it very telling, however, that these reform initiatives were repeatedly cited in evidence as a debilitating factor in teachers' morale and an impediment to their

³ Report on the National Commission on Teaching and America's Future, *What Matters Most: Teaching for America's Future*, 1996, p13

efforts to improve student learning. Similarly telling is the comment by Max Angus, a senior, highly regarded Australian educator and bureaucrat closely involved in many such initiatives over that time. He writes in the Preface to his 1998 book on school reform:

The fact that most of the ideas failed to come to fruition was taken merely as a sign of the importance of trying harder.... Each [of four representative examples of reform described by the author] consumed the depleted reserves of energy and good will of thousands of teachers and officials. None succeeded in achieving their fundamental purpose. ⁴

The Committee believes that such evidence and comments raise serious questions about recent approaches to school reform. Combined with other evidence - such as that of an American study of 1,000 school districts which concluded that “every additional dollar spent on more highly qualified teachers netted greater improvements in student achievement than did any other use of school resources” (WMM p8) – there is a strong *prima facie* case that school reform is best approached by a focus on teachers and their professional standards.

In pursuing its Inquiry on the *Status of Teachers*, the attention of the Committee has necessarily turned to the issue of teaching as a profession. (A discussion of questions of status and professionalism appears in a separate chapter of this Report.) No consideration of this sort can avoid the fundamental question of professional standards. If, as the evidence indicates, teachers are both the key factors in student achievement and the core agents of educational change, the Committee considers that all who take on the role of teacher must demonstrate their ability to operate at the appropriate professional standards.

The Committee has strong views about how this requirement should be met. These views about standards and the mechanisms by which they are established, regulated and enforced are articulated in the parts of the Report which deal with the building blocks of professional standards – such as proper selection and initial training, effective licensing, thorough professional development, practice informed by research, and so on. It is necessary here, however, to make some general comments about the

⁴ Angus, M, *Rules for School Reform*, The Falmer Press, 1998 p ix

question of professional standards and some idiosyncrasies which attach to it because of teaching's distinctive relationship to the state.

Standards are essentially concerned with quality assurance and accountability. Quality assurance is generally understood as the process by which users (but also producers) of a service or product can be confident of its consistency, reliability, safety and to some extent its 'value for money'. Such assurances are normally predicated on certain key assumptions about the conditions under which the product or service will be used, and the nature of the users involved.

Accountability involves the requirement that one group (here a profession) provide an account or justification of its activities to another group (here the public) in return for the trust or privileges granted to the former by the latter. Accountability also normally involves the expectation that the accountable group be willing to accept advice or criticism from the public and to modify its practices in the light of that advice or criticism. How, and sometimes whether, such modifications are effected, usually remains the prerogative of the trusted (accountable) group. This prerogative tends to be carefully guarded and partly constitutes what it means to be 'professional'.

In both the quality assurance and accountability domains, some idiosyncrasies attach to teaching which make the discussion of these key elements of professional standards particularly interesting. Chief among these is the nature of the relationship between teachers and the public, which is quite different from that which normally applies between the public and professional groups such as lawyers or engineers.

For example, teaching is a profession comprising large numbers of practitioners. It deals very closely with people en masse over an extended period of time. Another distinguishing feature of the teaching profession is that governments have been the major employers of teachers. As a result of funding arrangements for the non-government sector, Australian governments also have relatively close ties to private schools and hence to the teachers within them. Not only have governments been the employers of teachers, they have been to a greater or lesser extent the regulators of teachers, the gatekeepers into the profession, and the monitors of their training. For teaching, and unlike other professions, governments have exercised the kind of influence that in other professions would fall to the profession itself.

Governments, representing the public interest have been largely both producers and users of the product/service called ‘teachers’/ ‘teaching’. Governments also significantly determine the conditions under which these products/services are used – that is, the conditions in schools. This makes the issue of quality assurance peculiarly problematic. Moreover, governments not only influence both the product (teachers) and the conditions under which their services are used (schools) but are responsible for paying for both of them! There are some parallels here with governments’ responsibilities for hospitals and doctors. However, with schools and teachers the scale of governments’ involvement is broader.

Somewhat similar considerations render the issue of accountability also problematic. In a strong sense governments are both the “accountable for” and the “accounted to” when it comes to the teaching profession. Add to this the electoral accountability of governments to the public where the public is also the major user of the teachers whom governments are responsible for producing and the picture becomes exceedingly complicated. In the Committee’s view, both governments and the teaching profession must be mutually responsible for the standards of Australian schooling. These responsibilities should be separated out in a way which helps to clarify which standards are more properly the province of which group, and where the lines of accountability should be drawn.

In the Committee’s view, governments’ core responsibilities in education should be described in terms of the quality of the resources and the working conditions in schools. (For ‘governments’ read also ‘education/employing authorities’.) These range from buildings and other physical infrastructure to the safety and sufficiency of the various human and technical support services which together make up the overall environment in which teaching and learning take place.

The Committee stresses governments’ clear responsibility to ensure that conditions in schools are commensurate with the requirements of good teaching practice. It is up to the profession, however, to specify the standards that should apply to teaching practice.

Government policy cannot provide an adequate basis for determining what teachers should know and be able to do any more than it does in other professions. It is very difficult for government

policy to penetrate practice, as it is for any occupation that must rely on the exercise of judgement and the adaptation of skill in ever-changing local situations.⁵

The Committee concurs with Ingvarson's view that it is very important to distinguish between the government's and the profession's areas of responsibility, and to be clear about the lines of accountability that apply. This means distinguishing between educational matters that are properly the province of government control and those matters that should be under the control of professional bodies.

The Committee regards the government's domain as embracing what Darling-Hammond⁶ calls *delivery standards* while the teachers' domain embraces *standards of professional practice*, a matter which will be explored in more detail shortly. By defining the boundaries, the Committee believes that both teachers and departmental officials will be helped to focus on the main game for the profession and for government respectively. It also believes that this distinction will assign lines of accountability, and construct the relationship between governments and the teaching profession in a way which promotes the interests of both.

The Committee appreciates that a lively tension arises when professionals aspire to the highest levels of practice and demand of governments the resources and conditions to achieve them. In the context of teaching, this would mean that the relevant delivery standards for schools should be determined with reference to professional teaching practice, just as the resources and conditions which apply in hospitals, say, should be at a standard commensurate with the requirements of professional medical practice. The best surgeon or physician in the world cannot perform to the required professional standard if the hospital does not provide the necessary environment in terms of cleanliness, equipment, ancillary staff and so on. Likewise, the best teacher in the world cannot perform properly in an inadequately resourced and inadequately staffed school.

⁵ Ingvarson, Lawrence, *Professional Credentials: A discussion paper*, Australian Science Teachers Association, October 1995, p23

⁶ Darling-Hammond, Linda, *Creating Standards of practice and delivery for learner-centred schools*, Stanford Law and Policy Review No. 4, 1992 pp37-52

On the other side of the coin, the highly resourced and well serviced school will not ensure quality education without teachers who can perform to the relevant professional standard. *In the Committee's view, these relevant professional standards are the province of the teaching profession itself, and should be established and upheld by the profession.*

The most desirable state of affairs for education would be one in which *delivery standards* (of conditions and resources, for which governments are responsible) are predicated upon *standards of professional practice* (for which teachers are responsible). The current economic facts of life are hardly likely to realise such a desirable state, but it is a principle which the Committee believes should inform the construction of the relationship between governments and the profession.

Historically, and because state governments have constitutionally had the responsibility for school education, it has been assumed that governments are directly responsible for all aspects of school quality including the maintenance of the professional standards of teachers. Registration of teachers by state governments is typically cited as a key quality control mechanism, and while the Committee endorses the need for registration or licensing arrangements, it believes that, by themselves, they are not adequate for assuring satisfactory teaching practice.

REGISTRATION OF TEACHERS - THE WAY FORWARD

Registration is the legal mechanism by which state authorities give permission to applicants to practice their profession within that state's jurisdiction. Arrangements for registration vary between jurisdictions. In the Committee's view, registration should provide the legal benchmark for employment of teachers, whether in the government or non-government sectors. This is because governments have an obligation to *all* students, regardless of their location, to ensure that they are being taught by a properly qualified teacher.

Registration standards must be developed with serious attention to standards of professional practice, and should have particular concern for the qualifications and competencies of those who are seeking to enter employment in the profession for the first time. For this reason, the Committee believes that registration should occur in two stages.

Provisional registration should rely on the possession, by the prospective entrant, of the relevant university qualifications and formal professional qualifications. Only those professional qualifications acquired through a nationally-accredited teacher training course would be acceptable for provisional registration purposes.

The appropriately qualified person would be permitted, on the strength of provisional registration, to teach in a school. Full registration would follow satisfactory assessment after the first year of teaching. Teachers would have to seek re-registration every few years, when proof of satisfactory performance and ongoing professional development would be the core criteria for renewal.

Registration serves an important purpose as gatekeeper for entry into employment in schools, and registration standards are a vital consideration. However, the Committee is of the view that current registration arrangements, which are generally limited and variable between jurisdictions, do not provide the necessary ongoing guarantees of standards of professional practice.

STANDARDS OF PROFESSIONAL TEACHING PRACTICE

When speaking of *standards of professional practice* there is a risk of being too glib by half. Long and heated debate invariably characterises attempts to define standards. The complexities, surprises and subtleties of teaching have often been cited in claims by some that it is simply not feasible to determine meaningful standards for it. While acknowledging the difficulties of determining clear statements of standards, the Committee insists that establishing such standards of professional teaching practice is possible, unavoidable and absolutely necessary.

Without standards, a professional body is defenceless. A demonstrated ability to articulate standards for high quality practice is an essential credential if a professional body wishes to be taken seriously by the public and policy makers. When placed on the table in forums with policy makers about reform and accountability, established professional standards are hard to ignore.⁷

⁷ Ingvarson, Lawrence, *Professional Credentials: A discussion paper*, Australian Science Teachers Association October 1995, p107

An abundance of high quality work in developing standards which has already been done by teachers, teacher associations and an array of researchers, academics, administrators and educational philosophers. Perspectives and insights are also available from serious attempts in other countries, both successful and unsuccessful, to devise and implement standards for teachers' knowledge, performance, ethical behaviour, professional development and so on.

It is not the Committee's role to prescribe standards for the Australian teaching profession nor will it pre-empt the profession's own determination of how, and at what pace, it can proceed to a new era of professional autonomy and self-regulation based on explicit and rigorously-maintained standards of professional practice. Nevertheless the Committee, on the basis of the evidence it has received, is in a position to propose some broad strategies for the teaching profession to become the fully credible, standards based and properly recognised profession that is required. The Committee is also of the view that it is in the interests of government, and indeed an obligation upon it, to assist the profession to achieve these goals.

The task remains to decide what strategy and structures will facilitate the development, exercise and control of standards by the teaching profession, while taking into account the historically close relationship between the profession and governments, and the latter's responsibility to provide for school systems which facilitate professional teaching practice.

It is an essential characteristic of standards of professional practice that they apply equally to practitioners wherever they are located, whatever the system or jurisdiction that pertains. The standards are determined by the profession itself – although the Committee acknowledges that those with a relevant interest in the provision of education, such as governments and education authorities, have a legitimate contribution to make to the development of those standards. The Committee sees such stakeholders as working alongside the teaching profession, reflecting and commenting upon the professional standards as they are developed and taking note of the implications for governments of their implementation.

In its earlier discussion of registration, the Committee emphasised the need for registration and re-registration of teachers to be linked closely

with professional standards of practice, and noted that the limited state-based registration mechanisms which currently exist are inadequate for assuring teacher quality. The discussion of standards of professional practice has emphasised that such standards must apply equally to all teachers, wherever they are located, and whether they work in the government or non-government sectors. In the Committee's view, certification of a teacher's professional competence, and the registration of that person as eligible for employment in schools, are not separable. Therefore, the optimum arrangement which will ensure teacher quality throughout Australia is one which is nationally based and which does not differentiate between responsibility for professional standards and responsibility for registration.

The Committee believes that any serious approach to standards requires the establishment of a national professional teaching standards and registration body with the responsibility, authority and resources to develop standards of professional practice, to direct their application, to accredit pre-service teacher training courses and professional development programs, and to certify the quality and advanced standing of individual teachers.

Such a national professional teaching standards and registration body must be constituted in a way which has credibility with teachers, governments and the general public. In particular, teachers must enjoy a strong sense of ownership of their national professional body, they must exercise a powerful influence over the deliberations and actions of the body, and they must take full responsibility, through the body, for both admission to and dismissal from the profession.

To date, the development and guardianship of the professional interests of teachers have been dispersed amongst an array of teacher organisations and subject associations. The teacher unions have played a major role in promoting the professionalism of teachers, while also being the key advocates for better pay and conditions for teachers. In proposing a national professional teaching standards and registration body, the Committee expects that the teacher unions, with their strong professional as well as industrial commitments, will make a major contribution.

The establishment of such a national body is no small undertaking. It will need the goodwill of governments, teacher unions, professional

subject associations and teacher training institutions. Its development must be properly resourced to enable extensive consultation and careful planning, and its establishment will require an adequate infrastructure. The Committee expects that governments will meet establishment costs but that recurrent costs will be met largely through teachers' registration fees. The Queensland example of registration arrangements suggests this is a reasonable expectation.

In providing the focus for developing professional teaching standards, the national body will need to draw upon the advice and expertise of the peak teacher organisations, and to call upon the services of the subject associations which presently exercise an important standards setting role in the various teaching disciplines. This is why it is crucial that the establishment of the national body is done in such a way as to win the confidence and engage the support of existing stakeholders. An overriding consideration will be to ensure the transparency of the whole process to teachers, without which 'grass roots' support will be denied.

The Committee sees the national professional teaching standards and registration body as having a strategic and coordinating role for a range of activities all building towards effective national standards. The implementation of these professional standards could be assured at the state level through appropriate boards acting on behalf of the national body.

As well as setting the standards for professional practice, the national body should be the prime mover in the assessment of teacher performance against these standards. Again, this is not a task which can be accomplished overnight, but the national body should be responsible for preparing detailed guidelines for teacher assessment, and for accrediting those who carry out the assessment. The assessment itself would be undertaken locally by a relevant nationally-accredited agency (whether university, subject association or purpose-designed assessment body) and the teacher would receive appropriate national certification. Such certification would provide benchmarks for teacher advancement in terms of both salary and professional status.

An important function for the national body would be to collaborate with university education faculties to accredit pre-service teacher training courses, and to set out the professional development framework within which, after initial training, teachers would be encouraged to

maintain their professional expertise. Such professional development could be linked to ongoing national certification and to renewal of a teacher's registration. This framework would have links to, but not be driven by, universities offering higher degree studies in education or a particular subject/discipline area. While the national body would address itself initially to professional standards for school teachers, there is no reason why its work could not be extended to embrace teaching in the VET sector and in universities.

The national body, in keeping with its role as the developer and monitor of standards of professional practice, would be responsible for dealing with allegations of professional incompetence. This would involve establishing a transparent process by which allegedly incompetent teachers would be investigated and assisted to bring their performance up to the required standard. In the event of the teachers' failing to do so, the national body would withdraw their professional privileges and deregister them.

There is an argument that the establishment of a national professional teaching standards and registration body should be initiated by teachers themselves. However, the Committee believes that there are a number of reasons why governments should contribute to its establishment. Education, and a quality school system, remain a fundamental responsibility of government. Governments are the major employers of teachers, and it is in the interests of governments that their employees are highly skilled and effective. It is a simple matter of equity that young people, regardless of where they reside, should enjoy the benefits of quality teaching. Given the mobility of many Australian families, it is important that there is consistency of teaching quality in all Australia's schools, government and non-government. In helping to establish a national professional teaching standards and registration body, governments would be able to demonstrate their commitment to appropriate quality assurance of teacher knowledge and skill across Australia's school systems.

At present, the professional standards of teachers are supported by teacher unions and subject associations, operating within various jurisdictions and serving a variety of professional and industrial purposes. In the Committee's view, the Commonwealth government is well placed to act as a catalyst in establishing a national teaching body which will provide a focus for all this professional activity. Such a body

will not usurp the roles of the existing groups, but rather serve as a reference point and a pivot around which they operate. The national body will seek coherence in the key aspects of professional self-determination such as pre-service training, induction and professional development, monitoring of professional standards and the assessment of practitioners against those standards. It will give these practical effect through the registration of teachers. The development and maintenance of such a register will be a core responsibility of the national body, and the eligibility for employment of all teachers, whether in the government or non-government sphere, will be determined by it.

- **The Committee RECOMMENDS that:**
- **the Commonwealth Government facilitate the development of a national professional teaching standards and registration body to have the responsibility, authority and resources to develop and maintain standards of professional practice. The national body should work closely with State governments and peak teaching organisations. The national body will:**
 - ◆ **establish standards of professional practice which take into account what teachers should be expected to know and be able to do in order to facilitate student learning across the key learning areas**
 - ◆ **certify levels of entry into the profession, criteria for re-registration and recognition of advanced standing in the profession**
 - ◆ **accredit programs of initial teacher training and establish the professional development framework for the maintenance of the professional expertise of teachers**
 - ◆ **make recommendations to the Commonwealth Minister on priorities for national professional development programs**
 - ◆ **consider and act on complaints of professional incompetence, and assist teachers to improve their skills**
 - ◆ **manage a register of teachers who meet and maintain professional standards and are thereby eligible for**

employment as teachers in both government and non-government sectors of education

- ◆ **promote the value of teaching in the general community.**
- **The national professional teaching standards and registration body should be empowered to delegate aspects of its authority, and such tasks as it sees fit, to appropriate agencies or teacher associations.**
- **The national body should cover all sections of the industry and teachers from all sections of education, including those in early childhood, government and non-government schools, vocational education and training, TAFE, adult and community education and, in time, universities.**
- **The national body should be funded by governments and by teachers' registration fees.**

CHAPTER 3 STATUS AND PROFESSIONALISM

What is status? What is professionalism? This section of the Report discusses these questions with relation to teachers. It sets the scene for later consideration of the factors which enhance teacher status and professionalism and those which undermine them.

THE CONCEPT OF PROFESSIONALISM

Much has been written on this subject. There is no absolute agreement on what constitutes a profession. However, certain characteristics of professions and professionals are recognised by most writers on this subject. These characteristics include:

- a strong motivation or calling
- the possession of a specialised body of knowledge and skills acquired during a long period of education and training
- control of standards, admission, career paths and disciplinary issues
- autonomy in organising and carrying out their work
- the need for the ongoing exercise of professional judgement
- members accept and apply a professional code of practice.¹

Some writers on this subject² have gone so far as to identify six different types of professionalism which they call classical, flexible, practical, extended, complex and post modern. While the emphasis is rather different in each, they all include most of the characteristics listed above as being central to the definition of a profession.

1 For discussion of these issue see, for example, John Sheldon. *Are we Professionals?* Australian College of Education Newsletter, NSW Chapter, September 1993, pp 19-23; Terri Seddon (ed). *Pay, professionalism and politics: Reforming teachers Reforming education*, Australian Education Review No 37, 1996; Barbara Preston. *Professional practice in school teaching*. Australian Journal of Education, vol 40, no 3, 1996, pp 248-264

2 See for example Ivor F Goodson & Andy Hargreaves (eds). *Teachers' Professional Lives*. Falmer Press, London, 1996, pp 4-24

A slightly different perspective on professionalism was provided by Professor Anna Yeatman from Macquarie University in her evaluation of the National Schools Network.³ She drew attention to what she considered to be the four fundamental features of professionalism, which she described as:

- an ethic of service
- a lifelong openness to learning about the demands of professional practice
- a recognition that the best evaluators of professional practice are professional peers (although other stakeholders should also be involved)
- openness and accountability to all stakeholders.

Teaching has been conceptualised as a labour, a craft, and an art as well as a profession,⁴ as follows:

- **teaching as labour** - where the teacher carries out a program devised by others
- **teaching as craft** - where the teacher possesses specialised techniques and understands the rules governing their application
- **teaching as profession** - where the teacher possesses specialised techniques and exercises judgement about their application, thus building a body of theoretical knowledge
- **teaching as art** - where the teacher possesses professional knowledge and skills and personal resources enabling them to use these skills in novel, unconventional and unpredictable applications.

3 Professor Anna Yeatman and Judyth Sachs. *Making the Links: a Formative Evaluation of the first Year of the Innovative Links Project*, School of Education, Murdoch University, 1995

4 See for example the Report of the Ministerial Taskforce on the Condition and Status of Teaching in Western Australian Schools. '*... good teachers make good schools...*' Perth, 1990, p 4

The Hon Dr David Kemp MP, when Minister for Schools, Vocational Education and Training nominated the factors which he regarded as identifying a profession.⁵ These included:

- respect for the professional expertise of its members and for their capacity to achieve objectives which are highly valued by the community
- recognition of the positive and helpful contribution the profession makes to people's daily lives
- the maintenance of professional standards and ethical behaviour of its members
- significant rewards for outstanding professional work.

A wide range of views was presented to the Committee, and exist in the literature, on the extent to which teaching can be classified as a profession. UNESCO has no doubt that teaching is a profession. At a 1966 intergovernmental conference on the status of teachers it declared:

Teaching should be regarded as a profession: it is a form of public service which requires of teachers expert knowledge and specialized skills, acquired and maintained through rigorous and continuing study; it calls also for a sense of personal and corporate responsibility for the education and welfare of the pupils in their charge.⁶

In most submissions to the Committee and in evidence at public hearings teachers distinguished between their own assessment of the importance of their work and how it is viewed by the community at large. Teachers considered themselves to be professionals but felt that their professionalism was not recognised by others. A view of teaching persists which emphasises the interpersonal aspects of the task rather than the pedagogical. The result is a failure to appreciate the complexity of teaching and the high level of skill required to teach effectively.

5 Hon Dr David Kemp MP, Minister for Schools, Vocational Education and Training. *Supporting Quality Teachers*. Address to Australian College of Education conference on the Status of Teachers, Melbourne, 30 April, 1997

6 UNESCO. Intergovernmental conference on the Status of Teachers, Paris, 1966

There can be little doubt that, as a profession, teaching suffers from an identity crisis of monumental proportions. The historical notion of teaching as a 'calling' or 'vocation' has done very little to help the cause in establishing teaching as a 'real profession.' The very term 'vocation' invokes an array of terms to do with reliance, self-sacrifice, loyalty, faith and devotion. The marginality of teaching as a profession owes much to such language.⁷

A common theme in evidence to the Committee was teachers' lack of influence over curriculum, training and professional development. This undermined their professionalism.

Many people accepted that controlling standards and entry was an important part of being a professional and that the absence of this control is one reason that teaching is not considered to be a profession.⁸

As employees, teachers generally have not had the opportunity to define their own professional standards or to have input to their own accreditation or registration processes in the way other professions have done.⁹

In some professions status is enhanced by the specialised knowledge of its practitioners. It could be argued therefore that teachers' professional standing would increase if greater efforts were made to emphasise the special skills and knowledge they possess. In this view teachers suffer in comparison with other professionals just because everybody has been to school and therefore supposes they understand what teaching is all about.

On the basis of evidence received during the Inquiry the Committee has formed the view that a major contributor to the low status of teachers is the community's lack of understanding of just what is involved in teaching. It would therefore be more helpful to improving status if teachers were able to articulate more clearly their professional skills and convey more emphatically how these enabled students to learn.

7 Submission no 147, vol 6, p 88 (Mr Wilkowski, NT)

8 Submission no 238, vol 11, p 188 (Tasmanian Secondary Principals' Association)

9 Submission no 155, vol 6, p 175 (Australian Joint Council of Professional Teaching Associations Ltd)

THE CONCEPT OF STATUS

Status is a measure of the esteem in which an individual, group or occupation holds itself or is held by others. A number of factors contribute to high status. These include the possession of highly valued and specialised knowledge and skills and, often, large financial rewards. But status is difficult to measure. It often has to be earned personally but, at the same time, it is often ascribed to someone merely by virtue of their belonging to a particular group. These different aspects of status, one which attaches directly to individuals and another which attaches to a group, are worth teasing out, especially given the apparent contradiction between the esteem in which individual teachers might be held and that in which teachers as a group might be held.

‘Individual’ status can be described as that which is earned by or ascribed to a person on the basis of personal merit. Such a person demonstrates the skills, integrity and professional acumen which result in their being held in high regard by those with whom they are directly involved. Many teachers enjoy that kind of regard from students, parents or colleagues.

‘Group’ status, for present purposes, is described as that which somebody enjoys or has ascribed to them not because they are *known* to possess certain skills, qualities or attributes, but because they are *presumed* to possess them simply because they are members of a particular group. Whether that member is worthy of such status is a separate question, but as a member of a particular group they are presumed to possess the appropriate qualities until proven otherwise.

Group status as we have just described it is largely secured as a result of that group establishing itself on some kind of institutional basis, asserting itself as the voice of its members and being accepted by others on those terms. What flows from this is influence on political and financial decision-making processes, a capacity to make other groups or institutions take your interests and needs into account, and the power to attract high rewards for members of the group.

To date teachers have frequently enjoyed individual status but they have failed to establish their group status which would enable them to exercise authority and influence in the way normally associated with a

profession. In the Committee's view, it is vital that teachers establish themselves as a self-regulating, autonomous professional group of the type described above.

Teachers' sense of alienation from decision-making processes was a recurring theme in this Inquiry. An organised professional voice would address this problem.

The first 15 years of my teaching career I was able, through my professional associations, my union and my involvement in school based committees, to have a positive effect on the level and standard of education I have been able to offer my students or at least I feel as if that were the case. In the last few years I feel as if I have effectively been disenfranchised from the decision making processes at all levels.¹⁰

The status of teachers in Australia is declining. This was the view expressed almost universally to the Committee by teachers, students, academics, professional associations, parent organisations and bureaucrats. It is a view supported by the general literature on the subject and by specific research findings.

Many reasons were advanced to account for this perceived decline in teacher status, and these will be discussed in greater detail in subsequent chapters. However, it is important to draw attention to a number of the most significant contributing factors to declining status early in the discussion.

A consideration of the status of teachers and teaching must take into account questions about the values placed on various forms of work by the society in which that work is undertaken. For some, the status of teachers reflects the low value placed on teaching in Australia. This point was made in a submission from the Early Childhood Association.

Any work that cannot be easily counted and measured in monetary terms has been accorded less status in our increasingly economically rational society. Teaching, because it is concerned with long-term outcomes and is part of our society's investment in the development

10 Submission no 144, vol 6, p 58, (Mr Aich, Vic)

of human and social capital, (as opposed to economic capital) is not highly esteemed.¹¹

In Australia there is something of a contradiction between community and government commitment to education and their lack of commitment to teachers. Government commitment to education over the last twenty years has found practical expression in rapidly rising school retention rates (at least until 1992) and a major expansion in higher education provision, to give but two examples. Even the market model of education now in force continues to value education as a commodity, while largely disregarding the interests of those who provide it. To some extent this is also the position of parents and of the community more generally. They value education because they recognise the difference it can make to an individual's life but they do not, in many cases, extend this recognition to those who make it possible - our teachers. Any consideration of the status of teachers must be mindful of this underlying contradiction.

The same phenomenon is evident in many comparable Western countries (with the possible exception of Canada). Any serious attempt to halt or reverse the declining status of teachers therefore will require acknowledgment of the powerful countervailing influences in the broader environment which cut across the aims of education, teaching and teachers. This is a daunting prospect, but one which has been confronted by some current leaders. For example, President Clinton and Prime Minister Blair have both recently set in train educational changes designed, in large part, to refocus attention on teachers as the single most critical component of a successful school education system. The Committee endorses such an approach.

In Australia children have low status. The low status of teachers in our society reflects the low status we accord our children. It has also resulted in a hierarchy of status within the teaching profession whereby teachers of the youngest children are accorded the lowest status (by the community generally and often by teachers themselves) and those teaching the oldest children are accorded the highest status. Such a

11 Submission no 249, vol 12, p 185 (Australian Early Childhood Association Inc)

ranking is quite contrary to what is known about the critical importance of early childhood education,¹² but nevertheless it persists.

Status goes with power and power is usually economic. Children have no economic or political power. It seems that those teaching children are also accorded limited status and power, and the younger the children are, the more limited the status and power their teachers receive.¹³

Within the community and the profession of teaching there is a hierarchy of respect that corresponds to the age of the child. The perception is that the older and more able the student, the more skills are required to teach them.¹⁴

A separate teacher hierarchy also exists. This relates to subject specialisation rather than to the age of the children taught. Teachers who specialise in one academic subject have traditionally enjoyed higher status than generalists. However, this distinction appears to be breaking down with the move away from school organisation based around related subject areas or disciplines.

At the top of the school hierarchy are principals, deputy principals and a range of administrators or managers. Although promoted from the classroom, occupants of these positions generally have very limited direct classroom contact thereafter. The system thus encourages ambitious and talented teachers out of the classroom rather than rewarding them for remaining there. It sends a signal about how it values teaching, as compared with administration.

The more teaching you do, the lower your rank in the bureaucratic hierarchy.¹⁵

While many witnesses and submissions commented on the hierarchy of status within teaching and the position of early childhood teachers at the bottom of the hierarchy, several also commented on the low status of

12 See for example Senate Employment, Education and Training References Committee Report *Childhood Matters*. Canberra, 1996

13 Submission no 249, vol 12, p 186 (Australian Early Childhood Association Inc)

14 Submission no 278, vol 15, p 64 (Association of Women Educators, ACT Branch)

15 Submission no 174, vol 7, p 118 (Dr Jansen, Tas)

relief teachers. The position of casual teachers and those on short term contracts is an issue of particular concern to teachers and to parents, given the deliberate move to casualisation of the teaching force on the part of a number of State education departments.

While increasing casualisation is evident throughout the general work force it is traditionally associated with low status occupations and its widespread introduction into teaching can be expected to have an adverse impact on general community perceptions of teachers' status and on teacher morale, not to mention the quality of education in our schools, to which continuity and stability of staffing make an important contribution).

The suggestion that a contracted teaching force will be more committed and professional than the current permanent teaching force is ludicrous and the motives behind the push for casualisation are transparent and unconscionable.¹⁶

Another factor affecting status is teaching's numerical domination by women. The majority of classroom teachers are women, although promotional positions are dominated by men (as discussed in Chapter 5). Because prevailing attitudes still mean that work done by women tends to be undervalued, the professions in which women are numerically dominant tend to have lower status. In teaching, the areas in which they are concentrated - early childhood and primary school education - have the lowest status. This pattern tends to reinforce the link between feminisation and low status. This is addressed in more detail in Chapter 5.

If we subscribe to the view that status and remuneration are closely linked then an examination of teachers' salaries should provide some insights into their status. A number of submissions provided information on the growing discrepancy between teachers' salaries and those of other groups with similar qualifications and training.

In the last twenty years [there has been...] a fall of 25% [in teachers' salaries] against average weekly earnings and a fall of 21% against CPI.¹⁷

16 Submission no 122, vol 5, p 15 (Mr Book, ACT)

17 Submission no 211, vol 10, p 26 (Mr Llew Davies)

Only the Department of Employment, Education, Training and Youth Affairs gave contrary evidence, at least in relation to secondary school teachers, and over a more recent period, saying:

ABS data on mean weekly earnings of full -time workers in their main job indicate that from August 1990 to August 1995 (latest data) earnings of Secondary School Teachers kept pace with those of all employed professionals and all employees (each group increasing by 24 per cent) and represented between 91 per cent to 95 per cent of Professional employee earnings and between 117 per cent and 123 per cent of earnings of all employees.¹⁸

Other ABS data for **all** school teachers confirms that salary relativities were maintained during the period May 1990 to May 1996.

The Department did however concede that Graduate Career Council data point to a longer term decline in the relative starting salaries for teachers. Salary relativities for teachers at all stages of the profession have in fact declined over this longer period. The issue of teachers' salaries is addressed further in Chapter 5.

While a case can be made for status being largely determined and measured by salary levels, it would be unduly simplistic to suppose that salary is the only relevant consideration in determining status. It would be misleading, for example, to argue that community perceptions of the value of teachers are accurately reflected in the salaries governments pay them. Likewise, to identify status with salary might erroneously imply that teachers seeking higher status are motivated principally by financial considerations and that their declining morale can be directly attributed to their falling salaries.

Almost every submission and every witness argued that teachers enter and remain within the teaching profession **despite** their salaries. Even those contemplating leaving the profession were usually doing so for reasons unconnected with, or only loosely connected with, remuneration. The factors affecting the status of teachers are complex and cannot be reduced to a question of extra dollars and cents in the pocket.

18 Submission no 276, vol 15, pp 30-31 (Department of Employment, Education, Training and Youth Affairs)

There is a strong argument for rewarding teachers' professionalism and their greater range of responsibilities more justly, but salary is not a panacea for the poor status of teachers, nor for increasing the satisfaction of teachers, matters which need to be addressed on a much wider front. A salary increase for teachers, no matter how large and how much deserved, will not remove the sources of teacher dissatisfaction and stress, although it might well provide a temporary respite.¹⁹

A different perspective was provided by a Melbourne witness who believed that status and professionalism are intrinsic to the individual teacher and attained (or not) irrespective of external factors such as salary, although he acknowledged that this was also important.

...my status as a professional is something that I own and that I am responsible for. And that is true of the teacher in any circumstance... In a way, one of the things that disturbs me... is that so many people have come before you saying... that my professional status depends on how you choose to fund the activity that I am engaged in.²⁰

The NSW Government stated clearly in evidence to the Committee that it recognised the link between status and salary. Accordingly, it has introduced a substantial progressive round of salary increases through to the year 2000.

On the first matter - the New South Wales government's action to raise the status of teachers, particularly working through the public education system - the first thing I will refer to is the salaries agreement of August last year. If you read the documentation, you will see that, for the first time, in a very clear way it linked the status of teachers to a real increase in salary. [If] we wished to attract and retain sufficient numbers of high quality graduates, we needed to raise the status of teachers within the community... therefore ... we needed to show the real value of teachers' work by increasing their salaries in real terms.²¹

A number of submissions and witnesses pointed to the possibility that teacher shortages, already evident in some regions and some subject

19 Submission no 66, vol 2, p 197 (Dr Steve Dinham and Dr Catherine Scott)

20 *Transcript of Evidence*, Melbourne, 10 October 1997, p 742 (Mr Thomas)

21 *Transcript of Evidence*, Sydney, 29 August 1997, p 75 (Department of School Education, NSW)

areas and predicted to increase early next century, will be filled by placing teachers in subject areas in which they have no background, or by recruiting unqualified teachers. Such practices would certainly further detract from the status of teachers. The former practice already exists to a limited extent and is causing concern in some subject areas, especially maths and science.

Data collected by the Mathematical Association of Victoria indicates that many teachers at this level [early secondary school] do not have formal mathematics qualifications. Estimates vary but it is probably in excess of 30%. It is unlikely that these teachers have any specific training in the teaching of mathematics either.²²

ASTA [Australian Science Teachers' Association] is aware of anecdotal reports of detrimental effects on students due to unqualified staff being required to take science classes.

ASTA recognises that the lack of qualified staff is not a new issue. Many rural schools encounter this difficulty on an annual basis. Attracting and retaining suitable science staff is a major problem in rural and remote schools in general and in science faculties in particular.²³

Professional vs industrial

Many submissions and witnesses discussed the role of teacher unions and the extent to which they enhance or undermine teacher professionalism. This was one of the few issues on which there was a significant divergence of opinion among teachers. Given the proportion of teachers who are union members²⁴ this is an important issue.

Those who believed that teacher unions enhanced teacher professionalism pointed to the impossibility of separating professional issues such as class size and industrial issues such as salaries. Union representatives saw their role as promoting both. The following excerpt is typical of the views expressed by a number of union representatives.

22 Submission no 149, vol 6, p 108 (Australian Mathematical Sciences Council)

23 Submission no 212, vol 10, p 37 (Australian Science Teachers' Association)

24 Calculated by the Parliamentary Library as 81% of all primary and secondary school teachers

Obviously the union has got an industrial role within the community in relation to the representation of teachers and school officers who work with them, and obviously wages are fundamental to that. Nevertheless, it is very important for us to make clear on the record that our interests go to the professional lives and the work of teachers. We do not believe that a separation is to be made between the industrial and professional in terms of the work of teachers.²⁵

This view was shared by a number of commentators.

The industrial and the professional are inherently connected in school teaching to a far greater degree than in most other professions. This means that professional representation and industrial representation are in general best carried out within one organisation. This does not preclude specialist professional representation, by, for example, subject associations.

...The implications of this inherent connection between the industrial and professional in teaching is that the two teacher unions should be recognised as the organisations which generally represent teachers on professional as well as industrial matters.²⁶

One thing is clear, consolidating the political and economic basis of teaching, and the status of teachers, depends upon an integration of professional and industrial matters, not their disconnection.²⁷

Others had a different view. They saw unions as essentially promoting industrial issues, to the detriment of teachers' professional standing in the general community.

The application of the 'industrial model' to industrial relations in school staffs will have the effect of undermining vocation. Quantifying conditions and putting a time/monetary value on all aspects of a teacher's work is in tension with the concept of service and calling.²⁸

25 *Transcript of evidence*, Melbourne, 10 October 1997, p 671 (Independent Education Union)

26 Submission no 285, vol 16, p 119 (Ms Preston, ACT)

27 Terri Seddon & Lynton Brown. *Teachers' work: towards the year 2007*. Unicorn, vol 23, no 2, July 1997, p 37

28 Submission no 199, vol 9, p 84 (Lutheran Church of Australia)

...teachers, in general, lack credible professional advocacy. Instead of the head of the union being on the front page all of the time, it ought to be someone from the professional bodies talking about the real educational issues, rather than what the latest pay increase is or how many hours teachers work.²⁹

The vast majority of teachers are dedicated and hard working: the militants in the teacher unions do not speak for the majority. In many respects the teacher unions have stepped outside their traditional role to the detriment of teachers' working conditions and salaries.³⁰

Differences of opinion on the role of unions and their contribution to enhancing or undermining teacher status and professionalism have been exacerbated by recent enterprise bargaining cases. Many teachers and union representatives commented on the inappropriateness of wage bargaining in the education sector, where teachers have been required to demonstrate productivity gains and to trade off conditions in return for salary increases.

This approach to wage bargaining in the education sector has added to the frustrations of teachers as they are faced with choices which include further reducing the quality of teaching and also making colleagues redundant in order to justify a wage increase.³¹

The current system of (for all practical terms) linking wage rises under enterprise bargaining agreements to educational change immediately links two unrelated activities in an antagonistic environment. Thus educational innovation is fought on an industrial basis rather than on the merits of the proposal for change.... Educational change that must be bought with wage rises and/or which cannot be sold on its educational merits is perceived very poorly.³²

The manner in which teacher salaries are determined needs to be addressed. The industrial campaigns required to achieve salary

29 *Transcript of evidence*, Brisbane, 10 September 1997, p213 (Association of Independent Schools of Queensland)

30 Submission no 94, vol 3, p 170 (Mr Harding, Vic)

31 Submission no 151, vol 6, p 141 (ACTU)

32 Submission no 215, vol 10, p 66 (Mr Jaques, Qld)

justice undermine the public's confidence in public education and erode the status of the profession.³³

Opposition to enterprise bargaining was especially marked in the Northern Territory where protracted industrial action was seen to have soured teachers' relationships with government, destroyed teacher morale and undermined public confidence in the education system.

After the appalling treatment experienced by teachers during the recent Enterprise Bargaining process, morale is at an all-time low. Teachers did not take kindly to illegal stopping of pay, lockouts or vilification and denigration at tax payers' expense, during last year's industrial dispute over enterprise bargaining.³⁴

Even representatives of the Northern Territory Department of Education conceded that enterprise bargaining had significantly worsened relations between government and teachers in the Northern Territory.

I do not think that the current system which involves an adversarial approach to industrial relations is particularly constructive in terms of the sort of relationships that we are dealing with.³⁵

Teachers drew the Committee's attention to a number of current and projected changes within the education system with the potential to undermine the professionalism of their work. These include:

- centralisation of the curriculum, with little input from teachers
- increasing managerialism in schools, with principals as arms of the bureaucracy rather than part of the collective teaching force
- moves to introduce paraprofessionals into the classroom in place of some existing, qualified teachers
- the focus on fundraising, which diverts teachers' time and effort away from their core work
- externally devised and implemented standardised assessment.

33 Submission no 261, vol 13, p 138 (School of Education, Macquarie University)

34 Submission no 240, vol 12, p 24 (Australian Education Union, Northern Territory Branch)

35 *Transcript of evidence*, Darwin, 14 October 1997, p 804 (Department of Education, NT)

If we acknowledge the critical importance of education to the futures of all young Australians, and the central role of teachers in determining the quality of student learning, then we must also recognise the need to support our teachers more effectively.

The Committee is persuaded, on the basis of the evidence it received during its Inquiry, that teaching deserves the description of profession and acknowledges that it does not yet enjoy the status it deserves.

The recommendations in this Report are designed to consolidate teaching as a profession. They will enhance the status of the profession and thus of those who practice in it. They will assist the profession to attract able graduates and to retain our best teachers in our classrooms.

We know the causes of declining status and we know, in large part, how to overcome them. The remedy rests with the exercise of the necessary political will.

CHAPTER 4 PERCEPTIONS OF TEACHERS' STATUS

This Chapter considers the perceptions of teachers' status:

- in the general community
- among parents
- among students
- among teachers themselves.

COMMUNITY PERCEPTIONS

Community attitudes to schools and teachers are difficult to categorise. They are not uniform. As a generalisation, those most familiar with teachers' work are most supportive of them. However, many do not appear to translate their positive views of individual teachers known to them to the profession as a whole. A number of recent surveys have illustrated the paradox whereby members of the public can speak highly of their local school and teachers **while at the same time** disparaging schools and teachers in general.

We found that our sample [of community members in rural and regional areas of central western NSW] consistently suggested that most teachers are incredibly hardworking and highly skilled professionals. However, they claimed that the community perception of teachers was still one which saw teachers working 'short hours' and having 'long holidays'. The local scene it seemed was generally viewed positively while the broader system was not necessarily seen in this light.¹

Witnesses from Tasmania discussed recent work there which had reached similar conclusions.

1 E J Hatton, R Meyenn, J Parker, J Sutton, M Gard, & K Maher. *The Status of Teaching in Rural and Regional Areas: Selected Themes*. Paper presented at the annual conference of the Australian Teacher Education Association, July 1997, Yeppoon p 5

The most important finding from this group of questions is the trend that the closer the respondent is to the schools, the higher the rating.²

There is an interesting distinction that is made in people's minds that when they are asked about the quality of schools and of teachers and they are asked about their local school, they speak very highly of it. If they are asked about government schools in Australia as a whole then that rating drops in the order of 25 or 30 per cent.³

The discrepancy between public perceptions of individual teachers and public perceptions of teachers in general was attributed by many Inquiry participants to negative reporting and stereotyping by the media. The following excerpt is typical of the sentiments expressed on this issue.

Teachers and schools receive mostly negative publicity. Rarely are media representatives witness to the caring, commitment, dedication and long hours put into the job by teachers, much of which takes place in their leisure time and all of which goes virtually unseen by the community as a whole. Yet let there be a whisper of industrial action, or let some teacher commit an offence, and the media are on the spot, and the profession as a whole is publicly denigrated.⁴

The adverse impact of the media on community perceptions of the status of teachers, and especially media coverage of industrial disputes, was an issue of great concern to Inquiry participants. It will be discussed in more detail in the next Chapter.

Community perceptions of teachers and the teaching profession were also considered to have been negatively affected by the increasing politicisation of education and the scapegoating of teachers by politicians for short term political advantage. The following excerpt is again included to provide a flavour of the views expressed to the Committee. The impact of the politicisation of education on the status of teachers will also be discussed in the following Chapter.

2 W Mulford, M Myhill, C a'Court and F Harrison. *Attitudes Towards Government Schools and Education*. University of Tasmania School of Education, Research in Progress Report No 1, August 1997, p 8

3 *Transcript of evidence*, Hobart, 9 October 1997, p 549 (Faculty of Education, University of Tasmania)

4 Submission no 64, vol 2, p 175 (Mrs Grey, NSW)

If Ministers of Education were prepared to adopt a less adversarial role in their public pronouncements, and if they were prepared to learn - and acknowledge - what the roles teachers perform in the schools of this decade actually *are*, and how hard they are required to work, perhaps the public perception of teachers would improve.⁵

The ambiguity in community attitudes to schools and education may in part reflect a lack of clarity or consensus on their role, and on the boundary between parental and school responsibility for children's education. Some people believe the primary (or perhaps sole) purpose of schools is to provide an academic education. Others think it is to develop well-rounded, well-socialised individuals. In recent years there has been an increased focus on vocational education and the role of schools in equipping students for jobs in later life. Another recent phenomenon is the perception of schools as welfare centres with teachers providing health and welfare services as well as education, in the absence of adequate provision by parents and cutbacks to community support services.

One consequence of the lack of community consensus on the role of schools has been to require schools to do more of everything without a commensurate increase in resources and support. Indeed, in most cases these have been reduced rather than increased. Nor have teachers been able to delete existing subjects or activities from the curriculum in order to accommodate the new ones. (More detailed consideration of the issue of the 'crowded curriculum' is included in Chapter 6.)

Inevitably when community expectations are so great, and often so unrealistic, teachers are not always able to fulfil them. This causes stress and frustration for teachers and strengthens community perceptions, fostered by the media, that teachers are failing our young people.

To some extent, teachers have been handed an impossible task, being expected to be the miracle workers of modern society, an unrealistic expectation which ultimately results in guilt and strain

5 Submission no 184, vol 8, p 36 (Ms Geeson, Vic)

when teachers and schools cannot deliver all that is demanded of them.⁶

Another factor contributing to a lessening of respect for teachers is the increasing demands of their task with unrealistic expectations. No longer are teachers just expected to teach students academic subjects. We expect schools to be the agents for solving all the ills of society. Sex education, drug education, road safety, fitness, nutrition, interpersonal relationships, socio-economic disadvantage, unemployment are all seen as the responsibility of schools. When teachers fail to solve the problems associated with these - as fail they must because education is only one part of the solution - society is quick to blame the teachers.⁷

Another factor affecting the low status of teachers among some sectors of the community was thought by many witnesses to be people's lack of understanding and appreciation of the complexity of teaching in the 1990s.

I believe that in dealing with the issue of the status of teaching we are dealing with the challenge of managing perceptions. In trying to manage those perceptions we need to look particularly at informing the community about what the nature of teaching and learning is in classrooms today.

... The community, by and large, still tends to view teaching and learning as being similar to their experience of 30 or 40 years ago when the teacher was the expert who delivered the content. Now it has dramatically changed.⁸

The fact that everyone has been to school encourages firm opinions from most people on education and teachers. Many such views, however, are based on conditions of a bygone era; society has changed, schools have changed and teaching has changed. Related

6 Dr Steve Dinham, Dr Catherine Scott. *Modelling Teacher Satisfaction: Findings from 892 Teaching Staff at 71 Schools*. Report to American Educational Research Association, Chicago, March 1997, p 17

7 Submission no 262, vol 13, p 147 (NSW Federation of School Community Organisations)

8 *Transcript of evidence*, Hobart, 9 October 1997, p 502 (Tasmanian Secondary Principals' Association)

to this is a relatively low level of appreciation of the demands and complexity of teaching...⁹

A number of witnesses suggested that the misconceptions persist because the community is not aware of teachers' contributions outside school hours.

This view [of teaching as a job requiring minimal training, with many holidays and short working hours] is compounded by the situation where the teachers' preparation and evaluation is done at home, out of community view. The community perceives only the actual class teaching time, but not the time outside the children's attendance, as 'teaching'.¹⁰

Whatever the reason for the persistence of this view it is certainly undermining of the status of the profession. Yet, as a number of submissions pointed out, one must question the sincerity with which such critical views are held given that rarely do these critics ever feel tempted into the profession to enjoy the benefits about which they wax so lyrical.

Despite the commonly voiced opinion that teaching is a breeze, working 8am-3pm with 12 weeks holiday a year, few people are rushing to join our ranks.¹¹

...within our (NT) public service, people are encouraged to gain experience in areas other than their normal one. To date, although many teachers have applied for work experience outside of teaching, not one person from the public service has sought out teaching as an alternative to their normal work area.¹²

One reason suggested for the low status accorded to the teaching profession is that it lacks the mystique associated with professions with which people are less familiar. After all, everybody has been to school so they think they know what teaching is all about.

9 Submission no 224, vol 11, p 19 (Catholic Education Commission of Victoria)

10 Submission no 275, vol 14 (Early Childhood Teachers' Association, Qld)

11 Submission no 240, vol 12, p 49 (Maningrida Community Education Centre, Australian Education Union, NT Branch)

12 Submission no 176, vol 7, p 149 (Mr Shorter, NT)

Teaching is a mass profession not an elite profession as with medical practitioners or lawyers. As well the teaching profession suffers from the fact that everyone has been to school and therefore has an opinion about what they think schools should be like - albeit an opinion based on childhood and adolescent experiences from a past era.¹³

Teachers' status is also likely to suffer, in comparison with that of some other professions, because of the relatively large number of teachers. They lack 'scarcity' value. Their work is also much more open to public scrutiny than is that of many professionals.

Unlike some high status professionals, teachers are also particularly numerous, there being approximately 250,000 Australia-wide. There is a perception that the visibility of teaching practice (since everyone has been through school) tends to render teaching knowledge and skills "knowable" and therefore, to many in the community, less "professional".¹⁴

Over the past thirty years the number of teachers in the community has dramatically increased... Teachers are a very visible part of almost all communities and it is a profession which is seen as within reach of very many within society. Society as a whole is now considerably better educated than it was thirty or forty years ago and teachers are not so revered by the rest of the community as they used to be.¹⁵

The Victorian Council of Deans sees the size of the teaching force as a cause for celebration, reflecting the success of our education system, just as our ageing population reflects the success of our health system.

The lessening of the status of the teaching profession in the latter part of this century is a consequence, in part, of the success of the education system. Teachers no longer stand out in the community as educated professionals, as there are now many and diverse

13 Submission no 231, vol 11, p 97 (Australian Curriculum Studies Association Inc)

14 Submission no 271, vol 14, p 148 (Government of Victoria)

15 Submission no 262, vol 13, p 147 (NSW Federation of School Community Organisations)

professionals in the community who compare favourably with teachers in terms of education, salaries and influence.¹⁶

The decline in university entrance requirements for intending teachers may, to the extent that the community is aware of it, strengthen or confirm their view of the low status of teachers compared with that of other professions with higher entrance requirements. This issue is discussed in Chapter 7.

The general view expressed in evidence to the Committee and in the literature is that the status of teachers in rural areas tends to be higher than it is in urban areas, although it has also declined over time, as a result of many of the same factors referred to above, which affect rural as well as urban schools.

The following extracts from submissions point to the factors contributing to the higher status of rural teachers. They also indicate factors limiting that status.

Teachers generally are held in high regard in country communities. They are often a "role model" - in many cases someone to set the standards, regarded by many as a diplomat and leader.

...country teachers often have more 'out of school' responsibilities within rural communities and can suffer loss of esteem within the community if they fail to meet up to the standards and expectations placed upon them.¹⁷

Perceptions of urban and rural communities regarding schools can differ, due to:

rural media reports are more likely to be positive towards education, particularly in highlighting the local school's successes

rural families often have a more personal relationship with local teachers; thus feedback can be frequent and fast

16 Submission no 62, vol 2, p 159 (Victorian Council of Deans)

17 Submission no 243, vol 12, pp 79-80 (Isolated Children's Parents' Association of Australia)

shortcomings of the system can be very obvious, eg lack of access to specialised assessment procedures for students with special needs, lack of system support services for such students...¹⁸

A number of witnesses made the interesting observation that community attitudes to schools and teachers reflected more general community perceptions of the state of society. In their view, when people were optimistic and secure about general societal developments they were likely to be supportive of schools and teachers, which they saw as projecting and encouraging those developments. But today many people are perplexed by the rapidity of social change and confused as to its likely future direction. Schools and teachers perhaps reflect that lack of certainty. In turn they are blamed by the community for failing to provide the direction it so badly craves.

As a group of principals, we wonder then whether or not how the community feels about teachers is directly related to how people perceive society to be going, and that when society is seen to be on track then so too are schools and teachers.¹⁹

...we indicate that from Bill's [Professor Mulford] research, the community seems to be most positive about teachers and teaching when employment levels in the community are high, when violence is contained, when the community is well informed about current issues in education, when there are high levels of community participation in school matters and when they are funded adequately. To some extent, I guess schools and teachers might be the fall guys for other ills in the community.²⁰

If this is indeed the case then it represents a severe handicap for teachers hoping to improve their standing in the community. However, the limited research available on community attitudes to teachers suggests that the picture is not as bleak as many teachers suppose. The (former) Australian Teaching Council commissioned some research on this issue in 1995. It concluded:

18 Submission no 266, vol 14, p 21 (NSW Primary Principals' Association)

19 *Transcript of evidence*, Sydney, 29 August 1997, p 4 (Sydney South West Primary Principals' Forum)

20 *Transcript of evidence*, Hobart, 9 October 1997, p 549 (Faculty of Education, University of Tasmania)

What is striking... is teachers' conviction that the community thinks badly of them. The reality is that there exists a range of opinions about teachers, with those closest to the teaching process holding the most positive views.²¹

Other surveys and polls also suggest that, while variable, community views of schools and teachers are in fact quite favourable. A 1996 study commissioned by the Northern Territory Government, for example, found that 82.7% of respondents indicated they were either 'very satisfied', 'quite satisfied' or 'somewhat satisfied' with Northern Territory education services.²² This was very similar to the findings of an earlier study conducted in the Northern Territory in 1993-94.

These findings are consistent with the those of the recent Tasmanian survey referred to earlier,²³ which found that 48% of all respondents gave Tasmanian government schools statewide an A or B rating (out of five possible ratings, with A being the highest); for local schools the figure was 63%. Two thirds of these respondents considered teacher quality a major contributor to their high rating.

All of this would suggest that there is at least some basis for improving perceptions of teachers and teaching among those sectors of the community who are ill informed about, or disparaging of, teachers' work, and for further enhancing the already favourable views held by many in the community. The media, politicians and bureaucrats can all assist, and the following chapters will suggest means by which this might be done. Teachers themselves also have a responsibility to improve community perceptions, especially through greater efforts to communicate with their local communities.

The sometimes poor communication between schools and the communities in which they operate, and the desirability of improving links between them was referred to in evidence to the Committee and in the general literature.

21 Australian Teaching Council. *What do teachers think?* Sydney, 1995, p 1

22 Submission no 298, vol 18, p 60 (Northern Territory Department of Education)

23 W Mulford, M Myhill, C a'court and F Harrison. *Attitudes Towards Government Schools and Education*. University of Tasmania School of Education, Research in Progress Report No 1, August 1997

... it is probably equally true that teachers and schools have kept the community at arm's length over time, with authentic, representative community involvement yet to be achieved in many instances. Thus to some extent, some teachers and schools have probably been their own 'worst enemies' in the areas of community misconceptions and criticism. It should also be acknowledged that there are no doubt some members of the community who have no desire to be involved in schools, for whatever reasons, and are happy to leave the education of students and the running of schools to school staff and the DSE.²⁴

The relationship between teachers/schools and the community is a sadly neglected area in most teacher education programs. It should be a compulsory component of all teacher training programs and accorded the importance it deserves, given that the centrality to successful educational outcomes of a cooperative approach to education by teachers, parents, students and community is generally acknowledged. (This issue is discussed in Chapter 7)

PARENTS' PERCEPTIONS

Parents' perceptions of teachers and their work are a microcosm of those of the general community. Attitudes range from downright hostility, through indifference to strong support. As in the broader community, parents with the closest contact with their children's school tend to be most supportive of its teachers.

Parents seemed to agree with the public's perception of teachers in general, but tended to have more positive views of the teachers they had closer associations with.

There was a feeling that, the closer parents get to the actual business of teaching in schools, the more they appreciate and respect their teachers (although there were some exceptions)²⁵

24 Dr Steve Dinham, Dr Catherine Scott. *The Teacher 2000 Project: A Study of Teacher Satisfaction, Motivation and Health*. University of Western Sydney, December 1996, p 63

25 Australian Teaching Council. *What do teachers think?* Sydney, 1995, p 11

The Committee received a number of submissions from parents who recognised and valued the contribution of teachers. The following excerpt, from a mother of children with disabilities, provides a particular perspective.

Teachers have a pivotal role in child development as well as formal education. They have to pick up the pieces in the lives of children who may have little support or stability. They may be the only caring person in a child's life.

...Teachers may be supporting the only developmental program a disabled child has, because of funding cuts of services to the disabled. They are under pressure to fill the gaps left by inadequate support of disabled children by other government departments.²⁶

Again, as with the general community, parental attitudes to teachers are influenced to a significant degree by the media.

Parents and the community continue to be alarmed at what is happening "in schools", but highly supportive of their local school. According to NSW DSE statistics, students are ten times safer in schools than they are in their own homes and local communities. The danger of the media image is that of the pygmalian effect: of the image becoming the substance.²⁷

Parents also demonstrate the curious dichotomy of views referred to earlier in connection with community attitudes whereby they can be very supportive of their own children's teachers, and appreciative of their efforts, while at the same time appearing to subscribe to a stereotypical view of teachers as bludgers with easy jobs.

On the one hand, many parents in my experience, refer to the admiration that they hold for most teachers in having to cope and deal with the type of pressures that confront so many young adults. On the other hand they will also often refer to the perception that teachers enjoy an abundance of holidays and remarkably short working hours, implying it would seem that many teachers are quite indolent.²⁸

26 Submission no 168, vol 7, pp 50-51 (Mrs Matthews, SA)

27 Submission no 217, vol 10, p 77 (The Australian College of Education, NSW Chapter)

28 Submission no 192, vol 9, p 17 (Mr Huggard, Vic)

Parents' attitudes to teachers reflect in large part their own experiences of school and of teachers. Where these were favourable, parents themselves are generally very supportive of teachers. The reverse is also the case.

My experience is that parental expectations are very frequently derived from the parents' own school experiences. Where these were relatively happy and productive, the parents tend to be supportive of teachers and their actions, even in dealing with difficult behavioural incidents such as drug use at school.

Where parents have not had much experience of secondary education, or have unhappy memories of their days at high school, it is much harder to establish common understandings of school operations and processes, particularly where younger adolescents are concerned.²⁹

A number of recent surveys³⁰ point to relatively high levels of parental satisfaction with teachers and schools. But it is also the case that many parents seem not to be able or willing to engage with the school once the child's enrolment has taken place. Evidence presented to the Committee by some teachers suggested a high degree of parental apathy.

When our school presents parent teacher evenings (induction, information, reporting etc) the percentage of parents that actually attend is very low. Those that do attend usually are from the more professional sector of our community who generally have higher expectations for their children or see education as highly valuable.³¹

Parental involvement appears to be higher in primary than in secondary schools. Parents may feel less intimidated by primary schools. They are better able to relate to what happens there, and primary schools are smaller and usually situated within the local area. But lack of involvement at the secondary level may, in some cases at least, result from discouragement by the students concerned.

29 Submission no 147, vol 6, p 83 (Ms Stokes, NT)

30 Dr Tony Townsend, *Survey of school councils, teachers and parents in a representative sample of Schools of the Future*, 1996 and Education Coalition, *Parents and the LAP*. February 1997

31 Submission no 176, vol 7, p 149 (Mr Shorter, NT)

It is a reality that parent involvement in secondary schools is less than it is in primary schools. I do not think it is from a lack of desire on the part of the parents; in many cases, parents stand off from any involvement in secondary schools because their students do not want them to be involved. There is a cultural perception amongst their peers that it is not cool to be seen at school.³²

The Committee received conflicting evidence on the impact of socioeconomic status on parental support and involvement. Some submissions claimed that parents in lower socioeconomic groups were most anxious for their children to succeed and most supportive of teachers' efforts on their children's behalf. Others considered that parental support and involvement was highest among those from higher socioeconomic backgrounds who understood more about the role of teachers and were often themselves beneficiaries of the education system.

There appears to be some association between parental attitudes towards teachers and socioeconomic status. While not, of course, universally true, it is often the case that working class parents are more appreciative of the teacher's efforts whereas parents from higher socioeconomic levels can be more demanding.³³

While there was a general consensus in the evidence presented to the Committee that most parents are either supportive of teachers or indifferent to them - a view supported in general literature - this evidence also showed that a very small number of parents are openly hostile and/or aggressive towards their children's teachers. Their impact on teachers is out of all proportion to their numbers. They are a major contributor to teacher stress and to declining morale - both directly and indirectly through the influence they exert on their children. The following excerpts are typical of the experiences described by teachers. Similar reports were provided from all States and Territories and from all types of schools.

One of the most stressful issues facing teachers, which I believe is really shaking many teachers and school administrators to their roots, is what we are calling the aggressive parent syndrome. We can tell you lots of stories about parents coming to the classroom and

32 *Transcript of evidence*. Brisbane, 10 September 1997, p 171 (Mr McLay)

33 Submission no 224, vol 11, p 19 (Catholic Education Commission of Victoria)

literally abusing the teacher in front of the children in school. It is becoming more and more common. Once that happens as you are taking the kids into school at a quarter to nine your day is blown, as you can imagine.³⁴

"Vexatious" parents are a growing breed. These parents are often vocal, abusive and threatening in putting their point of view both privately and publicly. Such comment is frequently difficult to combat and further undermines the role of individual teachers in particular and the profession in general. Teachers and schools rarely have an opportunity to reply to these criticisms.³⁵

A lot of those lower socioeconomic groups from my area have had previous problems themselves. They do not see us as anything but an authority figure to bash. 'Get on with the job. It is your job. You sort it out.' Quite often, if they are called to the school from the principal down, all of us face nothing but pent-up emotion, fury and, more often than not, abuse.³⁶

Allied to the anxiety caused to teachers by vexatious parents is the growing fear of litigation. To protect themselves teachers are reducing out of school hours contact with students and modifying their behaviour in the classroom. Fear of litigation was also mentioned in the evidence as a factor which discouraged men from taking up kindergarten or primary school teaching. The general student population therefore suffers, along with teachers, because of the threat of litigation or its implementation. (Many teachers were at pains to point out that they did not wish to see offending teachers protected. They were simply drawing attention to the large proportion of cases in which parents launched prosecutions without any evidence.) In these cases teachers are normally vindicated eventually but in the process their reputations, careers, self esteem and health are sometimes irreparably damaged.

The spectre of litigation is an unfortunate added burden teachers now have to shoulder, one that was not common in years gone by. A sad side effect of this is that teachers can no longer interact normally with all children in their classrooms. They have to keep in the back

34 *Transcript of evidence*, Townsville, 11 September 1997, p 306 (Catholic Education Office, Townsville)

35 Submission no 209, vol 10, p 4 (Sydney South West Principals' Forum)

36 *Transcript of evidence*, Darwin, 14 October 1997 (Australian Education Union, NT)

of their minds the knowledge that all they say and do may be reported, and sometimes misreported, to super-critical parents driven by motives of power and revenge. In recent years malicious and unfounded allegations of teacher misbehaviour have all but destroyed the unfortunate teachers' mental and physical health and have wrecked their teaching careers.³⁷

The increased eagerness of parents to sue teachers has greatly reduced the number of teachers taking sport in some schools. In certain cases, the fact that a student acted contrary to instruction does not seem to matter. The teacher is still held responsible.³⁸

While it is difficult to see how teachers can protect themselves from vexatious and litigious parents other than through the modifications to their teaching practice which they are already undertaking, it is essential that principals and education department staff provide far more support to teachers facing litigation than they have to date.

It would be unfortunate but not surprising if teachers facing a small number of cases of the aggressive parent syndrome tended to overlook or downplay the fact that most parents support them. This is particularly understandable given that the disgruntled minority are the most vocal (aided by the media) while those who are most supportive do not often express their support publicly. This certainly was the view of the Tasmanian Primary Principals' Association.

It is tempting to suggest, at this stage, that the concert of public criticism of public education does not involve the whole orchestra but only the loud instruments. The body of this orchestra, the general, broader public, contains a large number of parents who seem to be happy with their schools and teachers. They are perhaps not represented in the brass section of the concert.³⁹

Evidence presented to the Committee did not suggest any major differences in perceptions of teachers between rural and urban parents. In both, a wide spectrum of perceptions and attitudes was observable, ranging from the highly favourable to the totally obnoxious. However, one or two submissions suggested that, because the school was often a

37 Submission no 70, vol 3, p 18 (Ms Cowan, Qld)

38 Submission no 245, vol 12, p 123 (Anonymous teacher, Qld)

39 Submission no 114, vol 4, p 130 (Tasmanian Primary Principals' Association)

social and community centre in rural areas and parents were familiar with it, they were more likely to be in contact with teachers than their urban counterparts. This could be either beneficial or unwelcome, depending on the attitudes of the parents concerned. (The sometimes vulnerable position of female teachers in rural schools is discussed later in this Chapter.)

Tension between parents and teachers sometimes arise as a result of parents' unrealistic expectations of schools and teachers. In this, once again, parents mirror the unrealistic expectations of the general community.

Parents are conscious of the difficulties their children may face in obtaining jobs when they leave school. They recognise the importance of education in this process without acknowledging its limitations. Their anxiety about their children's futures translates into pressure upon their children's teachers to ensure that their children succeed. It is an impossible task but the expectation - implicit or explicit - by some parents can make the parent - teacher relationship a very difficult one.

Young people's futures have become increasingly dependent on educational success as requirements for educational credentials for employment purposes have escalated. When coupled with a high rate of social change, general economic uncertainty and an increasingly competitive employment market, pressure on individual schools and teachers to perform, in parents' terms, becomes more marked.⁴⁰

...parents seemed to be almost paranoid about outcomes and standards. They had become so much more competitive and placed more pressure on their children and therefore on the teachers to perform.⁴¹

In private schools, parents are sometimes even more demanding, believing that they have paid for results.

... when parents pay a school a lot of money for the educational services, they then believe that they are buying a product. It is not at all unusual for parents to come to the school or to the teacher with a

40 Schools Council. *Australia's Teachers. An Agenda for the Next Decade*. Canberra, 1997, p 17

41 Australian Teaching Council. *What do teachers think?* Sydney, 1997, p 9

comment, a criticism or a disappointment and say, 'Don't you forget that I am paying your salary.'

...That is a different sort of pressure. It builds a level of expectation that our schools have to learn to cope with to some extent - matching what parents are hoping they are providing for their children with what a school can realistically deliver to the children of those parents.⁴²

A further unrealistic expectation on the part of some parents is that teachers will provide the nurturing and social support which parents themselves have failed to provide. While many teachers do in fact make valiant efforts to assist children from dysfunctional families they are not trained for this role, which they undertake in **addition** to their normal teaching duties. In these circumstances they will in many cases be unable to fully meet the needs of the young people concerned. For this they are condemned, often by those parents whose children they are attempting to assist.

We have a society which, more and more, is delegating to schools and teachers, responsibilities which ought to lie firmly within a family. With the number of dysfunctional families increasing, schools increasingly find themselves obliged to provide breakfast, snacks and lunch, after school care, and counselling services in addition to the normal educational curriculum.

... Teachers and ancillary staff do not always feel competent or confident to deal effectively with these problems, but must do so nonetheless. Funding does not provide much in the way of support staff for students with problems of any kind - educational or social, yet for many children the school is the one secure, safe, and predictable place in their lives, the classroom teacher their one anchor and source of confidence and self-esteem.⁴³

Parents' perceptions of teachers have been influenced by a number of recent developments. Two of these, devolution and funding, will be discussed here in that context (and discussed more broadly later in the Report).

42 *Transcript of evidence*, Melbourne, 10 October 1997, p 740 (Association of Heads of Independent Schools of Australia)

43 Submission no 64, vol 2, pp 173-174 (Mrs Grey, NSW)

Ideally, devolution of decision making from central bureaucracies to schools should ensure that parents have greater involvement in decisions affecting their children and greater opportunities to familiarise themselves with curriculum issues and with teachers. Given that parents most familiar with their schools are generally most supportive of its teachers, this would seem to be an initiative likely to improve parent - teacher relationships and to enhance teacher status. In practice, devolution has fallen far short of this ideal. The following excerpt illustrates the position at one school, but similar stories could be told from schools all over the country.

The NT school system features considerable devolution and our school council is the major management body for our school. The council (which has a majority of parent members) deals with bottom line financing, maintenance, curriculum aspects, and some components of teacher assessment and selection. With this extensive involvement in the school, it is interesting to note that at the AGM, we are usually hard pressed to get a quorum (24) of parents (from a thousand students). Parents collectively do not see schools as their responsibility. Further, parents with the professional skills needed to properly manage the council business often make it clear that their skills are not available gratis when they can obtain consultation fees elsewhere.⁴⁴

The same submission conceded however that there were some benefits, to parents, from devolution.

However, it must be said that the devolution process has led to a greater parental involvement in school management. This has been attended by a corresponding reduction in services to schools by the NT Gov.⁴⁵

Devolution has been promoted as a means of encouraging parental involvement in school management and decision making but because it has been accompanied in some schools by a decline in government resourcing its effect has tended to be to limit parental involvement to fund raising. Far from enhancing parent - teacher relationships, this additional burden serves only to increase pressure on both parents and teachers. This process is most advanced in Victoria. It is no coincidence

44 Submission no 145, vol 7, p 150 (Mr Shorter, NT)

45 Ibid, p 150

therefore that most of the Committee's evidence about its adverse consequences also originated in Victoria.

Parents involved in fund-raising projects in the past did not have the same expectations placed on them as the current situation requires.... Today, schools publish the amount of funds they expect their fund-raising body to raise and where the funds will be allocated. Pressure on both parents and school community members to achieve these goals, the introduction of corporate sponsorship and school fees to try to bridge the gap, adds stress to teachers involved in fund-raising committees. Some parent groups feel that the school is placing unreasonable demands on them to raise funds, pay school fees and door knock local businesses to try to gain sponsorship or donations.⁴⁶

... the Voluntary Parent contribution has become a necessary payment and schools are requesting subject levies for core subjects, especially at VCE level. Parents are being required to organise a payment schedule if they are unable to pay these monies in full. Some schools, struggling to balance operating budgets, are subtly or blatantly pressuring parents to sign their EMA cheque over to the school to pay outstanding fees.⁴⁷

The factors influencing parents' attitudes to teachers, like those influencing attitudes in the community more generally, are to some extent beyond teachers' control. But some initiatives can be taken by teachers, or indeed by supportive parents. These relate to improving communication between parents and teachers and to increasing parental involvement in schools. Currently the degree and quality of such involvement is very variable but, on the basis of evidence provided to the Committee, it would seem to be generally inadequate.

There is considerable evidence that parents are not satisfied with the depth of the dialogue that takes place between home and school.⁴⁸

The results of interviews with parents of children at Townsville High School conducted by the staff of the School of Education at James Cook University, for example, were similar to views expressed in other

46 Submission no 145, vol 6, pp 68-69 (Ms Mahar, Vic)

47 Submission no 227, vol 11, p 43 (Good Shepherd Youth & Family Service, Vic)

48 Jane Figgis. *Designing a communication campaign to improve the status of teaching*. Unicorn, vol 23, no 2, July 1997, p 82

submissions and in the general literature. Parents reported high levels of satisfaction with teachers at Townsville High School but high levels of dissatisfaction with parent -teacher communication.

- (i) All parents found communication with the school difficult and in important respects unsatisfactory.
 - (a) Information: school reports were brief and uninformative: that information concerning subject choices was inadequate and the decisions often taken prematurely.
 - (b) Procedures: routine parent-teacher interviews rushed and out of routine interviews difficult to arrange; it was difficult to be sure decisions made by parents, often in discussion with their children, were taken into consideration.⁴⁹

One member of a school council with 'an ideological commitment to state education' and 'a belief that teachers have a very difficult role to perform' wrote of her dissatisfaction with her experiences on the council in the following terms:

It is also obvious that teachers have never felt that they should be accountable or answerable in any way to the school community. Any challenge or criticism is taken personally so that any attempts to look at an issue objectively become impossible. This is where the lack of professionalism and the resistance to any form of responsiveness to community expectations is most obvious.⁵⁰

A number of reasons have been suggested⁵¹ for the failure to develop adequate links between teachers and parents. These include:

- the difficulty of communicating with a diverse, multicultural parent body

49 Submission no 138, vol 5, p 172 (School of Education, James Cook University, Qld)

50 Submission no 58, vol 2, p 136 (Mrs Moss, Vic)

51 For example, by Shirley Allen. *Parent-Teacher Partnerships: A Parent View of Purposes and Problems*. In *Teachers in Australian Schools: Issues for the 1990s* Lloyd Logan & Neil Dempster (eds), Australian College of Education, Canberra, 1992, pp 101-111 and Prof Andy Hargreaves. *The four ages of professionalism and professional learning*. In *Unicorn*, vol 23, no 2, July 1997, pp 86-114

- poor preparation and training of teachers for communicating with parents
- concern by teachers that parental involvement in school policy and curriculum development might usurp rather than complement their role
- lack of time and the pressure of immediate priorities for schools and parents
- lack of a real commitment by educational bureaucracies.

On this issue the noted Canadian educationalist, Professor Andy Hargreaves concludes:

The new relationships that teachers are having to form with parents is one of the greatest challenges to their professionalism in the postmodern age.⁵²

Improving Links with Parents

Given the joint responsibility of teachers and parents for successful educational outcomes, how might teachers improve links with parents?

The Schools Council emphasised the importance of regular and accurate reporting to parents.

The Council believes that much greater attention should be paid by schools to their processes of face-to-face and written reporting of student activities and achievements. This reporting should be accurate, honest and detailed and be in terms of what parents want to know rather than what teachers think they should know.⁵³

A number of submissions also referred to the importance of reporting to parents.

Reporting to parents to be improved, parents are treated as though they can't be trusted with real information about their own children. They have more right to this information than teachers and other service providers. Currently school reports resemble smokescreens

52 Andy Hargreaves. *The four ages of professionalism and professional learning*. In *Unicorn*, vol 23, no 2, July 1997, p 102

53 Schools' Council. *Australia's Teachers. An Agenda for the Next Decade*, 1996, p 136

which prevent parents knowing important information that they should be acting on.⁵⁴

The Committee recognises that some schools have comprehensive reporting mechanisms in place. Others do not. If these schools were able to improve their reporting arrangements to parents, and thus to strengthen communications between teachers and parents this would be a worthwhile investment of time and effort. This is also an initiative within the control of individual schools.

Parents can also assist in improving links with teachers and in ensuring that the value of their work is more widely understood. Several recent parent initiatives have been reported in the literature⁵⁵, such as International Teachers Day (ITD) and the National Excellence in Teaching Awards.

International Teachers Day began three years ago. It is organised jointly in Australia by the NSW Parents Council, the Federation of Parents and Citizens Associations and the Council of Catholic School Parents. It holds events in communities and schools, such as breakfasts cooked for teachers by parents, speeches in appreciation of their work etc. Such events provide perfect media opportunities, the potential of which has not yet been fully explored. The primary purpose of ITD is to publicly recognise the work of teachers and, in this way, to contribute to improving the status of teachers in the community generally and among parents in particular.

The National Excellence in Teaching Award scheme began four years ago. It was an initiative of the Australian Scholarships Group, which was concerned about the negative images of the teaching profession being portrayed in the media. Nominations for primary teachers are submitted by parents, while both parents and students can nominate secondary teachers. Regional and national awards are presented and to date more than 6,000 teachers have been nominated for consideration. The main aim of the awards is to publicise good teaching practice and to overcome negative community perceptions of teachers. In the last few

54 Submission no 229, vol 11, p 91 (Ms O'Connor, Vic)

55 See, for example, Suzanne Kowalski. *Locating the positive*. In *Independent Education*, vol 27, no 2, August 1997, pp 22-23

years the awards have received increasing publicity. They are a good example of positive media portrayals of teachers.

Around the country there are local parent initiatives with similar aims to the national schemes referred to above. The Parent Advisory Committee (PAC) at Brigidine College in Randwick is an example of such a group. It informs parents about school and broader educational developments, maintains links between community, parents and teachers, promotes a positive image of teachers in the community and supports teachers in their work. A former president explained this latter aspect of its work as follows:

The PAC group tried for example, to acknowledge teachers by sending flowers, cards or giving chocolates after an open day or following other events where teachers had put in a lot of extra work, well beyond the call of duty. Teachers can get rundown and depressed and wonder if what they are doing is worth it so we felt it important to look for opportunities to say thanks.⁵⁶

A more focussed initiative is run by the South Australian Association of School Parents' Clubs Inc.

SSASPC, together with other parent organisations in South Australia, runs information sessions for parents on statements and profiles and on assessment and reporting, so parents know what pressures teachers are under. Quite often you get parents who are not otherwise involved in the school but they want to know what is being taught to their children within the curriculum. I believe this way we can help alleviate some of the problems that teachers have, because parents become aware of the pressures the teachers are under and why they have to do it. It is not something that the teachers have decided to do; it is something that comes from the system.⁵⁷

In the Committee's view, small scale initiatives of this kind are likely to prove beneficial to teachers and parents alike. If they were more widely known they might be adopted by more parent groups. Publicising such initiatives could be part of any media campaign designed to improve the status of teachers.

56 Ibid, p 23

57 *Transcript of evidence*, Adelaide, 16 October 1997, p 972 (South Australian Association of School Parents' Clubs Inc)

STUDENTS' PERCEPTIONS

The Committee received only limited input directly from students, notably public hearing witnesses from Ascot Vale Primary School in Victoria and from five high schools in the Brisbane area. These students were generally very supportive of teachers. Being closer to the action than parents or members of the general community they were also much more aware of the complexities of teaching. They did not agree with the stereotypical view of teachers as working short hours, having long holidays and generally enjoying an easy life. They acknowledged the high levels of stress suffered by some teachers and also remarked upon the negative portrayal of teachers in the media. They considered teachers were generally undervalued and underpaid.

The following excerpts from the Ascot Vale and Brisbane public hearings provide a summary of the views expressed.

Teachers are one of the most important things in your life. I think teachers should be rated higher than they are rated now. I think most people do not want to be a teacher because the pay is too little and they have so much stress on them. The hours are pretty long, and they do not get the respect they should be getting.⁵⁸

... it is a hard job. It is a job that the teacher takes home. For instance, a mechanic will work on a car while he is at work, but a teacher takes home students' problems and their own problems. I think there is a deal of psychology in teaching these days. There is a higher level of commitment.⁵⁹

These views were repeated in a submission from a Year 11 Victorian student who conducted a survey of 70 fellow students in Years 8, 9, 11 and 12. She found that teachers were well respected by their students (70%), were considered hard working (81%), helpful (87%) and good at their subject (84%).

58 *Transcript of evidence*, Melbourne, 10 October 1997, p 656 (Grade 6 student, Ascot Vale School, Vic)

59 *Transcript of evidence*, Brisbane, 10 September 1997, p 145 (High school students forum)

Most of the students surveyed would not consider a teaching career because of the difficult and stressful nature of the job.

A number of reasons are given for this lack of interest [in teaching as a career] and the most commonly occurring is the conditions that teachers endure (51%). Students identify stress, difficult kids and excessive workload as some factors contributing to their decision that teaching offers unacceptable conditions of work. Accordingly teaching rates poorly as a first preference career choice. 99% overall are not interested.

Of the small sample of students whose parent were teachers (23% overall), none would choose to follow in their parents footsteps.⁶⁰

The reluctance of the children of teachers to enter the profession was reported in a number of submissions.

It is significant that few children of teachers are interested in becoming teachers - their exposure to the workload and the stress of the position, and the comparatively low salary, given the qualifications and responsibilities, are often mentioned as reasons.⁶¹

All of this evidence suggests that students are much more perceptive about the role and value of teachers than teachers realise. However, the Committee recognises that not all students would hold the views expressed in evidence. Students' views might be expected to reflect the broad spectrum of views evident in the community and, more particularly, the views of their parents.

A submission from a Victorian country high school teacher reported the result of a survey of 48 of her students whom she questioned about their views on teaching as a career. They were remarkably similar to those expressed directly to the Committee, if less circumspect.

My impression of wages/working conditions for teachers is that they SUCK. You can earn more if you're a garbo.

Public schools have some fairly shocking facilities, due to government funding. Science facilities are bloody shocking, here, anyway. Why would a young, energetic person want to teach

60 Submission no 223, vol 11, p 4 (Ms Cuthbertson, Vic)

61 Submission no 181, vol 8, p 5 (Association of Heads of Independent Schools of Australia)

Science in an environment where magnets don't attract or repel and compasses can't tell north from south?

Something needs to be done. Information is supposed to be the currency of the future, and if we don't have anyone to teach us information, we're not going to be very rich.⁶²

A number of submissions from teachers commented on the extent to which students' attitudes are shaped by the generally low regard in which education is held in Australia. Several teachers expressed dismay at students' emphasis on their rights without due regard to their responsibilities. This resulted in an undermining of all authority figures, including teachers, and the perception, by students, that the primary role of schools is to entertain rather than to educate.

The more strongly these somewhat selfish attitudes are held by students the lower is their regard for teachers, and the less likely they are to participate constructively in classroom activities. Indeed, they are more likely to disrupt their fellow students.

One of the themes that came up in our discussions was a concern about a lack of respect for the teacher - a lack of respect for authority. It is a societal problem, but one that is particularly focused in schools.

...- we do find it increasingly difficult, even our schools, to get respect for authority as teachers have traditionally come to expect it.

I am at pains to point out that I am not talking about students sitting up in rows and saying, "Three bags full, sir," sitting in nice neat rows.... I am talking about questioning of individual teachers by individual students of collective decisions for the benefit of the group, which teachers have to do all the time.⁶³

What has not been sufficiently acknowledged is that school is an old fashioned compulsory institution that requires work and cooperation from a clientele who have grown up in a culture which values individual freedom and choice far more highly than the satisfaction of hard work well done or any other aspects of the work ethic. School can not simply turn itself into something jazzily up to date that will be attractive to children who are compelled to attend it

62 Submission no 184, vol 8, pp 32-34 (Ms Geeson, Vic)

63 *Transcript of evidence*, Townsville, 11 September 1997, pp 358-359 (Mr Paul, Qld)

by law, just because they are children. Compulsion and confinement can never be as attractive as freedom. Work can never be made as attractive as leisure.⁶⁴

There is a cultural dimension to this too. In cultures where education is more highly valued than in Australia, students are more highly motivated to learn and hold teachers in higher regard.

Experience with learners from Asia and other parts of the world demonstrates that Australian students do not make the same amount of effort to acquire knowledge, skills and good study habits as students from other countries. Indeed the principal difference between teaching mainstream students and recently arrived or foreign students ...is that the non-Australians accept the role of student and respect the requirement of the teacher to do the set work to the best of their ability and the Australians, in the majority, do not.⁶⁵

The school I am at now... has an Asian component of at least 20 per cent or 25 per cent, which brings a strong emphasis on Confucian values to the school. These values include respect for teachers and education.⁶⁶

Many students, like their parents, consider the primary function of schools is to ensure that they are able to get jobs when they leave. They also recognise that many will not obtain work. In this situation they may see schools, and therefore teachers, as irrelevant.

Earlier generations could see that education was valuable because it led to a job and a secure future. There is no such guarantee now. **Education is not perceived to be intrinsically valuable, hence the work of teachers is devalued.** ⁶⁷

Many young people who would previously have left school after Year 10 now remain there for a further two years in the hope that this will improve their job prospects. (Retention rates peaked in 1992 at 82% for Years 11 and 12. They have declined slightly since then to 77% in 1996. See Chapter 8.) Introduction of the Common Youth Allowance will

64 Submission no 93, vol 3, p 165 (Mr Addie, Vic)

65 Ibid

66 *Transcript of evidence*, Perth, 17 September 1997, p 456 (Mr Macphail, WA)

67 Submission no 83, vol 3, p 112 (Ms Bullivant, ACT)

increase the number of students remaining at school by about 12,000, on government estimates.⁶⁸ They are often there for lack of any viable alternative rather than through choice. However, positive developments such as more relevant curriculum and more congenial approaches to teaching and learning have also played a part in encouraging students to remain at school.⁶⁹

Many students who feel compelled to remain at school are resentful, alienated and lack motivation. While their cynicism is understandable their presence in schools can exacerbate student - teacher tensions and increase pressure on teachers. This is particularly the case in schools which have been slow to adapt their organisation and curriculum to the needs of a more diverse post-compulsory student population.

One of the most intractable problems faced by teachers today is the large number of disaffected youth who do not want to be at school at all and who, in a previous generation would either have been working or in an apprenticeship situation.⁷⁰

In extreme cases, student alienation manifests itself in violence against teachers and their property. The scale of such violence is difficult to determine because reporting is not mandatory. For this reason available figures are likely to underestimate the extent of the problem. This certainly is the view of the State School Teachers' Union of Western Australia (SSTUWA), which conducted surveys of physical, verbal and property violence against teachers in Western Australian government schools in 1993, 1995 and 1996.

The 1996 survey (based on survey responses from 161 of Western Australia's 750 government schools) found that although there was a steep decline in reports of verbal assault over the period concerned, physical assaults increased, as did damage to teachers' property.

68 Figure supplied by Department of Employment, Education, Training and Youth Affairs during Supplementary Estimates hearing 1997-98. This figure is disputed by State governments, which consider it is an underestimate.

69 For a discussion of this issue see Graeme Withers and Margaret Batten. *Retention: Pressures and Reactions*. In *Teachers in Australian Schools: Issues for the 1990s*. Lloyd Logan & Neil Dempster (eds), Australian College of Education, Canberra, 1992, pp 85-100

70 Submission no 76, vol 3, p 66 (Mr Moore, SA)

The percentage of schools reporting more than 20 physical assaults has increased from 2.8% in 1993 to 3.7% in 1996 and the percentage of schools reporting zero results has decreased over the period 1993-1996.

...the level of physical assaults reported by primary and pre-primary schools is of great concern to teachers. ... Although five and six year olds may not be physically strong, they can inflict a lot of damage by using objects such as chairs and tables as missiles.

...There has been a significant increase in the number of days reported as being lost from work due to all forms of assault with 134.5 days reported for 1995 and 341.5 for 1996.

The incidence of theft and damage to teachers' personal property appears to be on the increase in the primary and pre-primary sector. ... 92% of senior high schools report damage to teachers' personal property.⁷¹

Anecdotal evidence suggests that the incidence of violence is small and that our schools are relatively safe for both teachers and students. However, the Institute of Criminology in 1993 estimated that between 5,000 and 6,000 teachers were assaulted each week in Australia.⁷² Some teachers recounted to the Committee their own experiences of violence in the classroom.

My submission was based on my personal experiences - a lot of them as a reading/resource teacher in a senior high school. I talked about the violence. I had been punched, spat at, sworn at on a daily, if not hourly, basis.

... it is a constant threat. It is not just the fact that I was once punched and twice spat at, but it is a constant threat.⁷³

Where violence occurs, its effect on the teachers concerned can be very damaging and long term. The SSTUWA report notes that teacher victims of violence and assault claimed to have received inadequate support

71 State School Teachers' Union of Western Australia. *Teacher Assault Survey 1996*, p (ii)

72 Michael Correll. *Violence or its threat are big causes of stress*. In *Human Resource Monthly*, August 1993, p 24

73 *Transcript of evidence*, Perth, 17 September 1997, pp 441-443 (Ms Josso, WA)

from the Western Australian Education Department and, in many cases, from their principals.

Most teachers who discussed the issue of violence against teachers wanted greater authority to remove students from mainstream classes - both for the benefit of the disruptive students themselves but, more importantly, for the benefit of other students in the class. They favoured the provision of alternative teaching arrangements - with adequate resources - rather than expulsion.

Some school systems are re-examining their response to violent students. In Queensland, for example, government schools suspended more than 10,000 students and expelled 674 in 1996⁷⁴ but expulsion was a cumbersome process requiring ministerial approval and suspensions were limited to a maximum of five days. Since 1997 principals have been granted authority to suspend students for up to 20 days - during which they are required to undertake special programs - and to expel those older than 15 without departmental approval.

At present it is generally very difficult to remove disruptive students from schools, especially in the state sector. Students are fully aware of the lack of adequate sanctions against those who exhibit unacceptable behaviour. This undermines teachers' authority and status. Some students have resorted to litigation in response to schools' attempts to expel them.

It is becoming common place for students who are suspended or expelled from the school for serious breaches of discipline to return the next day with a letter of demand from a lawyer. These letters from their solicitors state that the school must take these students back or the school would be sued.⁷⁵

One response to higher retention rates and the presence in the post compulsory years of increasing numbers of students who do not intend to proceed to university has been greater emphasis on vocational training and the development of closer links between schools and TAFE. Both of these approaches have been generally popular with students, who perceive vocational courses as more relevant to them than the more

74 Chris Griffith. *Sparing rod, but keeping control*. Sunday Mail, 9 March 1997, p 57

75 Submission no 96, vol 3, p 200 (Brother Ivers, NSW)

academic approach traditionally associated with the last two years of schooling. For these students the focus on vocational education has not only increased the relevance of school; it is also likely to have enhanced their perceptions of teachers.

TEACHERS' PERCEPTIONS

There is a contradiction in teachers' perceptions of their status. On the one hand, they believe their work is important and they value teaching excellence in colleagues and strive for it themselves. On the other hand, they believe that their skills are neither understood nor valued in the community, which accords them low status. This contradiction is apparent from the evidence.

Teachers see their status as low, in comparison with that of other professionals with equivalent qualifications and training. They generally consider that their status has declined over the last twenty or so years and that it is continuing to decline. In evidence to the Committee, and in the general literature, they attribute this decline to many of the same factors as does the general community. These include:

- the low value placed on education, in its broadest sense
- the low status of children
- feminisation of the profession
- low salary
- inadequate career structure
- casualisation
- poor working conditions
- inadequate recruitment, training and induction practices
- increased work load/ crowded curriculum
- increasing proportion of time devoted to non teaching tasks such as counselling

- litigation and violence
- lack of control over the profession and over their work
- negative media portrayal
- lack of support from education departments
- attacks by governments
- lack of support and understanding by the general community
- falling entry requirements for teaching, which are both an effect of declining status and a contributor to it.

Since these factors are discussed elsewhere in the Report they will not be elaborated upon here.

Rural teachers' perceptions of their status generally parallel those of urban teachers, but are adversely affected by the particular difficulties they face. These include: lack of adequate or appropriate induction; lack of opportunities for professional development; professional isolation; poor housing when compared with that provided to other professionals in rural areas and the difficulty of separating public and private life in small communities. Expectations of participation in out of school activities, though an issue elsewhere, was a particular concern of rural teachers.

Morale seems low. Teachers feel under-appreciated and some are begrudging the many extra contributions they make to the communities in which they teach. They chaff under the fact that the voluntary extra services they give are now treated as a regular part of their role and attract no special attention unless they fail to give these services. This feeling must influence how teachers themselves are now perceiving teaching as a profession.⁷⁶

76 E J Hatton, R Meyenn, J Parker, J Sutton, M Gard & K Maher. *The Status of Teaching in Rural and Regional Areas: Selected Themes*. Paper presented at the annual conference of the Australian Teacher Education Association, July 1997, Yeppoon p 9

A number of witnesses referred to the particular vulnerability of female teachers in rural and remote schools, and to the need for employers to recognise it by providing extra support.

I think there are issues for young women teachers going out into the country... which need to be addressed. [These are] to do with safe, secure and affordable housing and support so that they do not feel isolated and alone.⁷⁷

There was a report in the Australian in March this year that talked about the major issues facing rural women teachers, for example, in isolated and remote areas. In particular, they mentioned the difficulty of keeping female principals in schools in the tropical areas of Australia. The main reasons cited by women interviewed in this report were a lack of acceptance by some local communities of women in leadership positions; a sense of personal or professional isolation; safety and security issues; poor quality accommodation and a lack of adequate child-care facilities.⁷⁸

The community view of the status of individual teachers reflects the status of the school in which they work. Teachers at some private schools have higher status than teachers at public schools.

It is a very dangerous area to generalise in, Senator, but I think that generalisations can be made... If I have to come down on one side or the other, I certainly think teachers in independent schools are afforded more status and respect by parents and students alike.⁷⁹

Among teachers there does not appear to be any major difference in perception of their status between teachers in private and teachers in public schools.

Our view is that teachers regard themselves as belonging to a profession, and it is a national profession. When they pick up the newspaper and read statements that are critical of their work and the work of schools. I do not think that, if they are in a non-

77 *Transcript of evidence*, Adelaide, 16 October 1997, p 1010 (Australian Education Union, SA Branch)

78 *Transcript of evidence*, Townsville, 11 September 1997, p 293 (School of Education, James Cook University, Qld)

79 *Transcript of evidence*, Townsville, 11 September 1997, p 369 (Mr Paul, Qld)

government school, they somehow divide themselves off from their colleagues in the public sector.⁸⁰

There were a number of indications in evidence to the Committee of teachers' poor self image and defensiveness about their profession. A number explained how, at public functions, they did not reveal their occupation.

In many instances I best describe my occupation to other people as "I'm just employed as a public servant." Such is the way teachers are perceived by the community.⁸¹

Of particular concern is the fact that some teachers say they hesitate to reveal their occupation in public because of the negative reaction that can occur, while some principals admitted that they only admit to being a teacher in such circumstances.⁸² Others made the point that they did not recommend teaching as a career to either their children or their students.

This teacher of 30 years experience has strongly **discouraged** his children from following in his professional footsteps in the belief that teaching is a declining profession from a number of indicators and there are many more careers offering far greater rewards in terms of financial returns, recognition, value, job satisfaction and social status.⁸³

...whereas only a few short years ago, I would have highly recommended teaching as a career path for any of my students with academic ability, empathy and integrity, now I would not do so.⁸⁴

We know that in Australia 52 per cent of teachers, if given a choice, would move to other professions.⁸⁵ We also know that large numbers

80 *Transcript of evidence*, Melbourne, 10 October 1997, p 678 (Independent Education Union)

81 Submission no 5, vol 1, p 25 (Mr Lardener, NSW)

82 Submission no 66, vol 2, p 193 (NSW Teacher Education Council)

83 Submission no 211, vol 10, p 27 (Mr Davies, Qld)

84 Submission no 78, vol 3, p 75 (Mrs McGrath, Qld)

85 This figure is from the *Third International Mathematics and Science Study*, 1996, and refers particularly to mathematics and science teachers.

retire at the earliest opportunity. These figures give some indication of the extent of teacher dissatisfaction.

The Countervailing View

It would be misleading to paint a totally bleak picture of teachers' perceptions of their status. Positive views were held by many teachers, as the following contributions at public hearings attest.

There is an enormous amount of high quality work taking place in schools by teachers, in faculties by teacher educators that this country ought to be proud of and should do a lot more to acknowledge than it does.⁸⁶

Teachers are professionals who do a job for kids. I feel I do my job well, and so do many other teachers, but we need support from the top. Only when this support, resources and a review of education occurs can we be seen as unlimited in what we can teach and contribute to learning. We need to think about [that] now in order to plan for the future of education. Universities and schools are doing this, and the passion is out there; it just needs to be recognised.⁸⁷

There was general agreement in evidence to the Committee that teachers considered their work was not understood, not valued and not adequately remunerated, but at the same time many were keen to point to its **intrinsic** rewards. These are what attracted them to teaching in the first place and what keeps them in it despite the external factors which inhibit job satisfaction and increase stress.

I stress that teacher perceptions of their accorded status is quite distinct from teacher perceptions of the importance of their role, and we certainly share with teachers a belief in the real importance of teaching as a profession.⁸⁸

86 *Transcript of evidence*, Adelaide, 16 October 1997, p 897 (Australian Council of Deans of Education)

87 *Transcript of evidence*, Melbourne, 9 October 1997, p 618 (Ms Schnellmann, Vic)

88 *Transcript of evidence*, Canberra, 1 December 1997, p 1143 (Australian Council of State School Organisations)

Dr Steve Dinham, in describing the findings of his study of teacher satisfaction,⁸⁹ made this point very strongly.

When we asked people what satisfied them most in teaching, overwhelmingly it was helping students, pupil achievement, their own professional self-growth, getting through to somebody, helping them overcome problems, working with colleagues. That was remarkably strong and consistent.⁹⁰

Other teachers made similar observations.

Good teaching is about moments... It is about the moment when you actually surprise a child into doing something that they thought they could not do. A good teacher tries to do that all of the time.⁹¹

Even those teachers, quoted above, who had advised others not to become teachers, still derived pleasure and satisfaction from this aspect of their work.

[My recommendation against teaching] ..is in spite of an enduring love of working with children and joy at observing them inquire, learn and develop positive attitudes despite the range of backgrounds they come from.⁹²

At the outset I would like to stress that I love teaching and regard it as a privilege to learn with the fine young people I have contact with in my daily work. However...⁹³

One of the major contributors to teachers' perception of their low status is what they see as a lack of understanding, appreciation and support for their work on the part of the general community. The Dinham study, among others, disputes their assessment of the situation and argues that in fact community perceptions are much more varied and often much more positive than teachers themselves recognise.

89 Dr Steve Dinham, Dr Catherine Scott. *The Teacher 2000 Project: A Study of Teacher Satisfaction, Motivation and Health*. University of Western Sydney, December 1996

90 *Transcript of evidence*, Sydney, 29 August 1997, p 96 (Dr Dinham)

91 *Transcript of evidence*, Brisbane, 10 September 1997, p 213 (Association of Independent Schools of Queensland)

92 Submission no 211, vol 10, p 27 (Mr Davies, Qld)

93 Submission no 78, vol 3, p 75 (Mrs McGrath, Qld)

The poor way teachers *perceive* they are regarded by society is particularly worrying. It is possible that teachers are probably harder on themselves in this respect than society is generally, a phenomenon that indicates some deep seated problems within the profession. There is thus the need to take steps to restore teacher pride and confidence even before improving teacher status is contemplated.⁹⁴

The Australian Teaching Council reached a similar conclusion, as did a number of witnesses.

Teachers think well of themselves and of the work they do. But they are convinced that generally other people do not share that sense of a difficult job well done. There is, therefore, a distinct feeling of ambivalence amongst teachers as to their role and worth in society.⁹⁵

... compared with other countries, Australia has a very high credibility with its teaching profession overseas, particularly because of the teaching skills people have today. But it is the perception of the Australian society, and certainly the perception of teachers themselves, that the status of their profession is diminishing greatly.⁹⁶

At least one submission pointed to teachers' negative assessment of their status as a self fulfilling prophesy: the more they projected this image, the wider its acceptance in the general community, which in turn fed upon it in making its own assessments.

The status of teachers is to a large degree determined by the status teachers afford themselves. If teachers have a negative opinion of their own situation then it will be communicated to the students, their parents and to the wider community very quickly.⁹⁷

94 Submission no 66, vol 2, p 211 (Dr Dinham)

95 Australian Teaching Council. *What do teachers think?* Sydney, 1995, p 5

96 *Transcript of evidence*, Melbourne, 10 October 1997, p 640 (Australian Secondary Principals' Association)

97 Submission no 220, vol 10, p 148 (Mount Lawley Senior High School Education Committee)

Teachers' perceptions of their status might be enhanced were they more aware of the degree of support they enjoy in the general community. But teachers, like everybody else, are influenced by the media in this respect. And they have not in general been good advocates of their cause. While teachers themselves place a high value on their skills their perceptions of their status appear to be inextricably linked to community perceptions. It is therefore unlikely that they will improve until favourable community perceptions are more widely recognised. However, the Committee anticipates that the establishment of a national teaching body (as recommended in Chapter 2) will enhance teachers' status and their **perception** of their status by giving them greater control of their profession and by providing a national body to speak on their behalf.

CHAPTER 5

THE OUTSIDE SCHOOL ENVIRONMENT - FACTORS AFFECTING TEACHERS' MORALE, PROFESSIONALISM AND STATUS

Teachers do not operate in a vacuum. Like everybody else they are affected by developments in the broader political, social and economic environment of which they are a part. This Chapter examines the ways in which the status of teachers is affected by some of these broader societal influences.

Foremost among them is governments' seemingly reduced commitment to school education, as evidenced by government attacks on our schools and, in some cases at least, by declining real levels of funding to schools.

GOVERNMENT FUNDING TO SCHOOLS

Commonwealth Government funding to schools (both government and non-government) has increased steadily since the early 1970s both in per capita terms and as a proportion of total government funding. School education remains predominantly a State/Territory responsibility but the **proportion** of funding contributed by State and Territory governments has declined since the 1970s. **Per capita** funding by State and Territory governments has generally increased although there have been significant fluctuations, with government schools in Victoria in particular suffering significantly reduced expenditure over the period 1991-1992 to 1995-1996.¹

The 1997 *Report on Government Service Provision* states that:

Expenditure per student (in real terms) decreased by 0.7 per cent across Australia between 1992-93 and 1994-95. On a jurisdictional

1 For details see Submission no 267, vol 14, p 33 (Australian Education Union, Vic Branch)

basis, the largest increase (4.0 per cent per annum) was in NSW, the largest decrease was in Victoria (8.9 per cent per annum).²

As shown in the following table, total expenditure on government schools has generally increased in the period 1988-89 to 1995-96. However, this increase has been barely sufficient to keep pace with the recurrent costs of schooling, which have been rising faster than prices within the general economy, in line with the increased demands placed upon schools. Indeed, total State government outlays actually fell by 1.6% over this period, while Commonwealth outlays rose.

2 Steering Committee for the Review of Commonwealth/State Service Provision. *Report on Government Service Provision*, vol 1, 1997, p 56

COMMONWEALTH AND STATE RECURRENT EDUCATION OUTLAYS PER STUDENT

Constant 1989-90 prices – Schools Recurrent cost Index)

Funding	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96	Increase: 1988-89 to 1995-96	Average Annual Increase
Government Schools:										
C'wealth Grants (\$)	315.5	339.6	351.0	385.5	396.0	329.1	335.5	329.0	4.3%	0.6%
C'wealth Joint Schools Program (\$)	15.8	17.8	18.3	23.0	23.8	79.4	81.1	82.3	420.8%	26.6%
<i>Total C'wealth Grants</i>	<i>331.3</i>	<i>357.5</i>	<i>369.3</i>	<i>408.5</i>	<i>419.7</i>	<i>408.5</i>	<i>416.6</i>	<i>411.3</i>	<i>24.1%</i>	<i>3.1%</i>
State Outlays (\$)	2,868.2	2,841.0	2,900.8	2,915.7	2,864.0	2,773.4	2,700.5	2,821.7	-1.6%	-0.2%
Total Outlays(\$)	3,199.5	2,198.5	3,270.1	3,324.2	3,283.8	3,181.9	3,117.1	3,232.9	1.0%	0.1%
Non-Government Schools:										
C'wealth Grants (\$)	1,264.9	1,319.7	1,319.8	1,365.5	1,389.3	1,463.5	1,520.6	1,522.0	20.3%	2.7%
State Outlays (\$)	654.8	749.8	718.4	810.5	815.9	745.0	787.3	807.1	23.3%	3.0%
Total Outlays	1,919.7	2,069.5	2,038.1	2,175.9	2,205.1	2,208.5	2,307.9	2,329.2	21.3%	2.8%
<i>Schools Recurrent Cost Index</i>	134.8	142.5	151.6	157.8	162.1	169.1	175.1	179.0		

Source: Mr Dennis James, Parliamentary Research Service, Canberra

During the same period (1988 -1989 to 1995-1996) both Commonwealth and State funding to private schools increased significantly. Commonwealth funding increased by 21.3% over the nine year period (compared with an increase of 1% to government schools) while total State government funding increased by 23.3%. The increase in funding to private schools exceeded their increase in enrolments (which rose from 27.3% in 1988 to 29% in 1995).³ This divergence is likely to be exacerbated by recent Federal Government changes such as the Enrolment Benchmark Adjustment and the abolition of the New Schools Policy.

One response to governments' reduced relative financial contribution to school education has been greater reliance on private funding, which the Committee has estimated⁴ at approximately 5%-7% of non salary recurrent costs.

School funding has also been decreasing as a proportion of GDP. The National Commission of Audit reported in 1996 that:

Expenditure by all levels of government on schools rose from 2.8 per cent of GDP in 1972-73 to 3.6 per cent in 1983-84, but then declined to 2.8 per cent of GDP in 1993-94.

During this time, the Commonwealth's share of government spending on schools rose from 11 per cent in 1972-73 to 24 per cent in 1983-84 and 30 per cent in 1993-94, while the states' share declined from 89 per cent in 1972-73 to 76 per cent in 1983-84 and 70 per cent in 1993-94.⁵

3 ABS figures quoted in Simon Marginson. *Schools funding and the public-private problem: 1997 and after*. In *Unicorn*, vol 23, no 1, April 1997, p 21

4 In Senate Employment, Education and Training References Committee, *Not a level playground, the private and commercial funding of government schools*. June, 1997, p 30. This figure has since been supported by the Department of Employment, Education Training and Youth Affairs in *Schools Funding: An issues paper on Commonwealth funding for schools arising from the Review of the Education Resources Index*, Canberra, October 1997, p 8

5 National Commission of Audit. *Report to the Commonwealth Government*, Canberra, June 1996

More recent figures indicate that expenditure on school education as a percentage of GDP has declined further since 1993-94. It was 2.7% in 1995-96.⁶

These figures are disputed by the Department of Employment, Education, Training and Youth Affairs⁷ which cites OECD data published in 1993 showing Australian direct public expenditure on school education was 3.6% of GDP. It is not clear however to which year the OECD figure relates. Given the long time lag in publication of many OECD statistics it is likely that the discrepancy can be accounted for by the fact that the figure of 3.6% used by the OECD refers to the position in the 1980s. Analysis by the Parliamentary Research Service indicates that total government funding on schools has not exceeded 3.0% at any time since 1990-1991, as indicated in the following table.

TOTAL GOVERNMENT FUNDING FOR SCHOOLS
(\$ million)

Type	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96
Current	10,047	10,888	11,248	11,576	11,790	12,448
Capital	734	703	704	597	676	707
Total	10,781	11,591	11,952	12,173	12,466	13,155

TOTAL GOVERNMENT FUNDING FOR SCHOOLS
(% of GDP)

Type	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96
Current	2.65	2.81	2.78	2.69	2.58	2.54
Capital	0.19	0.18	0.17	0.14	0.15	0.14
Total	2.85	2.99	2.95	2.83	2.72	2.69

Source: Mr Dennis James, Parliamentary Research Service, Canberra, based on ABS Cat. No. 5512.0; ABS Cat. No. 5206.0

6 ABS. *Expenditure on Education Australia 1995-96*, Cat No 5510.0 p 8. This figure has been verified by the Parliamentary Research Service

7 Department of Employment, Education, Training and Youth Affairs. *An issues paper on Commonwealth funding for schools arising from the Review of the Education Resources Index*, Canberra, October 1997, p 6

The Committee has recently considered the issue of what constitutes adequate funding for schools (or at least, adequate funding for schools to meet the eight Key Learning Areas).⁸ It reiterates here some key points from that report. The Commonwealth Government allocates per capita education funding to the states on the basis of movements in the average recurrent cost of government schools (ARCOS).⁹ The ARCOS simply averages, over the government school population, the expenditure by government on salaries and general operating expenditure. In the Committee's view, the major flaw of the ARCOS approach is that it is not linked in any way to targets, outcomes or standards. It simply represents a benchmark of expenditure based on historical circumstance. This is entirely inappropriate on a number of grounds. It is inconsistent with the thrust towards using an outcomes approach to inform funding decisions. It also ignores significant growth in retention rates, dramatic changes in curriculum, and major advances in technology, all of which impact profoundly on the resource needs of schools.

Likewise, State and Territory governments appropriate funds for education with no proper assessment of the actual needs of schools, and the cost implications of the many curricular, technological and policy changes which schools are expected to implement. The Committee considers that it is the responsibility of governments to fund schools to a standard commensurate with the expectations of the community and the demands of the expanding curriculum.

Governments need to establish the real cost of schooling and fund schools accordingly. In 1995 the Schools Council suggested that one means of addressing 'the issue of the declining resources base would be to establish a collaborative Schools Funding Committee to devise one funding formula for the allocation of Commonwealth and State resources to *all* Australian schools.

8 Senate Employment, Education and Training References Committee. *Not a level playground. The private and commercial funding of government schools*, 1997, pp 42-45

9 Schools Council. *Improving Commonwealth funding arrangements for government primary schools: Discussion paper*, NBEET, December 1994, p 10

...[The] Committee ... established under an appropriate national body ... would be asked to determine overall resource levels, service standards, allocative mechanisms, and the relative funding shares of the various partners...'¹⁰

The Committee endorses this proposal. It suggests that the education resource standards be linked to the eight key learning areas identified in the national goals of schooling. A basket of services approach for determining the level of resources needed to achieve these goals would provide a basis for funding.

The Committee notes with interest the work of the Victorian Government's education committee under Professor Brian Caldwell. Its June 1995 Interim Report on *The School Global Budget in Victoria* was subtitled 'Matching resources to student learning needs'. The Committee understands that a final report, which deals at length with the issue of how schools should be resourced, has been with the Victorian Minister for Education since late 1996. The Committee urges the Victorian Minister to publish the findings of the latest Caldwell report.

In the *Interim Report* of June 1995, Caldwell provided a final chapter dealing with 'Transitional arrangements and further work' which sought to lay the foundations for a comprehensive approach to establishing a link between resources allocated to schools and the stages of learning. This approach sought to address the question 'What should be the stages of learning that will form the basis for the allocation of resources in core funding for schools?'¹¹ The general thrust of the Caldwell proposals was to undertake consultation with a view to the phased implementation of per capita and per school funding levels based on the identification of three stages of schooling, namely, years K,4, years 5,8 and years 9,12. This exercise would also involve the assembling of some sense of the costs associated with different stages of schooling, which could then guide resource allocation.

The Senate Committee regards it as crucial that a sensible approach to resource allocation in schools be developed. The establishment of the

10 Schools Council. *Resources and Accountability: Commonwealth funding scenarios for government primary schools 1996-2000*, NBEET, Canberra, 1995, p 10

11 Caldwell, B, et al. *The School Global Budget in Victoria*, Interim Report, June 1995, Victorian Directorate of School Education, pp 46,49

eight key learning areas and the associated curriculum frameworks provides a solid background against which to develop measures of the costs associated with delivering that curriculum. Governments would then know what the costs are of providing a school education sufficient to cover the eight key learning areas and to meet the National Goals for Schooling. This data could then be used to develop methods of allocating resources to schools.

It is likely that the final report of the Caldwell Committee could provide some valuable guidance on these matters. Given the ongoing controversy about the involvement of the Commonwealth, State and Territory Governments in the funding of schools, and about the policy changes and levels of funding which the Commonwealth has introduced, it is timely to pursue a thorough investigation of school resourcing mechanisms. This requires a thorough examination of the actual costs of delivering a standard curriculum in our schools.

The Committee RECOMMENDS that:

- **governments fund public schools at a level sufficient to deliver the appropriate standard of education within the Eight Key Learning Areas, and commensurate with the National Goals of Schooling**
- **the Commonwealth, State and Territory Governments jointly establish a Schools Education Costs Committee to undertake consultation and research with the aim of ascertaining the cost of delivering, at the various stages of schooling and in each of the Eight Key Learning Areas, an education which will meet the basic requirements of those Key Learning Areas and the National Goals of Schooling and**
- **on the basis of such data and information determine overall resource levels, allocative mechanisms and the relative funding shares of the various governments.**

Funding uncertainty and its failure to keep pace with costs affects every aspect of teachers' working lives. Together with excessive work load it is the single most important contributor to the declining morale and status of the profession.

It is important to stress here that teachers are but one group of professionals whose status and working lives are being adversely

affected by a declining political commitment to the provision of publicly funded services and a greater reliance upon more competitive, market oriented models of service delivery. Health and social workers are similarly affected, with services provided through the Home and Community Care Program, for example, placing a much greater focus on financial contributions by users.

The impact on teachers of uncertain and fluctuating funding and of governments' failure to match rapidly rising costs is discussed in the next Chapter, which looks at the effect on individual schools.

At the broadest level teachers expressed concern about inadequate funding because they saw it as a reflection of the low priority accorded to education in Australia. This, in turn, reflected adversely upon the status of the teaching profession.

It is our view - and it would be recognised by many within the industry as well - that, at the moment, there is not a sufficient proportion of GDP expended on education. It is our view that both the public and private sectors need to be properly resourced so that the kinds of expectations put on schools and on teachers can be fulfilled in a proper way.¹²

We say in our submission that the status of teachers is inextricably linked to the restoration of a properly resourced, high quality system of public education. We note that in Victoria the budget surplus in April of this year was \$802 million, yet Victoria spends less per head of population than any other state in Australia.¹³

Evidence to the Committee focussed in particular on governments' perceived lack of commitment to public education. Many witnesses referred in this context to the Federal Government's introduction of the Enrolment Benchmark Adjustment (EBA). The EBA transfers funds from the public sector to the private sector as the proportion of private sector enrolments increases (above 1996 levels).

12 *Transcript of evidence*, Melbourne, 10 October 1997, p 672 (Independent Education Union)

13 *Transcript of evidence*, Melbourne, 10 October 1997, p 701 (Australian Education Union, Vic Branch)

Once the benchmark proportion is triggered then, for each extra student enrolled in a private school the Federal Government will deduct an average, nationally, of \$1,500¹⁴ from its grant to the relevant State. This is half the estimated national average cost of \$3,000 to educate a student in a government school. The balance of this sum, called the buffer, remains within the state system to meet infrastructure and other costs that are relatively impervious to small enrolment changes. One commentator has estimated¹⁵ that this will result in a \$200 million reduction in Federal Government funding for government schools over the next four years.

At the same time, abolition of the New Schools Policy will lift restrictions on eligibility for funding for non-government schools and is likely to result in the establishment of more small private schools which will receive subsidies from both Federal and State governments. In some areas the establishment of a private school may threaten the viability of an existing government school. In cases where government schools close as a result, there will be increasing pressure on parents to enrol their children in the private school, rather than require them to travel to the nearest government school, which might be a significant distance from home, especially in country areas.

It is too early to assess the impact of these measures but Committee witnesses were not the only ones to express misgivings about their consequences for public education.¹⁶ Ken Davidson, writing on the abolition of the New Schools Policy said:

At the national level, the Schools Minister, David Kemp, has had legislation passed that will encourage the exodus from the public school system by allowing every tinpot fundamentalist religious group to start schools with federal funding - funds withdrawn from the allocation to government schools.¹⁷

14 Figure supplied by Schools Division, Department of Employment, Education, Training and Youth Affairs, March 1998

15 Louise Watson. *The Federal Budget and Schools*. Paper presented at the Australian National University, 8 October 1996, p 3

16 The case for, and against, the EBA and abolition of the New Schools Policy is made in two chapters of *Unicorn*, vol 23, no 1, April 1997, pp 16-31

17 Ken Davidson. *False Economy*. In *Australian Educator*, autumn 1997, p 13

Professor Barry McGaw, of the Australian Council for Educational Research, commented on the EBA:

My concern is that this is a change of policy that on the face of it looks minor - we shift a bit of money when each student moves. But in aggregate it could be substantial to an extent that people just don't anticipate.

...From the point of view of individual choice, lowered barriers to entry and easier movement to private provision has few attractions. From the point of view of quality of Government schooling, there is a serious risk of residualisation.

Parents with a serious commitment to education will be under increased pressure to choose private provision. Those remaining in the public sector are likely to be those with fewer resources and those without the networks and capacities to work for the improvement of the public sector.¹⁸

Teachers providing evidence to the Committee raised similar concerns. These related both to the 70% of students currently enrolled in government schools and to the large majority of teachers now employed there.

The public v private debate is highly relevant to the matter of teacher status, and particularly the status of that large majority of teachers in the public school system. The debate places their schools and therefore their quality under fire and is a major vehicle for attacks on their professionalism, integrity and performance. It is also a major source of their concerns about the security of their careers. Finally, it threatens, in their eyes, the interests of children.¹⁹

Interestingly, teachers from both government and non-government schools were equally concerned by what they perceived as decreased government commitment to public education. Both groups recognised the need for schools of high quality, regardless of sector.

I hope that this report reflects some idealism in education. What we are all on about is this nation going forward through its youth. If we do not have strong government and non-government sectors, I do

18 Quoted in Luke Slattery. *The Squeeze on Schools*, Weekend Australian, 1 February 1997

19 Submission no 114, vol 4, p 133 (Tasmanian Primary Principals' Association)

not believe this nation can move forward. If we are not going to have idealism in education, where are we going to have it?²⁰

Both were also fearful that recent funding changes have the potential to reignite the state aid debate and, as a consequence, to divide teachers in government schools from those in non-government schools, to the detriment of the teaching profession as a whole.

Policy on the funding of schools must be developed in consultation with all the stakeholders. Few other issues in Australia have the capacity to divide the community in the way that the state aid debate has. As teachers in both sectors find themselves forced into taking a stance in the debate, what is lost is the united voice and sense of purpose of the teaching profession and proper intellectual debate about the key educational issues of the day. Teachers as professionals are diminished by the public/private schism.²¹

We are on the record as saying very clearly that we support a very strongly and properly resourced public system of education, and that we oppose both the removal of the new schools policy that was in the legislation prior to that and the enrolment benchmark adjustment. We do not believe that is an appropriate mechanism. We think it is pretty crude, and that is on the record.²²

I do not think you can separate government and non-government teachers. When the profession is hit, the profession is hit. The blow hits the corpus of everyone who calls themselves a teacher, and we call ourselves teachers too. It is something that is very painful.²³

20 *Transcript of evidence*, Adelaide, 16 October 1997, p 997 (South Australian Independent Schools Board Inc)

21 Submission no 281, vol 16, p 10 (Independent Education Union)

22 *Transcript of evidence*, Melbourne, 10 October 1997, p 681 (Independent Education Union of Australia)

23 *Transcript of evidence*, Adelaide, 16 October 1997, p 1004 (South Australian Independent Schools Board Inc)

THE POLITICISATION OF EDUCATION

In the Committee's view it is essential that politicians, political parties and governments are involved in, and informed about, educational issues given the huge public resources devoted to it, its potential to influence all our economic and social futures and its direct impact upon the lives of so many of our citizens - as learners, as teachers or as otherwise involved in the educational endeavour.²⁴

Evidence provided to the Committee during its Inquiry suggests however that the nature of political involvement in education, at least with regard to its impact at the school level, can be narrowly focused, ill informed, short term and sometimes very damaging in its consequences. On the basis of the information provided to the Committee this is the case in both Federal and State/Territory jurisdictions and across the political spectrum. Perhaps this is an exaggeration of the position but it was certainly the view of **all** the teachers and teachers' representatives who provided evidence to the Committee on this issue.

Our experience has been that it [politicisation] is present at state level, it is present at federal level and it is present on both sides of politics and that the old educational priorities that were to do with a liberal humanist model, where there was a holistic education of the individual and a whole lot of things that were very commonly accepted, are not even spoken about now.²⁵

Overall, those surveyed [by Dinham and Scott] revealed... a great concern with what they saw as the growing politicisation of education in recent times and with the perceived situation that educational change was being driven by non-pedagogic concerns by people 'out of touch' with the realities of teaching.²⁶

Perhaps the greatest effect on teacher morale arises from the continuing politicisation of education. The present drive for

24 The size of the enterprise is illustrated by the fact that in 1996 there were 202,972 (FTE) teachers employed in Australian schools according to the ABS. *Schools Australia 1996*. Cat No 4221.0, p 5

25 *Transcript of evidence*, Perth, 17 September 1997, p 406 (Mount Lawley Senior High School, WA)

26 Submission no 66, vol 2, p 198 (NSW Teacher Education Council)

education to serve the needs of the economy strikes at the very heart of the professional teachers' ideals and the view of education and children's interests which stems from those ideals.²⁷

Most of the teachers who raised the issue of politicisation recognised the legitimacy of political debate on educational issues and supported it. But they strongly objected to the way in which they perceived politicians were treating them as scapegoats for all of society's failures, in much the same way as did the community more generally.

Schools have been used by federal governments over the last ten to fifteen years as a way of hiding unpalatably high unemployment figures for obviously political motives. Why should schools take the blame for a lack of political foresight and planning? Why should we form the main spearhead for containing this macroeconomic problem?²⁸

The ultimate irony, surely, is that teachers and schools are now being blamed for the unemployment situation. If that is not the ultimate - we are getting blamed for everything now. That is the present stance of some members of the present federal government.²⁹

Two recent incidents in particular were mentioned by many teachers as representing unjustified attacks upon the profession which seriously undermined their morale and contributed to a lowering of their status in the eyes of the community. The first of these was Dr David Kemp's attack upon literacy and numeracy levels in Australia, which he described as 'a national disgrace' and which he blamed on teachers' failure to devote sufficient time to teaching the basics and to their lack of skills and training. The Prime Minister blamed the results on 'faddish' teaching methods.

Clearly the literacy techniques for teaching reading and writing that have been fashionable over the last 20 years have not suited all students.

27 Submission no 114, vol 4, pp 145-146 (Tasmanian Primary Principals' Association)

28 Submission no 52, vol 2, p 98 (Mr Ewbank, ACT)

29 *Transcript of evidence*, Adelaide, 16 October 1997, p 1004 (South Australian Independent Schools Board, Inc)

“We're beyond that phase now. I think many teachers in those early years perhaps haven't got the skills that they need and want to address the needs of students who have got particular problems.”³⁰

In response, teachers pointed, amongst other factors, to dwindling resources provided to education, to reduced support services and to increased demands upon the curriculum. They stressed the inappropriateness of Dr Kemp's proposed response to perceived poor levels of literacy - to withdraw funding from States and schools which failed to accept national testing or failed to meet the national benchmark for literacy.

Dr Kemp's statements appear to have been a major blow to teachers, as the following excerpts from the evidence indicate.

And when people like Kemp and Goode [sic] come out whipping teachers about literacy I want to spit, I have got to say, because they are the very people who deny the funds that support the programs and keep the programs running that catch these kids.³¹

If the health of Aborigines is judged to be poor, we do not blame the doctors; we blame the system and we look to the doctors to solve the problem. If the literacy levels of the population are lower than we want, we ought not to blame the teachers; we ought to look to the teachers to solve the problem. We ought to be encouraged to do that by the evidence from the [ABS] adult study that schools have been producing successively more literate generations.³²

In fact there is at least as much evidence to suggest that literacy levels are rising in Australia as there is to suggest otherwise. ABS data in particular shows that literacy levels are much lower in older generations than in younger ones in this country.³³ Several witnesses drew attention to this.

30 Interview with Jodie Brough. Reported in Sydney Morning Herald, 12 March 1997, p 3

31 *Transcript of evidence*, Melbourne, 9 October 1997, p 602 (Ms Taunt, Vic)

32 *Transcript of evidence*, Melbourne, 10 October 1997, p 687 (Australian College of Education, ACT)

33 ABS. *Aspects of Literacy: Profiles and Perceptions, Australia 1996, 1997*

Current literacy standards are described as scandalous although when you look at the data, current literacy standards are better than they have ever been before.³⁴

A second incident was Senator Amanda Vanstone's comment to the American - Australian Chamber of Commerce that students in private schools were much more successful in obtaining jobs than were children in public schools.

“School leavers from state schools are 10 times more likely to end up on the dole queue compared to their private-school counterparts.... The bottom line is that for school leavers, private schools have beaten unemployment.”³⁵

Teachers interpreted this as an attack on public education and on teachers employed in it. Again, in their view the allegation was simplistic, misleading and quite unjustified as it took no account of the different student intakes into public and private schools and to the very wide range of factors which affect post school outcomes. In their view it was ideologically motivated and very damaging to public schools and their teachers. It was also damaging in the sense that it had the potential to create divisions between public and private school teachers.

... to politicise education in the way that happens in Australia is most unfortunate. As has been recently noted, comments on literacy by Dr Kemp in particular and comments about the employment prospects of state school students in comparison to private school students from Senator Vanstone have been most unfortunate. Teachers have felt those remarks deeply.³⁶

Senator Vanstone's most unfortunate recent comments - plus constant criticism of teachers and the way the media handles the issue of industrial unrest all add to this low perception [of teachers in the community].³⁷

34 *Transcript of evidence*, Canberra, 1 December 1997, p 1145 (Australian Council of State School Organisations)

35 As reported in Sun Herald, 10 August 1997, p 2

36 *Transcript of evidence*, Melbourne, 9 October 1997, p 608 (Ms Cesarec, Vic)

37 *Transcript of evidence*, Melbourne, 10 October 1997, p 642 (Australian Secondary Principals' Association)

Senator Vanstone's comments were seen by teachers providing evidence to the Inquiry as but one aspect of an ideologically motivated assault on public education which contributed to low teacher morale and undermined the status of public school teachers in the eyes of the general community. The funding implications of increased support for private schools, at the expense of the public system, have been discussed earlier in this Chapter. The following excerpts are typical of views expressed to the Committee on the more general impact - on public schools and their teachers and parents - of the perceived attack upon public education.

There is no evidence of any State Government commitment to universal free public schooling despite the fact that the Education Act specifies that instruction shall be free. The evidence is that the Government has abandoned the role of public education advocacy. Government schools have been treated as a liability rather than an asset. The feeling amongst teachers in the state school system is that the Government's preference is for students to enrol in private education as this will reduce the State Government's budget commitment. This Government attitude has been one of the key factors affecting the morale of teachers.³⁸

... with recent changes in Federal funding to schools and to rules about establishing new private schools, the community is being encouraged to choose non-government schools for their students. Because of the lack of Government support for public schooling there are doubts in the minds of parents about the on-going ability of public schools to deliver quality programs.³⁹

Many teachers commented that education ministers - the very people who should be supporting them - were instead leading the charge against them.

The problem, basically, is in the attack that a number of governments have actually mounted on the teaching profession, who are described as the enemy. It is extraordinary that you find people who are responsible for the public's welfare denigrating more than one sector, but, in this particular instance, a sector which is devoted almost entirely to the public good. Somehow or other we have to turn that round - and I do believe, quite sincerely, that it is

38 Submission no 267, vol 14, p 37 (Australian Education Union, Vic Branch)

39 Submission no 158, vol 6, 191 (Concerned teachers, Marryatville, SA)

the role of government to support the public sector in achieving social ends which are the responsibility of government. This has to change.⁴⁰

Public education needs a champion. The attitude of many state ministers for education is as if the CEO or spokesman of General Motors publicly castigated the quality of GM cars, blamed the workers and advocated the purchase of Fords. Such an action would be seen as quintessentially incompetent, and yet it is an everyday occurrence in the administration of schools, with disastrous consequences for schools and teachers.⁴¹

Australian politicians were compared unfavourably in this respect with some of their overseas counterparts.

What sort of society do we wish for our children? It is time to ask this question again here in Australia and of its politicians, given the poverty of discussion about anything other than the funding of Education in recent election manifestos, budgets and education forums. Compare this with the USA, where W Clinton ran for a second term on an Education platform, and the UK, where T Blair did the same.⁴²

Politicians reflect the wishes of the community. It has been strongly noticed by us that, in the recent elections in the United Kingdom and the United States, education was the number one priority. We fail to see that in our country, and that can only reflect the interest of the community in education.⁴³

I just note the way in which President Clinton has spoken out on behalf of teachers in the United States, and that the new Prime Minister of England has spoken out on behalf of teachers in Britain. Anything which is a public recognition of the tremendous work that teachers do, whether a publicity campaign or whatever, I think would be a positive step.⁴⁴

40 *Transcript of evidence*, Adelaide, 16 October 1997, p 889 (Australian Council of Deans of Education)

41 Submission no 248, vol 12, p 169 (Mr Edmunds, ACT)

42 Submission no 236, vol 11, p 168 (Professor Cosgrove, NSW)

43 *Transcript of evidence*, Melbourne, 10 October 1997, p 642 (Australian Secondary Principals' Association)

44 *Transcript of evidence*, Brisbane, 10 September 1997, p 205 (Education Queensland)

One of the main problems to which teachers drew attention was the short term view of education espoused by politicians. They are geared to a three or four year election cycle and look at education 'reform' and change in that time frame. This has resulted in a large number of short term modifications to the curriculum and to school organisation which were disruptive to teachers and students alike and undermined good teaching practice, which requires longer time frames for change to be understood, adopted, evaluated and modified.

In [the] 80's Liberals were in government in Victoria and decided to implement compulsory physical education. We were sent suitable materials, etc. Then, an election was called and Labor won. Within a time frame of several months compulsory PE, and all the expensive written materials went into the bin!!⁴⁵

The life of parliamentary initiatives is four years, which is the life of a parliament, if it lasts that long. But the life of a primary child is seven years and the life of a secondary child is five to six. So I think we need to synchronise our activities a bit more and then there would be a sense that there is a legitimacy in what was happening between the parliament and schools.⁴⁶

Unlike many other professions, education is subject to sometimes major changes to policy as different political parties come to power at State and Federal level. This can result in significant changes to staffing quotas, resourcing etc and can negatively affect confidence in the long term prospects of the profession for those considering entry.⁴⁷

Teachers resent the ban on political comment on education issues which is in force in some States and Territories. They see it as undermining their professionalism to the extent that it prevents them publicly discussing an issue of major importance about which they have first hand knowledge - our schools - and thus deprives the community of a significant source of information about the impact of recent changes on the operation of schools.

45 Submission no 57, vol 2, p 133 (Ms Stanway, Vic)

46 *Transcript of evidence*, Adelaide, 16 October 1997, p 1000 (South Australian Independent Schools Board Inc)

47 Submission no 181, vol 8, p 11 (Association of Heads of Independent Schools of Australia)

... it is difficult to see how forbidding teachers to engage in public debate on government policy, as has been done in Victoria, improves the status of the profession. It certainly does little to raise public awareness of teaching as a profession.⁴⁸

Evidence exists of an increasing number of TAFE teachers feeling restricted in their right to speak openly about their area of expertise and issues of concern within the Institute. Many report fear that their contracts may well not be renewed if strong opinions are voiced.⁴⁹

Politicisation of the Bureaucracy

One aspect of the politicisation of education to which teachers from most jurisdictions drew attention was the politicisation of the bureaucracy. Experienced teachers in particular commented on the way in which relations between education departments and teachers had changed. Formerly seen as allies of teachers, who helped and supported them, departmental staff are now viewed as agents of government. This change was attributed by teachers to the change in employment conditions for departmental staff. Formerly permanent public servants, they are now employed on contract, with performance assessed against the achievement of government objectives.

Teachers perceived departmental staff as isolated from the business of teaching. They claimed staff did not understand what happened in schools and had different priorities from teachers.

The current setting of education is one of conflict between opposing attitudes - the bureaucratic and the professional. The bureaucrat is concerned with efficiency and statistical information to measure that efficiency. The professionals are concerned with the quality of the teaching and learning process and the needs of individual students. The bureaucrat concentrates on output and testing, the professional on input and teaching quality.... Each has a legitimate concern and it is simplistic to suggest that one is right and the other wrong. A balance needs to be achieved so that the real purpose of the enterprise of education is not lost.⁵⁰

48 Submission no 184, vol 8, p 36 (Ms Geeson, Vic)

49 Submission no 299, vol 18, p 147 (Australian Education Union, Vic Branch)

50 Submission no 114, vol 4, p 126 (Tasmanian Primary Principals' Association)

... I want a bit of spine in the department. By that I mean I want my headmaster to back me. I want the director-general to back me. I want the director - general to get in and go the politicians and say, 'Listen, what you're doing is wrong.' I want the director to put his or her job on the line to make some sense.⁵¹

Some teachers also claimed that public servants put the short term political interests of ministers before the long term educational interests of schools and that, to this end, they were sometimes prepared to encourage negative media reporting.

In Queensland we are presently in the midst of such a period of [media] abuse. In this case I feel the negative media attention has been driven by the Education Department as part of its current Enterprise Bargaining campaign. Every day there seems to be bad press for teachers over some 'issue', often related to salaries and usually full of misinformation supplied by the Department.⁵²

Misinformation [is] often fed to the media - driven at present by the Education Department - the very people who should be supporting and promoting teachers.⁵³

Recent changes over the last few years have seen the Corporate Executive of EDWA (politicised by the use of limited tenure contracts and so called Work Place Agreements) act as nothing more than a "cat's paw" of the Education Minister. Their antics and tactics highlight their self serving interests rather than any interest in the teaching profession, student outcomes and community oriented schools.⁵⁴

The Committee considers some of the teachers' comments reveal a lack of appreciation of the conflicting pressures on bureaucrats and their requirement to serve the government of the day. It acknowledges however that, on the basis of the evidence it received, teachers feel alienated from education department staff and that, because of the constraints of their position, departments do not support them to the extent they could. Many teachers suggested that this was a relatively

51 *Transcript of evidence*, Perth, 17 September 1997, p 452 (Mr Weston, WA)

52 Submission no 70, vol 3, p 18 (Mr/Ms Cowan, Qld)

53 Submission no 166, vol 7, p 38 (Staff of Chapel Hill Primary School, Qld)

54 Submission no 34, vol 1 p 158 (Mr Macphail, WA)

new phenomenon and that in the past departments had been more helpful.

The Committee considers that education ministers could take a lead here in encouraging greater cooperation between education staff and teachers. In particular, they could ensure that communications with schools involved teachers and were not restricted to principals, as teachers advised was increasingly the case.

Conclusion

The attacks on teachers by politicians is perceived by teachers as a major contributor to declining morale and to the undermining of the status of the profession. They do not object to criticism where it is warranted but consider much recent 'teacher bashing' has been ill informed, even malicious, and ideologically motivated. This is one area in which politicians could make an immediate difference at very little financial cost.

To improve the status of teachers it will be necessary to undo the damage some politicians have done to the profession in recent years. Premier Kennett's assertion that teachers have "never done a day's work in their lives" is an example of a statement that not only demonstrates a striking ignorance of the reality of teaching, but which is hardly designed to enhance public perceptions of the profession.⁵⁵

Teachers are sick of being bashed around the head, particularly by politicians who highlight the negative things. When people are given a little bit of recognition, it does not go astray.⁵⁶

One positive ministerial initiative to enhance the status of teaching and teachers was drawn to the Committee's attention by witnesses from South Australia. This was the Education Minister's practice of sending out letters to schools congratulating them and their teachers on their successes in, for example, international competitions. The Committee commends it to the consideration of education ministers elsewhere as a

55 Submission no 184, vol 8, p 37 (Ms Geeson, Vic)

56 *Transcript of evidence*, Brisbane, 10 September 1997, p 273 (Queensland Teachers' Union)

small but useful step towards righting the balance in public political statements about teachers and teaching.

THE IMPACT OF THE MEDIA

Media coverage of schools and teachers is generally regarded as negative, misleading and ill informed. It reinforces community stereotypes and prejudices rather than presenting a balanced view in which the strengths and weaknesses of schools and teachers are given due consideration and the complexity of the issues is acknowledged.

... the media ... by their constant focus on ills and in sensationalising the criticism of schools, exacerbate the expressed problems and obscure the real ones. Extreme and biased attitudes are evident in negative media portrayal. Often the attacks on teachers and schools have been inaccurate, highly selective in the material used, totally unwarranted and often motivated by the point of view of the writer/presenter or of the management of the newspaper or other media avenue.⁵⁷

Community perceptions of teachers and their schools are mixed. It is unfortunate that negative perceptions are discussed more readily than the positive. As well as this, the media generally reinforces the negative, the unfortunate, the disastrous and the reality is that the general community hungers for his type of news. In this way schools can quickly be labelled as "bad" or "undesirable".⁵⁸

Extreme and biased attitudes are frequently evident in negative media portrayal of teachers in public schools. In most cases, the attacks on teachers and schools in the public sector have been inaccurate, totally unwarranted and politically motivated.⁵⁹

A number of teachers pointed to governments' use of the media to denigrate teachers. This was particularly evident during industrial disputes, although not confined to them. In this situation it is easy for

57 Submission no 114, vol 4, p 128 (Tasmanian Primary Principals' Association)

58 Submission no 15, vol 1, p 64 (Ms Ratcliffe, Qld)

59 Submission no 263, vol 13, p 176 (Australian Education Union)

ministers to gain immediate media coverage but difficult for teachers to gain access to put their point of view.

For me personally, and for many of my colleagues, the attitude of the NT government towards teachers [during enterprise bargaining negotiations during 1995 and 1996] through their advertising campaign and the attitude of the senior officers of the Northern Territory Department of Education, for example the Secretary, has left a very bitter taste in our mouths. The impact of the lockouts on teachers was massive. The role the media played, particularly in editorials, was massive.⁶⁰

It is probably fair to say in the last 12 months in South Australia that teachers received a fair battering in the media during the dispute last year.⁶¹

In respect to the media, governments' lack of support for teachers was in marked contrast to the use of the media by other employers to support their employees.

Teachers often remark on the fact that other organisations, private and public, spend thousands of dollars on television and advertisements that promote the status of workers in those organisations; Telstra, Australia Post and Airlines are some examples. No government has ever made a similar commitment to schools or teachers.⁶²

Many teachers believe that recent media coverage of paedophilia in schools has been particularly irresponsible and sensational and very undermining of teachers. As well as damaging the careers of innocent teachers it leaves the impression in the general community that paedophilia in schools is more common than is in fact the case.

... the media tends to revel in the reporting of the failures of schools and teachers, rather than their achievements. Even in the reporting of alleged abuse by schools, the media quite willingly reports the name of the teacher. No consideration is given to the possibility that the allegations might have been false, advanced by some students

60 *Transcript of evidence*, Darwin, 14 October 1997, p 831 (Australian Education Union, NT)

61 *Transcript of evidence*, Adelaide, 16 October 1997, p 1008 (Australian Education Union, SA Branch)

62 Submission no 71, vol 3, p 25 (State School Teachers' Union of WA)

with a grudge. ... Teachers that are subsequently acquitted are very rarely given the same press coverage as when there are allegations made against them. Consequently, the community comes to regard the teacher with suspicion, despite his/her innocence.⁶³

... in recent times teachers, as a group, have suffered because of the recent publicity concerning sexual abuses perpetrated on students of which many were unaware and did not condone. (It is worth noting here that AARE has no objection to the publication of findings concerning sexual abuse of children. Indeed, we support the exposure of this unjust and demeaning oppression of young people.) We simply draw attention here to the impact on the community's perception of the image and status of teachers, especially amongst those who have no first hand contact with schools and who are therefore reliant on media images to make their assessments. The impact on teachers' morale is obvious.⁶⁴

Teachers acknowledged their lack of expertise in dealing with the media and the need to use it more effectively if they were to counter the largely negative portrayal of teachers now being presented.

AISQ suggests that not enough has been done by teachers themselves to publicly promote their professional status. Negative perceptions of the quality of their work may well be reversed by credible, dignified and visionary advocacy from professional bodies such as the Australian College of Education and the various Principal's associations which have become peak bodies for consultation in recent years. As a teaching profession we need to begin to promote our work and our value to the community in a positive light.⁶⁵

Teachers face the problem of having media sensationalise bad news stories about them and their work while frequently neglecting the many good news stories that could, and should, be part of the daily press on teachers and teaching. And as Hargreaves (1997) pointed out, the profession has not been particularly skilled or prepared to take the initiative in developing a 'discourse of dignity' which they

63 Submission no 96, vol 3, p 198 (Brother Ivers, NSW)

64 Submission no 109, vol 4, p 66 (Australian Association for Research in Education)

65 Submission no 128, vol 5, p 77 (Association of Independent Schools of Queensland Inc)

promulgate through the media to combat the many voices engaged in the 'discourse of derision'.⁶⁶

I do not think that as a profession we sell ourselves and our profession very well. We fall into the trap of saying: 'we are not producing a product, a car or whatever, we are producing human beings et cetera.' I think we have got to focus in on what we are doing well and we need to communicate that well to the wider community. Then our credibility with the community will rise and our status will improve.⁶⁷

There are many positive achievements which should be brought to the community's attention. Were they better informed about such achievements, the community could form a more balanced judgement on the strengths and weaknesses of our schools and teachers.

We also think it is time that, instead of the rather negative publicity the teaching profession has had, we ought to stress some of the achievements of schooling over the last 20 to 30 years. There have been spectacular successes in terms of retention rates within schooling and educational outcomes for girls. We also believe - and this may be somewhat controversial but very current - that the available evidence indicates that there have been spectacular successes in the area of literacy as well.⁶⁸

Most of the evidence provided to the Committee on media issues favoured a more concerted effort to gain more balanced coverage of educational issues in general and of teachers in particular, although opinions differed on the best approach to adopt.

Some witnesses considered a local media campaign had the best chance of success. Local media is generally more positive than State or national media in portraying success stories from local schools and it was felt by some that this represented a sound basis on which to build.

Existing positive media initiatives also had the potential for wider adoption and dissemination. These include broader coverage of the

66 Submission no 109, vol 4, p 66 (Australian Association for Research in Education)

67 *Transcript of evidence*, Brisbane, 10 September 1997, p 185 (Mr Sloman, Qld)

68 *Transcript of evidence*, Canberra, 1 December 1997, p 1145 (Australian Council of State School Organisations)

national Excellence in Teaching Awards and events associated with International Teachers Day (discussed in Chapter 4) as well as, for example, the national journalism award presented by the Australian Council of Deans to six journalists from around the country to acknowledge quality journalism in the field of education.

The Australian Council of Deans of Education ...[instituted this award] in the belief that, if we do something to hold up and acknowledge quality work, we will actually get greater support within the newspaper industry for wanting to respond to it in a more constructive way.

... The response from journalists themselves has been terrific to that. We get 50 to 80 applications a year for those awards.⁶⁹

Other witnesses felt a media campaign should be conducted at a national level, with government support.

I think it is absolutely imperative that there is a positive campaign about teachers and teaching that is taken forward by the government and by other senior leaders of industry and other areas. It is that sort of thing that reflects most strongly on morale.

...Images happen no matter whether you want them to or not. While we do not guide the image of teaching in a particular way, so that it becomes a positive and satisfying thing, we allow it to degenerate into the way it is at the moment. We need to take control with a concerted campaign to get out there and push as a group.⁷⁰

The Australian Teaching Council, before it was disbanded, certainly intended national advocacy to be a major part of its role. It envisaged this as encompassing education of the media and of the general community on what teachers actually do, as well as increasing their voice in national and local debates about teaching and learning.⁷¹

The Committee endorses the ATC's emphasis upon the need to inform the community and the media about what it is that teachers actually do.

69 *Transcript of evidence*, Adelaide, 16 October 1997, p 887 (Australian Council of Deans of Education, Vic)

70 *Transcript of evidence*, Melbourne, 10 October 1997, p 745 (Association of Heads of Independent Schools of Australia)

71 Australian Teaching Council. *What do teachers think?* Sydney, 1995, pp 16-17

Most are woefully ignorant of this - with views based on their own experiences of school more than thirty years ago. Greater understanding of what is involved is likely to lead to greater respect and appreciation for teachers' work. It may be more effective in enhancing status than merely restating the long hours worked by teachers and drawing attention to other unsatisfactory aspects of their working conditions.

Some witnesses suggested that a national campaign could be linked to the proposed MCEETYA national campaign designed to attract high quality entrants into the teaching profession. This issue is addressed in Chapter 7.

Some witnesses drew the Committee's attention to successful overseas media campaigns to improve the status of teachers and of public education and suggested that Australia might adopt a similar strategy, modified to meet Australian conditions.

I have just finished a consultancy in Hong Kong looking at schools there. In the latter stages before the handover, they ran an excellent campaign on billboards on behalf of teachers. You saw on billboards a teacher working with a kid who had an overdose of drugs. What was highlighted was the way the teacher was there, along with medical people, helping this kid on to the next stage of support.

You pick obvious things, that the public may not be aware of, beyond the good things that go on in classrooms and in playgrounds. You need to look at the profession in amongst the other professions and work in with the other professions and the community to get the job done. I do not think we have done that.⁷²

I have been in America and have seen some of the [television] ads, like the Macdonald's ads which have got sports people - they have all sorts of people. And it is not unsubtle; it is pretty direct in saying, 'Here are successful people. Why are you successful? I am successful because of my teacher.'⁷³

The Committee supports the call by a number of witnesses for a national media campaign aimed at raising the profile of the teaching profession.

72 *Transcript of evidence*, Sydney, 29 August 1997, p 89 (NSW Ministerial Advisory Council on the Quality of Teaching)

73 *Transcript of evidence*, Darwin, 14 October 1997, p 796 (Ms Stokes, NT)

While there was general support for such an approach the Committee also notes the reservations expressed by some witnesses. These relate to:

- the greater rewards likely to accrue from media campaigns at the local level
- the likely failure of a national media campaign conducted in the absence of complementary actions to enhance teacher status, such as positive political support
- the difficulty of conveying through the media the complex nature of teaching and the view, for example, that teachers' success should be measured according to the distance they bring each individual student during the course of a year, and not simply on the skills each student possesses at the end of that year
- the need to ensure that teachers are involved in all aspects of any national media campaign.

TEACHERS' CAREER STRUCTURE

Teachers consider some aspects of their current career structures inimical to an enhancement of their status and professionalism. Although career structures vary slightly from State to State they are broadly similar and will not generally be differentiated in the following discussion, which looks at salary levels, salary structures, feminisation and casualisation.

Teachers' Salaries

Salaries were briefly discussed in Chapter 3, which concluded that, while there has been a long term decline in both the relative starting salaries for teachers and in the relative salaries of established teachers (over the last twenty or so years) relativities have been broadly maintained during the 1990s. The decline in teachers' salaries relative to average weekly earnings in the period since 1974 is illustrated in Appendix 2.

The disadvantages suffered by teachers, relative to other professionals with similar qualifications, relate not so much to their starting salaries but to their compressed salary scale. This means that they reach the top of their salary scale after nine years teaching. In this respect the teaching profession compares unfavourably with many other professions which have both more extended salary scales and more opportunities for promotion 'at the coal face'. In terms of salary, a career in teaching becomes more unattractive the longer you remain in it. These issues are examined in the following section.

The Salary Structure

Upon initial appointment a teacher's salary is in the range \$25,116, in Western Australia, to \$31,409 in the NT (for three year trained teachers). It then rises in annual increments to a maximum ranging from \$42,570 in Tasmania (after 11 years teaching) to \$47,504 in the ACT (after 12 years teaching).⁷⁴

Teachers' starting salaries in 1996 averaged \$29,000 per annum. This was above the median starting salary for graduates, which was \$28,000 per annum. It was well above the starting salary of pharmacy graduates (\$21,000) but well below those of graduates in medicine and dentistry (\$40,000)⁷⁵

The Table below shows the comparative starting salaries for bachelor degree graduates aged under 25 in first full-time employment in 1996.

74 Figures supplied by Australian Education Union, Vic. Refers to the position at 1 January 1998. See Appendix 2 for further details

75 Figures are from Graduate Careers Council of Australia. *Graduate Starting Salaries, 1996*

Starting salaries for graduates under 25 years of age, 1996

	no. of graduates	median salary	rank in 1996
Dentistry	91	40.000	1
Medicine	416	40.000	1
Earth Sciences	147	35.000	3
Optometry	61	35.000	3
Engineering	1562	32.500	5
Computer Science	604	30.000	6
Mathematics	134	30.000	6
Veterinary Science	117	30.000	6
Physical Sciences	200	29.400	9
Education	1660	29.000	10
Social Work	139	28.900	11
Paramedical Studies	2419	27.500	12
Biological Sciences	723	27.400	13
Accounting	1445	27.000	14
Economics, Business	1771	27.000	14
Psychology	328	27.000	14
Law	521	26.500	17
Agricultural Science	227	26.000	18
Architecture and Building	272	26.000	18
Other Social Sciences	260	26.000	18
Humanities	921	25.000	21
Art and Design	230	24.000	22
Pharmacy	200	21.000	23

Source: *Graduate Starting Salaries, 1996*, p 10

Teachers reach the top of their salary range by the age of 30 (assuming they begin their training from school). They remain at this level until they retire unless they are promoted out of the classroom and into administration. In this important respect therefore the current salary structure acts as a disincentive for teachers to remain in the classroom. It promotes the view that managing schools is more important than teaching in them.

To "get on" in teaching, unlike most professions, means getting out of professional practice. The career structure does not place value on high quality teaching. It says, in effect, that teaching well is less important than administration or management. Teachers who want to specialise in teaching and to concentrate on improving their

practice are made to feel that they must forgo the idea of a career in teaching.⁷⁶

After reaching the top of the incremental pay scale, at about 30 years of age, most teachers who wish to remain in a teaching position stay on the same salary level until they retire. In short, teaching has been a flat, career -less occupation.⁷⁷

I think it is ludicrous that, to get reward and recognition in your career, you actually move out of teaching and become an administrator and you do less and less teaching as the years go by.⁷⁸

The declining financial rewards of teaching over time compared with those for selected other professions is illustrated in the following table, which looks at starting salaries and salaries after six years in the profession.

Occupation	1991 (\$pa)	1997(\$pa)	1991-7 (%)
APS Legal 1	27183	46300	70.3
APS Medical 1	39094	59009	50.9
Grad Engineer	26500	54500	105.7
Grad Accountant	31548	57804	83.2
Teacher	26718	40636	52.1

Source: AIRC, APESMA Cullen Egan & deil

76 Submission no 272, vol 14, p 168 (Prof Ingvarson, Vic)

77 L Ingvarson and R Chadbourne, *The Rise and Fall of the Advanced Skills Teacher in Australia*. In *Leading and Managing*, vol 2, no 1, 1996, p 49. See also L Ingvarson and R Chadbourne. *Reforming Teachers' Pay Systems: The Advanced Skills Teacher in Australia*. Paper presented at the Annual Meeting of the American Educational Research Association, New York, April 1996. Reproduced in *Journal of Personnel Evaluation in Education*, 11: 7-30, 1997, pp 7-30

78 *Transcript of evidence*, Perth, 17 September 1997, p 389 (State School Teachers' Union of Western Australia)

The comparison shows that in terms of salary, teaching as a career becomes more unattractive the longer you stay in the profession.⁷⁹

Teachers' salaries compare unfavourably with the average salaries of other professionals, as illustrated in the following table.

Average Incomes for Professional Occupations 1994 30+ AGE GROUP	
	Aver. \$ p.a.
Judges/Magistrates	93226
MPs/Councillors	85718
Spec. Medical Practitioners	73882
General Managers	69138
Dentists	67251
General Practitioners	65175
Public Policy Managers	63175
Commissioned Officers	62724
Mining Engineers	61525
Data Processing Managers	60378
Geologists/Geophysics	58293
Physicists	58188
Personnel/IR Managers	58188
Other Specialist Managers	56415
University Teachers	55894
Finance Teachers	55790
Secondary School Teachers	46196
Primary School Teachers	38012

Source: Stinson, R. "What Jobs pay?"

*Note: A Comparison of salaries for various professions for people over 30 years of age based on 1994 ABS data.

When combined with other factors affecting teachers' satisfaction with their jobs (as detailed earlier in the Report) poor remuneration contributes to low retention rates.

Teachers reach a salary ceiling approximately 10 years into their career. This is the point at which many teachers, especially female teachers, leave the profession.

79 Submission no 281, vol 16, p 17 (Independent Education Union of Australia)

A number of measures have been suggested to overcome the disincentives to teachers remaining in the classroom. The most widely adopted of these was the concept of the Advanced Skills Teacher (AST). The AST was a new classification system introduced in most jurisdictions in the early 1990s. It was intended to provide a career path for high performing teachers who wanted to remain in the classroom. The scheme failed. This was mainly because, in effect if not in intention, it continued to reward teachers primarily for duties conducted out of the classroom rather than for teaching within it.

Other factors contributed to its failure. These related to confusion between industrial and professional issues surrounding its introduction, lack of rigorous standards in its application, poorly regarded merit promotion procedures and the very small financial rewards offered. As a consequence, a study by Dinham and Scott⁸⁰ concluded that levels of dissatisfaction were significantly higher among AST teachers than among all other teachers.

The Advanced Skill Teacher initiative, while it held great promise, has come to be seen as a failure. Opinions vary about the causes for this. Certainly the original plan to proceed with AST2 and AST3 has not eventuated, and AST1 has generally come to be regarded as another step on the incremental scale, although the take-up rate varies around the country. The AST scheme therefore has not achieved the goal of affirming and rewarding outstanding teachers and encouraging them to see a career path in the role of classroom teacher as highly skilled practitioner.⁸¹

Similar flaws are evident in the Professional Recognition Program (PRP) which forms part of the *Schools of the Future* initiative in Victoria. Again, the concept was sound. The PRP was intended to encourage good teachers to remain in the classroom by rewarding them for highly developed teaching skills. Despite its stated objectives the PRP has, in

80 Dr Steve Dinham and Dr Catherine Scott. *The Advanced Skills Teacher - a missed opportunity?* In Unicorn, vol 23, no 3, December 1997, pp 36-49 and Dr Steve Dinham and Dr Catherine Scott. *The Advanced Skills Teacher. "It Seemed Like a Good Idea at the Time."* Paper presented to the National Conference of the Australian Council for Educational Administration and the Australian College of Education, Perth, 29 September - 2 October 1996

81 Submission no 269, vol 14, pp 125-126 (National Catholic Education Commission, ACT)

practice, rewarded teachers for non teaching duties outside the classroom rather than for teaching duties within it, just like the AST. It has thus diverted teachers' time and energy into non-core tasks, especially administration.

Despite repeated promises, the Victorian system with which I am most familiar, has not been prepared to 'recognise good teachers'. Put simply, the last three career re-structures (all of which were heralded by claims of the need to recognise and reward good teachers,) have actually encouraged teachers to *leave the classroom*. Promotion to a higher step on the career ladder, and hence better salary, requires taking on additional duties and responsibilities. Almost inevitably these are accompanied by a time allowance - classes off in which to complete this extra duty. Obviously, this is completely contrary to the notion of keeping good, experienced teachers in the classroom.⁸²

Teachers reported [in a 1997 survey conducted by Ingvarson and Chadbourne] that recent career structure reforms such as the Professional Recognition Program in Victoria had exacerbated the problem because the only basis for progression after the first nine or ten years is to take on extra administrative work, with little time in which to do it, and with negative effects on the quality of their preparation and teaching. The career structure was, in effect, undermining the quality of teaching.⁸³

The need remains for a new career structure, with aims similar to those of the AST. Indeed the AST has not been abandoned everywhere. Queensland, for example, retains the AST 1 classification and is considering introducing an AST level 2 classification. In Western Australia, the Department is to establish 300 level 3 teaching positions in 1998, to reward excellent teachers and to encourage them to remain in the classroom.

Those teachers will stay in the classroom, they are going to receive a salary equivalent to what is at the moment a level 3 administrator, and there will be some release time, attached to the school where

82 Submission no 180, vol 7, p 197 (Mr Wise, Vic)

83 Submission no 273, vol 14, p 170 (Professor Ingvarson, Vic)

that teacher is located, provided for that teacher to mentor other teachers or to assist in the induction of a new teacher.⁸⁴

Two issues will need to be addressed if career structures in teaching are to be made sufficiently attractive to encourage high quality students into the profession and to retain excellent teachers within it. One relates to an overall increase in funding for teachers' salaries. This will be necessary to ensure that starting salaries remain equivalent to those for similarly qualified professionals and that salaries for experienced teachers reflect more closely their teaching experience and professional development.

The second issue is the need to re-examine the way in which financial rewards are offered in teaching so that they do indeed go to teachers in the classroom **for their teaching** and not just for additional, non teaching tasks. This need is recognised by teachers and education departments alike and it should be possible to develop a system which overcomes the flaws in earlier attempts to rectify the current unsatisfactory situation. Salary restructuring would also provide an opportunity to reward teachers for teaching- related tasks carried out in the classroom which at present are not acknowledged in any formal way, such as mentoring of trainee and beginning teachers. Its development could become a responsibility of the new national teaching body, the establishment of which is recommended in Chapter 2.

The Committee RECOMMENDS that the new national professional teaching standards and registration body establish clear levels of advanced professional certification reflecting teachers' experience, professional development and additional roles such as mentoring. Such certification might be helpful in determining levels of remuneration for teachers.

Efforts to reward good teachers should be assisted by our increased understanding of what good teachers actually **do** and what differentiates them from mediocre teachers. A different career structure, which rewards teaching excellence, will also require greater attention to defining and assessing teacher performance and greater accountability for the maintenance of agreed standards. The Committee's views on the

84 *Transcript of evidence*, Perth, 17 September 1997, p 389 (State School Teachers' Union of Western Australia)

issue of standards and accountability were spelled out at the beginning of this Report

In teaching, the essential tasks remain similar throughout a working life. In the Committee's view therefore it is essential that opportunities are available to reward teachers and to allow them time and space for reflection within the profession. Modification to the AST model represents one possible approach. Another, suggested by many teachers, was to allow teachers to forego 20% of their salaries over a four year period and then to have a fifth year away from school, possibly but not necessarily, undertaking some form of professional development. Such a scheme was introduced in New South Wales in 1997.

Other recommendations in this Report, especially those relating to the need to give teachers greater control over their work and to enable them to concentrate their energies on teaching would do much to reinforce those elements of the profession which teachers find most rewarding and would reduce those factors undermining their enthusiasm and, in many cases, persuading them into other careers.

There is also a case for separating negotiations on salaries from trade offs on terms and conditions. It was claimed by a number of witnesses that linking the two through enterprise bargaining has undermined teachers' status and done little to improve their relative salary position. (See Chapter 3)

Feminisation and the Career Structure

Teaching is a feminised profession, if one makes an assessment on the basis of the percentage of the teaching force which is female. In 1996 females constituted 64.4%⁸⁵ of the total teaching force in primary and secondary schools, a pattern consistent across government and non-government schools. A high proportion of female teachers is concentrated in primary schools (76.6% in 1996). In secondary schools the gender division is more balanced (52.6% of secondary school teachers were female in 1996). There are also significant imbalances

85 Figures in this section are from ABS, *Schools Australia 1996*, Cat No 4221.0

between subject areas at the secondary level. For example, in 1994 only 42% of secondary maths and science teachers were female.⁸⁶

The disparities are most marked for school support staff (such as teacher aides and assistants), 92% of whom were female in 1996. The National Board of Employment, Education and Training drew attention to their disadvantaged position in a 1994 Report.

School support officers are the most disadvantaged group in schools. They are predominantly women, are the least well-paid, have fewest career path options and have little access to training, inadequate articulation of the work they do, little recognition in the community and weak tenure. At the same time, they are an untapped resource for improving learning in schools.⁸⁷

Given their total numbers in the teaching force, female teachers are grossly under-represented in promotion positions. The following figures give an indication of the extent of the disparity:

- in Western Australia in 1993 there were 212 male principals of level 5 government primary schools (from a male teaching force of 2328) and 12 female principals (from a female teaching force of 7898)
- in Victoria in 1992 there were 668 male secondary school principals in government schools (from a male teaching force of 10,791) and 163 females (from a female teaching force of 11,172)
- in 1996, 88.5% of women in the secondary sector in New South Wales were in non promotional positions.⁸⁸

Various reasons were suggested to the Committee for the persistence of this gender segregation. Some of these related to systemic barriers. These included, for example, employers' reluctance to acknowledge in

86 Figure based on teacher participation in the Third International Mathematics and Science Study. Quoted in Submission no 276, vol 15, p 13 (Department of Employment, Education, Training and Youth Affairs)

87 National Board of Employment, Education and Training. *Women in the Teaching Profession*. Commissioned Report No 32, 1994, p viii

88 Figures are from Submission no 278, vol 15, pp 81-83 (Association of Women Educators and Submission no 263, vol 13 pp 248-251 (Australian Education Union)

their employment arrangements at senior levels the disproportionate impact of family responsibilities on women.

Presently it is impossible for Principals of schools [in New South Wales] to gain approval for permanent part time work. As education is still very strongly the domain of women, who still bear the brunt of child care responsibilities, it is critical that permanent part time be introduced at the senior levels to provide the incentive for women to balance a family life with a senior leadership role.⁸⁹

Some witnesses⁹⁰ suggested that the movement to school based management, with educational leadership positions now requiring accounting and marketing skills, has also disadvantaged women who, to a greater extent than men lack training or interest in these subjects.

It has been suggested that professions in which women predominate are characterised by low salary and status⁹¹. This view was held by some witnesses in relation to teaching.

Teaching was once a respected profession. The demise of this status is paralleled by the feminisation of the teaching profession.⁹²

FOSCO is concerned also that the increasing feminisation of the teaching profession may be contributing to a loss of status for teachers. Although there is equal pay for men and women within the teaching profession the majority of classroom teachers are women. The difference is less pronounced at more senior levels and this inequity contributes to a view of teaching as "women's work" and less intrinsically valuable than professions where the gender balance is tilted the other way.⁹³

Others disputed the link between feminisation and status.

The use of the word 'feminisation' of the teaching profession can be misleading. Certainly the majority of workers in the system are female and this percentage is growing. Women however, are under-

89 Submission no 209, vol 10, p 7 (Sydney South West Primary Principals' Forum)

90 See, for example, Submission no 278, Association of Women Educators

91 *ibid*

92 Submission no 83, vol 3, p 112 (Ms Bullivant, ACT)

93 Submission no 262, vol 13, p 149 (NSW Federation of School Community Organisations)

represented in positions of management in schools and systems. The fact that women have always been under-represented in areas of senior management means that they have had little influence and control over policy directions, the informal and formal curriculum, the allocation of resources and the appointment and promotion of staff. With women making only very slow inroads into positions of senior management, and in some cases no movement, the education system remains in the control of men.⁹⁴

Some witnesses supported the recruitment of more male teachers to act as role models for boys.

I know from my experience of teaching for 25 years that young boys need young men around in the school to relate to.⁹⁵

... we now have a situation in society that we did not have 20 and 30 years ago, where we have all of these kids who live with Mum. They do not have any male role model in their life at all. That is perpetuated in the school. I think that is a concern, particularly amongst boys who are growing up with no role models. I think there needs to be some encouragement towards males taking up primary teaching, and junior primary teaching, otherwise it will have some fairly significant effects on society.⁹⁶

Others disagreed.

Men are not necessarily, because of their biological make-up, automatically good role models.⁹⁷

Having males in teaching does not necessarily ensure that we are teaching our boys to be the sorts of boys that we want them to be. We have to know what the aim of having men in teaching is and then ask how we will achieve that. Because we have men in teaching does not ensure that boys will come out a certain way. I would also question how much of an influence a male teacher could have on a

94 Submission no 278, vol 15, pp 67-68 (Association of Women Educators, ACT Branch)

95 *Transcript of evidence*, Brisbane, 10 September 1997, p 225 (Association of Independent Schools of Queensland)

96 *Transcript of evidence*, Adelaide, 16 October 1997, pp 929-930 (Mr Cook, SA)

97 *Transcript of evidence*, Brisbane, 10 September 1997, p 269 (Queensland Teachers' Union)

child's life, considering there are role models throughout our society for children and most of them are male.⁹⁸

The Committee would be concerned if the supposed link between status and feminisation were used to support an argument for recruiting more males to the profession. It considers this is far too simplistic a solution to a very complex problem and further, that it might be interpreted as suggesting, implicitly if not explicitly, that women teachers are less valuable than their male colleagues.

In the Committee's view the profession should be attempting to attract the best and most suitable people into the profession, regardless of gender. If teachers mirror more accurately the society in which they operate - in terms of gender, class and ethnicity - so much the better. But teaching ability must remain the primary consideration.

Where particular barriers can be identified to the recruitment and retention of male teachers, for example fears of litigation, these should be addressed, to the extent that it is within employers' power to do so. In the same way, barriers to women's promotion within the profession should also be addressed.

Our focus should be on reestablishing and reasserting the value of education and of those who practice it, and of recognising and rewarding the skills good teachers bring to their task. A rise in status will follow. In this context, undue emphasis upon gender issues is, in the Committee's view, a diversion from the main game.

Casualisation and the Career Structure

Casualisation of the teaching profession is most marked in Victoria, especially in the TAFE sector where over 40% of teachers are now employed on a temporary or casual basis. (In 1995, 57% of the Victorian TAFE teaching service was employed on a permanent basis.⁹⁹) This figure is likely to have declined since that date.

98 *Transcript of evidence*, Canberra, 1 December 1997, p 1137 (Association of Women Educators, ACT Branch)

99 See OFTA Draft Selected TAFE Institute Performance Indicators for 1995

In the school sector also Victoria has the dubious distinction of leading the trend to casualisation, with predictable consequences for teacher morale. Indeed, with passage of the Public Sector Management Act in 1993, permanency was effectively abolished in the Victorian Teaching Service for all new teachers. But the move to casualisation has not been confined to Victoria. For example, in the ACT:

There has been a shift away from offering teachers permanent employment towards hiring on a one-to-three year contract system. Teachers employed on these terms have no job security and are becoming a pool of people within a school who can be expected to take on additional extra workloads to enhance their chances of being re-employed the following year. When such people keep working at this rate for several years and do not perceive that they have come any closer to gaining permanent employment, they become disillusioned with the system and with teaching itself... and leave teaching if another job becomes available.¹⁰⁰

The most damaging consequences of the move away from permanency of employment are on the most vulnerable teachers - those beginning in the profession.

A significant number of new teachers enter the profession in less than ideal circumstances. Many teachers begin with one day emergency teaching opportunities and some more fortunate have short-term positions (one month to one term). This is not a good introduction to their career and limits the impact these people could have in schools with their enthusiasm, skills and abilities.¹⁰¹

The IEU views with concern evidence of increasing casualisation in employment contracts in the non-government sector, particularly for young teachers. Whilst this trend is reflected in other occupations, the IEU believes that the costs it may save in terms of the denial of accrued benefits to employees, are outweighed by the lack of stability that the profession should engender in both students and teachers.¹⁰²

Increasing reliance on casual teaching staff is detrimental to the interests of both teachers and students. Both suffer because they cannot establish

100 Submission no 26, vol 1, p 116 (Ms Byrne, ACT)

101 Submission no 1, vol 1, p 5 (Professor Northfield, Monash University, Vic)

102 Submission no 281, vol 16, p 18 (Independent Education Union of Australia)

the relationships on which good teaching and learning depend. Frequent changes of teaching style and personality are disruptive for students, especially those of primary school age. For teachers, frequent changes of school increase work load as they may be thrown at short notice into subject areas with which they are unfamiliar. They add to stress as teachers are denied the opportunity to build up supportive networks with their colleagues. Increasingly, departments are employing casual teachers for the school year, terminating their appointments in December and re-employing them in February, thus saving salary costs but forcing teachers to find other temporary work.

The Committee heard evidence of young teachers in rural areas being unable to accept short term appointments (of a term or less) because they could not afford the costs associated with frequent transfer.

There are frequently advertisements in the state paper for contract teachers that run four and five weeks at a time. Teachers are not prepared to go out into the country. One of the contributing factors to this is that there is not a removals allowance. It is up to the individual to pay their relocation expenses. If you are a contract teacher working in four different locations across the country in one year, that can be a considerable expense. Many new graduates simply cannot afford to take up the short -term vacancies - it is not financially viable.¹⁰³

The Queensland and New South Wales education departments were both anxious to distance themselves from the trend to casualisation evident in other jurisdictions.

We are maintaining full-time permanent jobs at a higher rate than other states are doing. That is a commitment we have given. Indeed, we have a motion of the parliament in this state guaranteeing teachers' jobs.¹⁰⁴

103 *Transcript of evidence*, Adelaide, 16 October 1997, pp 1008-9 (Australian Education Union, SA Branch)

104 *Transcript of evidence*, Brisbane, 10 September 1997, p 195 (Education Queensland)

In terms of employment practices we are not moving to casualisation of the teaching service.¹⁰⁵

While the Committee recognises the need for a proportion of teachers to be employed on a casual basis so that departments are able to respond flexibly to changing demands upon schools, for example through illness among permanent teachers, it can see no justification for the very high rates of casualisation now in force. Casualisation on this scale is a serious deterrent to attracting good students into the profession and to retaining them in it. The National Commission on Teaching & America's Future is just one of the authorities to point to the necessity of tenure for teachers, provided that they can demonstrate their competence. The National Commission dismisses as one of the major myths of teaching the suggestion that tenure is a means of protecting incompetent practitioners.¹⁰⁶

Nor can casualisation be justified on purely economic grounds. The financial savings from widespread casualisation are minor in comparison with the financial loss through large scale defections from the profession of trained teachers. This is quite apart from the non financial costs of lower student outcomes, from heavy reliance upon casual teachers. The Committee regards the move to casualisation as a serious threat to teachers' status and professionalism. It is particularly unjustifiable at a time of predicted increases in school enrolments and predicted decreases in teacher supply. It is contrary to our governments' stated commitment to improving the quality of teaching and to moves in countries like Britain and America to focus attention on education through investment in teachers.

The Committee RECOMMENDS a reversal of the trend to casualisation of the teaching force.

The Committee RECOMMENDS that the Commonwealth Government institute research on the level of casualisation necessary to provide employers with reasonable flexibility while safeguarding the interests of teachers.

105 *Transcript of evidence*, Sydney, 29 August 1997, p 81 (Department of Training and Education Coordination)

106 National Commission on Teaching & America's Future. *What Matters Most: Teaching for America's Future*, New York, 1996 p 55

CHAPTER 6

THE SCHOOL ENVIRONMENT - FACTORS AFFECTING TEACHERS' MORALE, PERFORMANCE AND STATUS

WORK LOAD

In evidence to the Committee teachers indicated excessive work load was the single most significant contributor to stress and low morale. A range of factors was described as contributing to excessive work load. One of the major factors was the 'overcrowded curriculum'.

The 'Overcrowded Curriculum'

Curriculum requirements have increased as a result of community, educational, employer and political pressures. Often quite small, but well organised, groups can succeed in having their particular interests included in the curriculum. A Tasmanian witness,¹ for example, related how, as a result of demands by one section of the community, fly fishing has now been included in the post primary curriculum of Tasmanian schools.

At the same time as the number of curriculum subjects is increasing, teachers are chided for failing to devote sufficient attention to the basics. And it is never suggested that when a new subject is added to the curriculum one of the existing subjects should be dropped to make way for it. This is very unsatisfactory for teachers and students alike.

... every time there is a perceived problem in the community or gap in the knowledge of the community, the quick solution is to add that to the school curriculum, whether it is driver ed or pet care or whatever. One of the solutions that the people identifying the problem almost inevitably come up with is, "Let's add that to the school curriculum somewhere". No-one has been saying that there are other things that perhaps ought to drop off to enable new,

1 *Transcript of evidence*, Hobart, 9 October 1997, p 535 (Australian Education Union, Tas Branch)

important social priorities to be incorporated, and that is an ongoing issue.²

With virtually every social problem that emerges, people turn to the schools to provide the solution. I used to think, as a Queensland, that it only took three shark attacks in the summer for surf swimming to be required as a curriculum component.³

There has been considerable criticism of the overcrowded curriculum by the Minister for School Education, Dr Kemp. However, in the last year of the Howard Government there have been three major impositions on the school curriculum. The requirement for an increased emphasis on literacy and its accompanying testing, the requirement in senior secondary years for increased vocational education components in the curriculum and the development of job-placement functions, and the promotion of the Keating Government initiative in civics education. There has not been one statement suggesting the removal, or de-emphasis of any of the myriad areas which have become school responsibilities.⁴

The effect of the overcrowded curriculum on teachers is to increase their work load, to cause them to neglect or compromise teaching in some areas because of lack of time for preparation and presentation, and to increase anxiety levels as they are required to teach new subjects without adequate training, back up and resources.

Lack of Control over the Curriculum

Allied to teacher concerns about the overcrowded curriculum is their lack of control over curriculum selection, development and implementation. (Their lack of control over other aspects of the profession will be discussed elsewhere in the Report). This is a key issue. If teachers' input to curriculum issues is eroded, this will significantly undermine their professional standing. This issue was referred to by many of those who gave evidence to the Committee.

2 *Transcript of evidence*, Brisbane, 10 September 1997, p 201 (Education Queensland)

3 *Transcript of evidence*, Melbourne, 10 October 1997, p 69 (Professor McGaw, Australian College of Education, ACT)

4 Submission no 248, vol 12, p 176 (Mr Edmunds, ACT)

There is almost no provision for genuine consultation on curriculum development, so our curriculum environment right now is frankly heading towards crisis.⁵

... South Australian teachers have been removed from many of the processes in curriculum decision making. These decisions are being made at the centre and teachers do not have the opportunity to have input to those. Statements and profiles and basic skills testing would be the two things I would suggest that teachers would find they have very little involvement in.⁶

This process of developing state versions of the national curriculum can be used to introduce one example of the way the profession is regarded in the development of curriculum. In general, teachers and teacher experiences were not used to develop the state versions although the structure provides a framework which does allow implementation details to be developed at local level.⁷

Lack of curriculum control applies in TAFE as well as in schools.

Many [TAFE] teachers bemoan the down-grading in their traditional role of curriculum design and assessment - a de-skilling of the profession through more mechanistic and bureaucratic centralised assessment tools.⁸

Of particular concern to teachers was the imposition of national testing programs. These have been opposed by many teachers as educationally unsound on the grounds that results have the potential to be misrepresented and manipulated. Media coverage of recent national testing results suggests these fears are well grounded.

Teachers recognise the value of testing for diagnostic purposes and are keen to use such results to enhance their teaching. But this requires an appreciation of the complexity of the teaching task and of the role of teachers, which are often not adequately understood. As a result the tests can prove counterproductive.

5 *Transcript of evidence*, Melbourne, 10 October 1997, p 727 (Australian Education Union, Vic)

6 *Transcript of evidence*, Adelaide, 16 October 1997, p 1010 (Australian Education Union, SA Branch)

7 Submission no 1, vol 1, p 3 (Professor Northfield, Monash University, Vic)

8 Submission no 248, vol 18, p 176 (Australian Education Union, Vic Branch)

Teachers stressed their willingness to be accountable but believed it important that the profession be involved in the accountability mechanisms and processes.

... the move to more and more testing... we believe has the potential, unless carefully considered, to compromise teacher professionalism. The assessment of student achievement is a very complex issue.

.... We believe that the most recent statements introducing national testing are politically driven. At their centre is the implication that teachers are incapable of measuring what they do. It is our view that teachers are not afraid of measurement. They merely wish to ensure that one is measuring the right thing and the measurement process does not take precedence over the teaching process. Measurement is only a tool, preferably for diagnosis, not an end in itself. It is only useful insofar as it informs teaching practice.⁹

Around the country, state and territory curriculum and assessment bodies are restricting the participation of teachers, and there is a growing emphasis on the use of standardised, pen and paper style national or state testing of students, quite unrelated to teachers' professional judgement, and often contrary to the wisdom of their experience.¹⁰

A further concern of teachers which relates to curriculum but is not restricted to it is the pace and scope of change in schools.

The Pace and Scope of Change in Schools

Change is a fact of life. It affects people in all professions and teachers cannot expect to escape it. Their concerns, as presented in evidence to the Committee, relate not to change per se but to the number of changes faced by schools and the inadequate time allowed for teachers to implement and evaluate them. Many teachers have faced more than twenty years of change - at an accelerating rate - and are cynical both about its rationale and about its effects.

9 Submission no 179, vol 7, pp 187-188 (Hollywood Senior High School Council, WA)

10 Submission no 281, vol 16, p 6 (Independent Education Union of Australia, Vic)

Some commentators have referred to the impact on teachers of changes driven by education department staff unfamiliar with present classroom demands, and the self defeating nature of these impositions.

As the gap widens between administration and teaching, between development and implementation, so too does the difference in administrators' and teachers' time perspectives. Perceptions regarding the pace of change diverge more and more. Administrators compensate by strengthening their control... With [stronger control] come[s] reinforced resistance to change and implementation among the teaching force: to the intensification of teachers' work. As they get caught up in the spiral of intensification, bureaucratically driven initiatives to exert tighter control over the development and change process become self-defeating.¹¹

Many teachers believed curriculum changes were ill considered and that they were often introduced without adequate consultation with the teachers required to implement them. Then, after teachers and students had spent time and effort adapting to them, they were withdrawn and replaced by something equally ill considered. Many teachers thought the changes were politically rather than educationally motivated. They had a significant impact upon teachers' work load.

Taken in isolation, particular changes to the school curriculum may be readily explained and be popular with the community but, when all these changes are aggregated, we have a considerable level of discontinuity. The chopping and changing of the curriculum and its direction may provide governments and ministers with some favourable short-term press coverage and community support, but this can be at the expense of quality teaching and learning - a process that requires continuity, patience and perseverance.¹²

... we have been working on collecting documents that have emanated from our department since December 1992 to the present, over a five-year period.

More than 100 documents detailing policy changes, introducing support materials, introducing guidelines on various aspects of curriculum, student management and all facets of organisation of

11 Andy Hargreaves. *Changing Teachers, Changing Times. Teachers' Work and Culture in the Postmodern Age*. Cassell, 1994, p 114

12 *Transcript of evidence*, Sydney, 29 August, 1997, p 39 (Catholic Education Office, NSW)

the school have come from our department in the five-year period. So the rate and pace of change has accelerated phenomenally.¹³

The Time Devoted to Non Core Teaching Tasks

It is not simply the **range** of curriculum topics which has added to teacher work load. Equally important is the **number** of non-core teaching tasks which teachers are now routinely expected to undertake. Many of these stem from schools' increasing responsibility for functions formerly performed by families and community and church organisations. Schools have become the first port of call for many families in crisis and in some schools teachers' welfare role threatens to engulf their primary function, that is, to teach. Teachers did not seek this role. Many commented that they were not trained and not prepared for it and received little support. (This was but one context in which lack of training was cited by teachers as contributing to their workload. Others are discussed elsewhere in the Report). But when faced by distressed, traumatised students they felt they had no option but to respond.

The changing nature of families and society has increased the workload of teachers in trying to cope with the needs of young people, to deal with disruptive behaviours, to support students in times of family breakdowns, and to accommodate the integration of students with physical and intellectual disabilities within classrooms.¹⁴

As well as preparing students academically, teachers in NSN schools are expected to act in the roles of social worker, counsellor, surrogate parent, psychologist, law enforcer, disabilities educator and, as recently proposed, employment agents within their local communities. These additional expectations placed upon teachers... move teachers far beyond their traditional educational roles without adequate training or new ways of coping with and organising this work.¹⁵

Non-core teaching tasks are not restricted to teachers' welfare role. New patterns of school organisation, and especially the move to devolution

13 *Transcript of evidence*, Hobart, 9 October 1997, p 537 (Australian Education Union, Tas)

14 Submission no 212, vol 10, p 37 (Australian Science Teachers' Association, ACT)

15 Submission no 105, vol 4, p 21 (National Schools Network, Vic)

and a more managerialist approach to school governance, have resulted in additional administrative responsibilities for teachers. They attend more meetings and produce and comment upon more documents than ever before.

The work load of principals, particularly, has increased as a result of devolution. Research commissioned by the Victorian Primary Principals' Association in 1996, for example, showed principals worked an average of 61.9 hours per week (the maximum was 117 hours).¹⁶

The growing focus on fund raising at the individual school level and the requirement for schools to market themselves so as to maintain enrolments have also resulted in additional work for teachers. All of these tasks, referred to by teachers in evidence to the Committee as 'administrivia', reduce the time available to teachers for their central role of teaching. This is a major cause of teacher dissatisfaction and a significant contributor to the deskilling of the profession.

... our research indicates that teachers are seeing themselves being forced partly away from the valued professional towards the clerical assistant or indeed the factory operative.

My position is that such a shift can be no good thing for the status of teaching or the status of teachers.¹⁷

One way of assisting teachers to focus on their core tasks would be to employ more para professionals to carry out many of the non core tasks now undertaken by teachers. Teachers presented a range of views on this issue. Some supported it but the majority considered it had the potential to undermine rather than to enhance the professionalism and status of teachers.

The educational aspects of the debate have been overshadowed in recent discussion where supporters of the employment of more para professionals are suggesting that para professionals be employed **in place** of trained teachers rather than **in support** of them. Such a scenario envisages fewer, more highly paid teachers supported by a large

16 Reported in the *Age* of 4 February 1997

17 *Transcript of evidence*, Hobart, 19 October 1997, p 546 (Faculty of Education, University of Tasmania)

number of para professionals undertaking not only the non core teaching tasks, which teachers would be happy to relinquish, but many of their teaching tasks too. The Committee's concern, on the basis of the evidence it received, is that proponents of such a view are motivated primarily by a desire to control costs rather than to enhance teacher professionalism or student learning. Teachers are opposed to such a model, but not to the employment of para professionals as such.

I think that the exploration of the role of non-teaching staff in schools is very important. Removing some of the drudgery tasks from teachers, and some of the other tasks which are very well performed by non-teaching staff in the schools, could release teachers more effectively for the role for which they are trained, which is teaching.¹⁸

Paraprofessionals can help in classes, and are already used. They are of most use in special education classes and to support disabled students, and make possible the mainstreaming of some students.

A model where paraprofessionals work to a fully trained teacher as a general method of reducing personnel cost is no more than the deskilling of the profession and will carry a cost in terms of the quality of the education which can be delivered.¹⁹

Those who hope, or claim, that we will be able to staff schools in the future with a reduced proportion of well qualified and well paid teachers and an increased proportion of briefly trained teacher-aides with limited education in what they teach, and still maintain the quality of learning are misguided or mischievous.²⁰

The Requirement to Teach Unfamiliar Subjects

Teachers' work load is increased when they are required to teach subjects with which they are unfamiliar. Such a situation is unfair to both teachers and students. It contributes to teacher stress and to less than optimal learning outcomes for students. Evidence presented to the Committee shows that such a practice is becoming more common. It is most evident in subjects in which there is a shortage of trained teachers,

18 *Transcript of evidence*, Adelaide, 16 October 1997, p 992 (South Australian Independent Schools Board Inc)

19 Submission no 248, vol 12, pp 171-172 (Mr Edmunds, ACT)

20 Submission no 273, vol 14, p 164 (Professor Ingvarson, Monash University, Vic)

especially in maths and science, and in rural areas where it is difficult to recruit subject specialists. But it is not restricted to those areas. The employment of higher proportions of casual teachers increases the possibility that teachers, sent at short notice to short term vacancies, will be required to teach in areas outside their specialisation.

Teachers are concerned that the practice will expand as education departments attempt to plug gaps emerging in other subject areas and becoming increasingly problematic in rural areas. (See Chapter 8). Lack of qualified staff is not a new issue. Rural schools have encountered this difficulty on an annual basis. Attracting suitable staff and keeping them is a major problem in regional and rural schools in general and science faculties in particular.²¹

There is a shortage of science teachers throughout Australia. There is especially a shortage in country areas. So we often have people teaching outside their area of expertise. This is a great concern to ASTA.²²

School staff are being asked to take on the management of school libraries in small schools in an effort to save money on salaries for trained professional staff.

... Without qualified teacher librarians managing school libraries, teachers and students cannot expect to access, retrieve, select and organize information in a critical and efficient manner.²³

Vocational Education

An area in which teachers are increasingly required to teach without adequate background or training is vocational education in the post compulsory years.

The latest proposals for vocational education in schools, (for example through the School to Work Program) require schools to run TAFE courses, accredited by TAFE institutions. Again, teachers have serious reservations about such an approach. These mainly relate to teachers'

21 Submission no 185, vol 8, p 52 (Science Teachers' Association of Victoria)

22 *Transcript of evidence*, Adelaide, 16 October 1997, p 978 (Australian Science Teachers' Association)

23 Submission no 137, vol 5, p 153 (Australian School Library Association ACT Inc)

lack of training in vocational subjects and to inadequate resourcing and equipping of their schools to take on these new commitments. The Committee was advised²⁴ that in Queensland, for example, school teachers required to teach vocational education courses are to be given a two week 'familiarisation'. Teachers have had changes in vocational education imposed upon them. Their views have not been sought although decisions taken will affect them very directly.

I think teachers feel their status is being depressed because on the one hand they are being blamed and on the other hand they are being given solutions, which in one sense tends to render them powerless because they have not been part of devising those solutions. They do not understand them; they see them as change heaped on change. I refer to the ongoing changes in vocational education in the senior secondary areas. I cannot keep up with the name changes, let alone what it means. A teacher in a classroom not getting access to the things that I see would just be swamped by it.²⁵

Teachers see such courses as 'TAFE on the cheap' and as diverting thinly spread resources away from the core business of schools. Even students, who are generally supportive of school - TAFE links, are less than enthusiastic. They would prefer to undertake TAFE courses at TAFE colleges which are adult-oriented and less strictly regulated than schools.

The Committee's view

Schools have been very innovative in their approaches to incorporating vocational training and in extending opportunities to their post compulsory students. In the Committee's view however, the latest proposals for the teaching of TAFE courses in schools are bound to fail unless they are accompanied by far greater resources than are currently envisaged and by appropriate training for teachers. The proposal is for \$23 million to be allocated for implementing vocational education in schools. This is part of a package of measures dealing with school to

24 See *Transcript of evidence*, Brisbane, 10 September 1997, p 264 (Queensland Teachers' Union)

25 *Transcript of evidence*, Brisbane, 10 September 1997, p 192 (Education Queensland)

work transition, for which a total of \$187 million has been allocated over four years, to be matched by the States and Territories.²⁶

While the Committee recognises that additional funding will follow an increase in retention, such post hoc funding arrangements severely disadvantage schools in the short term as they are required to equip themselves for their new role in the expectation that sufficient funding will follow. The extent of the funding is unclear, given the dramatic variations in estimates of the impact of the Common Youth Allowance on school retention rates.

The Committee RECOMMENDS proposed new funding for vocational education in schools be retained within the TAFE system, with school efforts focussed on improving links between vocational education and training providers and schools.

The Impact of the Inclusive Classroom

Over the last 20 years schools have increasingly included in their mainstream classes children with disabilities who would formerly have been taught in special education schools. This parallels moves in other areas away from institutionalisation of people with disabilities and their inclusion in mainstream services such as housing and, where appropriate, open employment.

In evidence to the Committee teachers were generally supportive of moves to include children with disabilities in regular classes. Where teachers were provided with adequate back up and support (in the form of teacher aides, specialist help, withdrawal classes for intensive work with small groups etc) teachers believed inclusion policies worked well both for children with disabilities and for other children in the class.

In practice however such support as was provided was rarely adequate and is declining. In this situation teachers' work load increased dramatically as they tried to juggle individual attention to those children with disabilities who required it and the needs of other children in the class. The needs of children with disabilities were not adequately met and the education of other students also suffered. This is a particular

26 Press Release by the Hon Dr David Kemp MP, Minister for Schools, Vocational Education and Training, 20 August 1996

problem for government schools, which enrol much higher proportions of children with disabilities than do private schools.

Many teachers and their representatives identified inclusion policies (without adequate back up) as a major contributor to excessive work load.

Recent Government Inquiries in New South Wales and Western Australia have made major recommendations on the further integration of students with disabilities which will significantly add to teachers' workload. Based on experience in other states, where similar programs have been introduced, a lack of proper resourcing for the policy will further exacerbate teacher workload.²⁷

The policy of inclusive education has added considerable complexity to the everyday working life of the average teacher. The demands made upon teachers will continue to grow as inclusive schooling principles are translated into practice. Attempting to meet the social, emotional, personal and educational needs of each and every student in terms of personalised teaching and alternative resources can be a daunting task. The added requirement of consulting with and collaborating with other professionals also increases the responsibilities, time commitment and workload of the regular classroom teacher.²⁸

Class Size

Reliable information on class size is difficult to obtain. In 1996 the ABS calculated²⁹ the average national ratio of full time equivalent [FTE] teaching staff to full time students of all ages as 15.4. This was a slight rise over 1992, when it was 15.3. This figure does not equate to class size however, because it includes FTE teaching staff who do not actually teach, such as school counsellors, principals and deputy principals. Given the increased administrative load on schools as a result of devolution - much of which is being undertaken by teachers in time they would formerly have spent in classroom teaching - it is likely (but difficult to prove) that teachers are correct in claiming significant increases in class size. Figures published recently by the Victorian

27 Submission no 262, vol 13, p 205 (Australian Education Union)

28 Submission no 16, vol 1, p 74 (Professor Peter Westwood, SA)

29 ABS. *Schools Australia 1996*. Cat No 4221.0, p 57

Government³⁰ show an increase in average class size in government primary schools from 23.4 in 1992 to 26 in 1997, with average class sizes ranging from 6 to 31.9.

There is some dispute in the general literature about the relationship between class size, student outcomes and teacher work load. Most work undertaken in Australia supports teachers' claims that class size affects student learning.³¹

A major longitudinal study on class size conducted in Tennessee, Project STAR, concluded that: "students continued to show the advantages [of small class size] on every achievement measure even a full year after returning to full size classes. In addition, class size appeared to have been [sic] a contributing effect to the success of the most effective teachers."³²

In Australia both the Karmel Report (1985) and the Carrick Report (1989) challenged this view.

In evidence to the Committee, only education departments - and not all of those - disputed the connection between class size, student outcomes and teacher work load.

... for every paper one can find saying that a reduced number of students in a class improves learning, you can find an overall number of papers saying that it does not.³³

Evidence from teachers was quite different. They claimed that class size has a direct impact on teacher work load and on student outcomes. It is a prime example of an issue on which it is difficult for teachers to separate industrial from professional concerns. Because of its centrality to teachers' work and to students' learning it is usually a major focus in

30 In *The Age*, 10 March 1997, p 1

31 See, for example, Commonwealth Schools Commission. *Commonwealth Standards for Australian Schools, 1984* and S Bourke. *Class size, teaching practices and student achievement*. In *Collected Papers of the Annual Conference*, Australian Association for Research in Education, November 1985

32 F Bain. *Class size does make a difference*. Phi Delta Kappan, November 1992

33 *Transcript of evidence*, Perth, 18 September 1997, p 475 (Department of Education Services, WA)

teachers' industrial disputes. In evidence to the Committee many teachers pointed to the link between increasing class size and increasing work load, and between increasing class size and poorer student outcomes, especially at the primary school level.

At the moment, research and evidence related over the last, say, decade, indicates that a class size of under 20, particularly in the early years, simply makes very good sense. I do not think we have really moved that way in Australia and, if we have, I do believe, in the last number of years at least, we are retreating from it.³⁴

... I can tell you on the record that our utmost priority is early childhood education and reducing the class sizes in early childhood. We have said that now for a number of years. We have surveyed our members; they have agreed with that. It somewhat galls us that those priorities are not being talked about in the context of the debate around literacy and child welfare generally.³⁵

In studying class sizes it is worthwhile investigating the class sizes used in successful private schools. Such schools charge substantial fees, and so will work to reduce the teacher costs as far as possible and therefore the impost to families. If large classes are effective they can be expected to operate in such schools. They do not.³⁶

The Committee reiterates the point that teachers now have to bring a much higher proportion of their class to much higher skill levels, applied to much more complex tasks than was formerly the case. As a result the intensity of the teaching work load is increasing. This is compounded by large classes.

Other Factors Contributing to Teacher Work Load

Teachers have traditionally undertaken extra curricular activities with their students, sometimes but not always related to their subject expertise. They have coached sports teams, conducted camps, run clubs and supervised homework. This work has always been unpaid but was seen by many teachers as a valuable opportunity for interacting with

34 *Transcript of evidence*, Brisbane, 10 September 1997, p 216 (Association of Independent Schools of Queensland)

35 *Transcript of evidence*, Melbourne, 10 October 1997, p 735 (Australian Education Union)

36 Submission no 248, vol 12, p 171 (Mr Edmunds, ACT)

students in a less formal environment than the classroom, and thus developing good relationships with them.

Some teachers continue to enjoy their participation in extra curricula activities but others are retreating from it. There are a number of reasons for this. One is the fear of litigation should any mishap occur. A related issue is the need to document all aspects of extra curricula activities and to require explicit parental permission for them, which adds to the administrative load associated with such activities. Another reason is that teachers' direct work load is such as to leave little time or energy. A further factor is the lack of appreciation of their efforts - by parents or by their employers - both of whom increasingly view such participation as a **requirement** rather than a **choice**.

Teachers took industrial action two years ago and I was very involved in the issues this concerned and acted as the on site union rep. I had several phone calls from parents demanding that I restore their child's "education rights" and take them on camp, on excursions and out of school activities. When I explained that these were activities I conducted as an act of goodwill and I was not paid for these activities I was told to go and get another job if that was my attitude as people working with children needed to be giving.³⁷

The implementation of bans on all out of hours, unpaid, voluntary work by teachers [during industrial action in the ACT in 1996] was attacked by the government as being unprofessional because the action was hurting the students; the parents of students affected by the action accused teachers of jeopardising the educational opportunities of their children; the media, of course, accused teachers of acting out of greed and focussed on such things as the long holidays teachers enjoy each year. The exploitation of the teacher workforce by the governments, both federal and state, has become so ingrained that there are some members in the community who now demand the voluntary component as a right for students. They refuse to acknowledge that what is being demanded is the performance of unpaid, voluntary, out of hours work.³⁸

Compulsory professional development, normally in teachers' own time, also contributes to their work load. This is discussed in Chapter 7.

37 Submission no 162, vol 7, p 11 (Ms Josso, WA)

38 Submission no 122, vol 5, p 14 (Mr Book, ACT)

Teacher work load has increased as a result of higher retention rates. These have changed the composition of the post compulsory student population. Whereas it previously consisted mainly of academically gifted and motivated students aiming for university entrance it is now much more diverse. In response, teachers have been required to provide a much broader range of courses, with a much greater focus on vocational education. The resulting increase in work load has been exacerbated by their general unfamiliarity with the subject area and lack of adequate preparation and training, as noted earlier in this Chapter.

Teacher Work Load - Conclusions

Teacher work load is now recognised as a serious concern by independent commentators. The Australian Industrial Relations Commission, for example, in a hearing brought by Victorian teachers in 1994 stated:

The uncontradicted evidence in these proceedings is that the standard working week of 38 hours is no more than a formality, with some Victorian teachers spending in the order of 50 hours per week or more at their work to discharge their duties in an adequate and acceptable manner.³⁹

In this situation the fact that teachers and schools still function at all is cause for celebration. That they function well in most cases is remarkable.

... schools in the late 20th century are the last bastions of certainty in the lives of young children. The family has lost its moorings in traditional beliefs, there is widespread disaffection from political parties and processes. Schools are still providing that sense of certainty while all these other situations have failed our young.⁴⁰

The fact that Australia was the highest ranking English speaking country on the TIMSS [Third International Mathematics and Science Study] measures of student performance is a significant achievement, as is the fact that Australian students regularly attain medal status in the international Mathematics and Science Olympiads. Australian initiatives in creative and innovative

39 Reported by Geoffrey Maslen. *The Blackboard Jungle*. In *Australian Educator*, no 7, Winter 1995, p 19

40 NSW Teachers' Federation. In the *Australian*, 3 February, 1997

mathematics teaching and learning materials (for example, the Mathematics Curriculum Teaching Project materials and more recently the Working Mathematically CD Rom produced by the Curriculum Corporation) are widely recognised as world best practice.⁴¹

But we cannot expect that, without assistance, teachers and schools will continue indefinitely to serve our young people so well. The Committee concludes, on the basis of evidence it received, that it is appropriate for governments now to reassess what teachers do and what it is they want teachers to do. If governments expect teachers to continue to perform the multiple roles they now undertake they must resource them accordingly. They must remunerate teachers adequately for their work and assist them by reducing class sizes and providing additional support staff, both for clerical and for welfare functions. They must, in cooperation with teachers and as a matter of urgency, rationalise the curriculum and prioritise subjects to be covered.

THE IMPACT OF TECHNOLOGY

This section examines the impact of technology on teachers, on students and on schools more generally.

The Impact on Teachers

While teachers' evidence to the Committee acknowledged the potential of new technology to enhance both teaching and learning the weight of evidence suggested that this potential was still largely unrealised.

There are a number of reasons for this. Perhaps the most significant relates to the average age of classroom teachers. This is between 45 and 47, with slight variations between States. (See Chapter 8). Few teachers in this age group would have had routine access to computers during their training. Consequently many are apprehensive about their computing skills and resist computer use in the classroom. Although

41 Submission no 210, vol 10, p 20 (Australian Association of Mathematics Teachers Inc)

many teachers have purchased their own computers⁴² they have had to learn to use them on the job. Few have received adequate training although, where it has been offered, courses have been oversubscribed. In Tasmania, for example, 40% of the teaching force has enrolled for professional development courses in computing. In Queensland in 1997, 1000 places were offered in professional development in computing which required teachers to give up two weeks of their leave to participate. They were, according to Education Queensland, "massively oversubscribed."

Teachers' general lack of detailed knowledge of the technology and its applications (especially compared with that of their students) is a significant contributor to teacher stress.

...Queensland ...research indicates that although teachers were generally comfortable with new forms of technology, the majority had completed little associated training, and possessed moderately low levels of computer competence. In addition, there was evidence that computer anxiety or cyberphobia was a factor in teacher stress. Because of these concerns, it is unlikely that teachers will regularly use computers in classes with their students.⁴³

Teachers who have taught successfully for years are now feeling threatened by the need to become completely up to date with the latest technology... Teachers report that they are now spending huge amounts of time and money upgrading facilities at home. Personal computers, printers, faxes, connection to the internet and the necessary support software are now considered necessities by teachers if they are to achieve the school, government and community goals.⁴⁴

Technology teachers, or those in other subject areas with technology expertise, are often called upon to assist other teachers.

42 42% of Victorian teachers and 46% of Queensland teachers have purchased their own computers according to Glenn Russell and Neil Russell. *Imperative or dissonance? Implications of student computer use for a cyberspace curriculum*. In Unicorn, vol 23, no 3, December 1997, pp 2-10

43 Ibid p 5

44 Submission no 145, vol 6, p 66 (Ms Mahar, Vic)

The same thing applies if you have a teacher who is expert enough to fix the computers. That tends to be what they are doing instead of teaching their students, which is another bone of contention.⁴⁵

Teachers also expressed concerns about the lack of resources to maintain and repair computers.

One of the major difficulties associated with this [computers in schools] is that technical assistance, in the main, is not provided in the school situation. Teachers are expected to provide the technical expertise to keep computers, printers, networks, internet etc in working order. In any other profession or business, this task would be undertaken by the appropriate technician so the practising professional (in this case the teacher) could pursue the task of teaching.⁴⁶

Maintenance of the computer network now takes place on weekends and in holidays because downtime during working hours must be minimised (seven days during the last January holiday.)⁴⁷

A number of teachers questioned whether computers and other equipment in schools represented value for money.

Technology is an expensive component of education which often promises more than it delivers. As someone experienced in the technology area, I am concerned that scarce resources are being diverted away from teachers and into technology for little more than PR value.⁴⁸

Teachers identified a number of ways in which the widespread introduction of technology into classrooms could, potentially at least, impact adversely upon their teaching role. These included:

- the potential for pre packaged materials to be delivered directly to students without any teacher involvement

45 *Transcript of evidence*, Adelaide, 16 October 1997, p 975 (South Australian Association of School Parents' Clubs Inc)

46 Submission no 67, vol 3, p 5 (Ms Coutts- Smith, ACT)

47 Submission no 124, vol 5, p 34 (Mr Munns, NSW)

48 Submission no 94, vol 3, p 170 (Mr Harding, Vic)

- the potential for Australian students to be flooded with materials produced in other countries and reflecting different cultural values
- increased danger of plagiarism
- absence of curriculum policies designed to integrate the use of computers into classroom practice
- a focus on teachers as facilitators, with a corresponding downgrading in the value of their subject knowledge and possibly, as a result, an undermining of their traditional source of authority.

One submission went so far as to argue that the threat to teachers' status posed by technology was without precedent.

Traditionally, questions of material status may relate to such things as levels of income and education, and the amount of autonomy a worker is perceived to possess in the workplace, and the standards of competency achieved. In the case of the information revolution, however, teachers risk the contempt of their clients on the one thing that they, as teachers, are assumed to possess - the knowledge about how to access information.⁴⁹

There is evidence that education departments are moving to address teachers' concerns about the impact of computer technology in schools. In Queensland, for example, the education department is about to let a tender for a computer network across the State which will include significant funding for in service training of teachers (\$6.7 million in 1997-98).⁵⁰ In the ACT the Government recently announced that it would be providing 'refurbished' computers for 95% of its teachers and 20,000 computers over the next four years for school and college students. At the end of that period ACT schools would have one computer for every

49 Submission no 138, vol 5, p 175 (School of Education, James Cook University)

50 See *Transcript of evidence*, Brisbane, 10 September 1997, pp 199-200 for details

two students.⁵¹ In New South Wales the Government is spending \$186 million to purchase 55,000 computers for government schools.⁵²

The effectiveness of the ACT and New South Wales approaches has been questioned by some commentators⁵³ because of the lack of provision for support and training of teachers.

To get more of the benefit which appears to exist in computer technology for education it will not be enough for teachers to learn, with some trepidation, how to operate the machines as capably as their students. They will need to be actively involved in the design and development of software which is educationally sound and useful and which complements the rest of their teaching programs.⁵⁴

Certainly there are individual schools which are well resourced and whose teachers are well trained in computing use and well supported. In these schools teachers' professionalism and student outcomes are both enhanced by technology. But such schools remain in the minority.

The Impact on Students

Many students arrive at school well versed in the use of computers. Consequently they (and their parents) expect that computers will be routinely available in schools and that they will be used effectively by teachers. When this proves not to be the case there is a danger that their respect for teachers will be undermined and teachers' self esteem and confidence correspondingly diminished.

The difference in the technology use now is that the students have access to a wider range of information than the teacher has. The students have more time and more ability to access information that the teacher has never even heard of, which may be beyond the

51 *ACT public schools to get 20,000 computers.* Canberra Times, 4 December 1997, p 2 and *A_Maze-ing boost to ACT school computers.* The Australian, 16 December 1997

52 *Teachers fret: how to use high-tech.* Sydney Morning Herald, 15 September 1997, p 12 and *Wet behind the ears.* Sydney Morning Herald, 13 September 1997, p 16

53 See, for example, Emma Macdonald. *Technology offer needs the back-up.* Canberra Times, 10 December 1997, p 15

54 Schools Council. *Australia's Teachers, An Agenda for the Next Decade.* Canberra, 1990, pp 26-27

teacher's knowledge. Therefore, the teacher's authority can no longer rest on superior knowledge. Often the teacher will have superior knowledge, but often they will not.⁵⁵

Often students have access to more sophisticated technology for longer periods of time than their teachers and the student - as - expert has undermined the self-esteem of many teachers.⁵⁶

Sometimes a student in the class is able to help the teacher with a computer problem, but this cannot be relied on - and teachers naturally feel the strain of this uncertainty. A small number of students in computer classes would still expect the teacher to know *everything*, but I have found that most are understanding of the situation, especially if one is frank with them. We learn together, and help one another. On the surface this is fine, but the underlying insecurity felt by the teachers should not be deemed unimportant.⁵⁷

Not all teachers saw this as a threat. That at least was the view of Apple computers.

Younger teachers are... less intimidated by students who are more computer literate than themselves. In fact, many younger teachers seem to see this role reversal as a constructive bonding tool in the student - teacher relationship.⁵⁸

There are many benefits to students from the widespread introduction of technology into schools, as the earlier witness also noted.

There have been *many* positive features relating to the widespread introduction of technology into government schools in Queensland. The opportunities available to our students are extraordinary, which is particularly obvious to someone in my situation who has been in the job for so long.⁵⁹

One submission commented on the benefits of technology to students who were not high achievers in traditional, book based learning. The potential for maintaining interest and participation among a group of

55 *Transcript of evidence*, Townsville, 11 September 1997, p 286 (School of Education, James Cook University)

56 Submission no 267, vol 14, p 43 (Australian Education Union, Vic Branch)

57 Submission no 78, vol 3, p 76 (Mrs McGrath, Qld)

58 Submission no 244, vol 12, p 100 (Apple Computer Australia Pty Ltd, NSW)

59 Submission no 78, vol 3, p 79 (Mrs McGrath, Qld)

students not always well served by traditional curriculum approaches deserves further attention.

It appears that some Australian students have taught themselves from the internet, abstract and complicated computer programming language which they then use to complete a number of internet related tasks from constructing a web site to establishing webzones. Interestingly, many of these students have been streamed by their state high schools into low level mathematics and English classes.⁶⁰

A submission from the Association of Women Educators commented on the particular difficulties faced by women teachers in becoming computer literate. These related to time available, negative attitudes to women's abilities, financial constraints and discouragement from using the internet through fear of 'cyber-violence' and 'cyber-sexual harassment.'⁶¹

The Impact on Schools

The widespread use of technology in schools has potential benefits for school administrators. But again, evidence presented to the Committee suggested that they have not been fully realised. Indeed, technology often **increased** work load for many administrative staff and for teachers rather than decreasing it.

Potential benefits were described in one submission as follows:

Record systems for both staff and students have been in common use for some time, but other systemic operations could include staff career development planning, cost-benefit analyses of proposed programs, training needs analysis projections for administrators and teaching staff, and perhaps vocational education and career pathways data on individual students.⁶²

The reality is somewhat different.

60 Submission no 138, vol 5, p 175 (School of Education, James Cook University)

61 Submission no 278, vol 15, pp 75-76 (Australian Association of Women Educators)

62 Submission no 108, vol 4, p 59 (Council of Education Associations of South Australia)

In school administration the advent of technology has done little to ease the burden on schools. School administrative staff have been called upon to acquire new skills with no diminution in their other tasks.⁶³

Although technology should be improving our teaching and lifestyles, I would say that:

the fax machine - enables decisions to be changed overnight - without even talking to someone; spits out an enormous number of documents which can not be kept up with; is sometimes a friend and a much despised piece of equipment!!!

Finally, since the advent of the computer, the pace of change in schools has speeded up. Also, those of us with computers do far more of our own typing than other teachers, we create far more of the schools documents and also re- create them. Our work load has increased as we have become the keepers of these documents...⁶⁴

One of the most insidious impacts of technology on schools is to exacerbate differences between rich and poor schools. While schools in wealthy areas can provide their students with state of the art computers and software to match, schools in poorer areas are struggling with inadequate, out of date equipment. As students from wealthy areas often have computers at home, while those in poor areas do not, schools are inadvertently entrenching divisions rather than minimising them.

Schools have been expected to make enormous investments in information technology without additional resources to do so. Information technology would now take a minimum of 15% of a school's discretionary budget, usually much more... Pressure to raise funds from the community to pay for such resources are very different in different communities, increasing the stress on teachers working in poor communities, and diverting them from their core classroom duties.⁶⁵

A related difficulty for some schools without adequate computer equipment is the development of curriculum by education departments on the assumption that all schools have adequate access to computer

63 Submission no 150, vol 6, p 120 (Mr Franks, NSW)

64 Submission no 57, vol 2, p 131 (Ms Stanway, Vic)

65 Submission no 248, vol 12, pp 169-170 (Mr Edmunds, ACT)

technology. Schools which do not are severely disadvantaged by this practice.

The Committee acknowledges the high costs to State governments and to schools of providing adequate levels of computer equipment and back up support. It is concerned that in this environment, schools and students in poor areas will be severely disadvantaged by their lack of access to the relevant technology. The Committee believes that the Commonwealth's traditional role in promoting greater equity between schools would be advanced were it to assist schools in poor areas to upgrade their computer technology, as it has previously assisted them to upgrade their libraries and science laboratories. Accordingly, the Committee reiterates a recommendation to this effect from its earlier Report.⁶⁶

The Committee RECOMMENDS that:

- **Commonwealth, State and Territory governments establish benchmarks for appropriate levels of funding for technology in schools**
- **the Commonwealth Government reappraise its Capital Grants Program to ensure that government school funding for technology meets the benchmark funding level established by Commonwealth, State and Territory governments.**

The Committee notes that the Australian Education Union has suggested possible information technology benchmarks for schools covering, for example, hardware, software, staffing and facilities. These could provide an useful guide to governments.⁶⁷

66 Senate Employment, Education and Training References Committee. *Not a level playground. The private and commercial funding of government schools*, 1997, pp 98-108

67 Jim Cumming, *Towards a Resource Guarantee in Information Technology*. A working paper prepared for the Australian Education Union, July 1997

ORGANISATIONAL STRUCTURE - THE IMPACT AT SCHOOL LEVEL

The impact of organisational change at the systems level was discussed in the previous Chapter. This Chapter examines the impact of organisational change upon individual schools and their teachers. One of its most significant effects on teachers - diverting their time and attention from core teaching tasks to administration - was discussed earlier in this Chapter and will not be repeated here.

The Case for Devolution

At the school level the most important organisational change has been the move to devolution. The aim of devolution is to shift responsibility for the management of schools away from a central bureaucracy to the local school level. It is intended to empower schools to make their own decisions and, at the same time, to make them more accountable for these decisions. Devolution is consistent with the move to deregulation taking place across the range of public and community services. It finds its most comprehensive expression in the Victorian *Schools of the Future* program, launched in 1993.

When commenting on *Schools of the Future*, Victorian Government representatives claimed that:

Such schools give opportunities for teachers to exercise greater discretionary judgement over their own learning and for classroom activities and curriculum design to achieve agreed goals.

... The key principle of the *Schools of the Future* program is the location of responsibility, authority and accountability at the school level. Full staffing flexibility allows principals of schools to manage their human and financial resources within their school global budget allocations.⁶⁸

Premier Kennett's view is that:

68 Submission no 271, vol 14, p 147 & 151 (Victorian Government)

The concept of Schools of the Future has allowed schools to take on greater autonomy and develop a stronger sense of ownership.⁶⁹

The submission from the Department of Employment, Education, Training and Youth Affairs, while acknowledging that devolution has added to teachers' non-core responsibilities also claimed:

... developments such as devolution of responsibility to schools have also provided teachers with additional opportunities. For example, it has allowed teachers greater autonomy in exercising their professional judgement in relation to curriculum development and student assessment and, potentially, more of an opportunity to influence their working environment and how resources are allocated within schools.⁷⁰

Some State governments providing evidence to the Committee were more guarded in their assessments of the benefits of devolution and appeared to the Committee to be distancing themselves from its most extreme manifestations.

In South Australia we respect the individuality of each of our schools and the preschool communities but... because of our concern for equity... we have not moved as far as some other states have with respect to a number of aspects of local school based management or devolution, as you described it. We are working on a more evolutionary approach towards decisions being made at the point at which they are put into effect, rather than some revolutionary type of approach of imposing it.⁷¹

If you look at what has happened in some other states, school based management has been introduced at a time when resources were taken out of schools. Perhaps some of those [adverse] things you were quoting may relate to that. The very opposite is the case here in Queensland...⁷²

69 Speech to Australian National University's Centre for Public Policy on 24 September 1997, as reported in the *Age* on 25 September 1997

70 Submission no 276, vol 15, p 10 (Department of Employment, Education, Training and Youth Affairs)

71 *Transcript of evidence*, Adelaide, 16 October 1997, p 958 (Department for Education and Children's Services, SA)

72 *Transcript of evidence*, Brisbane, 10 September 1997, p 194 (Education Queensland)

Despite concerns about some aspects of the *Schools of the Future* program the Victorian Government intends to provide even greater autonomy to individual schools through its Schools of the Third Millennium project. This will remove some existing regulatory constraints on schools and make them essentially self governing rather than merely self managing, as is now the case. Proposals currently before the Education Department include, for example, giving schools free access to commercial loans. Schools will also be encouraged to form closer links with industry, to increase corporate sponsorship and to become more entrepreneurial.

The Reality of Devolution

Teachers had a different opinion of devolution. Their views were consistent across the country, regardless of the extent of devolution in their particular administrations. Their unanimous opinion, reflected in evidence to the Committee, was that the reality of devolution did not match the rhetoric.

In addition to increasing their work load and diverting them from core teaching tasks, teachers also pointed to the loss of central support which it had entailed.

The policy directions towards more responsibility at the local school level (*Schools of the Future* in Victoria) has been implemented in association with cutbacks in education spending. The assumption that individual schools can provide all service requirements needed for a school to operate effectively ... needs to be examined. Schools vary in their capacity to accept these increasing responsibilities.⁷³

The centrally directed system worked well and we had time and energy to try innovative teaching methods. Not now though - only those that are mandatory. The centrally directed system had the potential to be enhanced, not disbanded.⁷⁴

A number of teachers considered one of the most invidious impacts of devolution was the way in which it changed relationships between teachers and education department staff and between teachers and principals. Formerly departmental staff were seen as supporting teachers. Now they directed them. In the same way, principals had been

73 Submission no 1, vol 1, p 7 (Professor Northfield, Vic)

74 Submission no 33, vol 1, p 150 (Mr Hurdle, Qld)

seen, by teachers, by themselves and by education departments, as primarily teachers whose role was to support their teachers. Now, with fixed term contracts depending on satisfactory management performance, they are seen by teachers as agents of government.

It is easy, in the current climate, for teachers to assume that they serve the bureaucracy rather than the bureaucracy supporting schools.⁷⁵

An unfortunate but logical conclusion of the rigid line management structure enforced by the Northern Territory Government is the creation of needless tensions between staff and their Principals. This was not helped by the large contracts offered to Principals, [in recent enterprise bargaining] in direct contrast to the offer made to teachers.⁷⁶

I do not think there is a lot of talking done either between the classroom teacher and the principal, and that is a global statement. I certainly feel that teachers in Western Australia feel that there is them, which is educators and the administrators at the central level, and there are us. I am very sure that is a pervasive attitude across our schools.⁷⁷

There is some evidence that principals themselves are ambivalent about their new role. A survey of 339 principals of Victorian schools conducted in 1996 by Professor Brian Caldwell of the University of Melbourne,⁷⁸ an enthusiastic supporter of *Schools of the Future*, found that a very large majority believed that devolution had improved student learning outcomes, improved school accountability and responsibility and resulted in clearer school direction. However, the same survey found that the majority of these principals considered they had less job satisfaction, suffered greater bureaucratic interference and enjoyed less cooperation from other schools.

Other surveys paint a gloomier picture of principals' assessment of the impact of devolution and related changes on their roles. A survey of

75 Submission no 150, vol 6, p 116 (Mr Franks, NSW)

76 Submission no 301, vol 18, p 156 (NT Labor Party)

77 *Transcript of evidence*, Perth, 18 September 1997 p 489 (Faculty of Education, Curtin University of Technology)

78 Reported in the *Age* of 14 April 1997

principals from 1,954 schools nationwide conducted for the Australian Principals Association Professional Development Council indicated that:

...regardless of location, type, size or level of school, gender or age, 92% of Australian principals expect to retire or resign from the principalship more than five years before they 'have' to.

Important findings include:

- . The pressures of unrelenting change which are not necessarily to Education's advantage.
- . The increasing, multiple and sometimes conflicting expectations which result in an excessive workload for the Principal filled with growing tension, stress and, increasingly, burnout.
- . The perception that Education has become an economic/political football in which the Principalship is not valued.⁷⁹

Many teachers saw devolution as primarily a cost cutting exercise.

The implementation of school-based management is also a source of some angst. It will depend very much on the skills of individual principals as to how deleterious the effects of such changes are on schools. Few, if any, in the profession believe that it will result in long term benefits for education, as distinct from education budgets.⁸⁰

In general devolution is seen as having no direct link to improving the delivery of education to students nor to improving student outcomes. In reality the department is maintaining an ever increasing amount of control but devolving financial responsibility so that schools are left to solve the problem of the funding crisis in education.⁸¹

As for Departmental devolution of power, that has simply meant that HQ (Sydney) still controls the purse strings whilst, despite its protestations of devolutionary empowerment for individual schools,

79 Survey results are detailed in Submission no 222, vol 10, pp 190 -192 (Faculty of Education, Tas)

80 Submission no 52, vol 2, p 100 (Mr Ewbank, ACT)

81 Submission no 59, vol 2, p 142 (Mr/Ms Elliott, WA)

placing ever greater responsibilities on those financially powerless entities.⁸²

Others considered it inefficient because it placed the burden of administration, especially financial management, on teachers and principals who were not trained for these responsibilities.

Far too often these [management] positions appear to be filled by people with out of date teaching qualifications inappropriate to their current role which is vastly different from that of the classroom teacher for which they were trained. When conditions, including decision making, are provided at an amateur level it becomes very difficult for teaching to proceed in a professional manner...⁸³

The transfer of many administration functions to schools has put a great deal of pressure on school administrations particularly in the area of financial management. Any business as big as a reasonable size school would have at least one accountant but school finances are essentially being run by bookkeepers with little formal accounting expertise. In some schools accounting teachers are doing much of this work on top of their teaching load.⁸⁴

Far from empowering teachers, as supporters of devolution claim, many submissions indicated teachers saw devolution as reducing their ownership and control of their work, with concomitant undermining of their professionalism.

All this waffle about empowerment and devolution is nonsense. The teachers can see through it. Even our school development days are now taken up with this bureaucratic gloss which is there to serve the bureaucracy - rather than the bureaucracy being there to serve the pointy end: that is, the classroom teacher.⁸⁵

Our Victorian study [conducted for the Australian Principals Association Professional Development Council] confirms **increased tension between central policy setting on the one hand and monitoring and school operational autonomy on the other is set to grow**. It concluded that a form of SBM [school based management] was occurring in Victoria but because of its top down approach

82 Submission no 110, vol 4, p 75 (Concerned teachers, Coff's Harbour, NSW)

83 Submission no 135, vol 5, p 141 (Staff at Grange Public School, Minto, NSW)

84 Submission no 63, vol 2, p 165 (Mr/Ms Himbury, Vic)

85 *Transcript of evidence*, Perth, 17 September 1997, p 457 (Mr Macphail, WA)

teachers believe they have less ownership and decreased professionalism as well as lowered organisational health in their schools. Claims for the success of the Victorian *Schools of the Future* were, at best, seen to be too hasty and, at worst, that actions to date may have already sown the seeds of the reform effort's demise.

... Unfortunately research such as ours in Victoria continues to indicate **those at the centre tend to espouse the rhetoric of empowerment, but have great difficulty letting go of power.**⁸⁶

This is also the view of some commentators.

Predicated on developments in the field of corporate management, school-based management also promises autonomy, empowerment, collaboration, flexibility, responsiveness and release from the grip of meddling bureaucracy. In early experiments, when schools are typically granted the latitude to innovate, self-managing schools can exemplify some of the more positive aspects of these principles rather well. But when developed across entire systems, in a context where self-management or local management is accompanied by the retention of central control over what is produced... then school-based management is no longer an avenue of empowerment but a conduit of blame.⁸⁷

One submission raised the potentially adverse impact of devolution upon female teachers.

With decentralization education systems and schools are taking on the paradigm of individual competitiveness in market liberalism. The assumption is that a level playing field is created and Equal Employment programs advantage women. What is lost is the collective history of the systemic disadvantage of women and the understanding of how it continues to operate in the restructured system. As all players are seen as being individuals with equal standing there would be no need for affirmative action and equal opportunity initiatives. Gains women have made with the support of these initiatives would be lost.⁸⁸

86 Submission no 222, vol 10, pp 191-192 (Faculty of Education, University of Tasmania)

87 Andy Hargreaves. *Changing Teachers, Changing Times. Teachers' Work and Culture in the Postmodern Age*. Cassell, 1994, p 68

88 Submission no 278, vol 15, p 73 (Association of Women Educators, ACT Branch)

CHANGES TO SCHOOL FUNDING PRACTICES

Commonwealth and State funding to public schools is not keeping pace with the recurrent costs of education. (See Chapter 5). The shortfall is having to be met by the schools themselves (that is, the parents). Fund raising at school level is no longer optional. Nor is it used for extra activities such as school excursions. It is now a necessity and is used to support core work.⁸⁹ If parents are unable or unwilling to raise funds then the schools and their students will suffer a corresponding drop in resources. As in other public services, costs are being shifted from government (that is, general taxpayers) to users.

A number of unfortunate consequences result, each of which was brought to the attention of the Committee in submissions and at public hearings.

Greater reliance on private fund raising increases the disparities between schools because schools in richer areas are able to raise more funds than schools in poorer areas.

When you charge for a service rich people end up with a better product. It is sad that this obvious fact has no sway in the conscience of the present government.⁹⁰

Clearly, in Victoria, the compensatory mechanisms which historically have been directed towards equalising educational opportunity in schools have virtually been abandoned. The statistics that are coming forward of the emphasis on non-government sources of funding for schools are demonstrating a very high polarisation between schools that are able to raise funds of up to \$3,000 per head from non-government sources and a significant number of schools that can raise less than \$50 per head.

Polarisation of this kind is extreme and is likely to lead to the failure of a significant number of schools to have the resources to address

89 These issues are discussed in Senate Employment Education and Training References Committee. *Not a level playground. The private and commercial funding of government schools*, 1997 and also Michael Howard and Jane Coulter. *Scrounging to meet the Shortfall. Fees, funding and sponsorship in Government schools*. Public Sector Research Centre, University of New South Wales, 1995

90 Submission no 11, vol 1, p 49 (Mr Dyer, ACT)

precisely those policy issues which have been announced at a federal level - improvement of literacy, improvement of scientific and mathematical ability.⁹¹

It is argued that the logical consequence of such a policy, if it is allowed to continue, would be to deprive poor parents of any choice in the education of their children, with public schools relegated to a residual system for those unable to afford anything else. This fear was raised by the Good Shepherd Youth and Family Services, amongst others.

A range of policy commentators and advocates for a strong public education system have expressed serious fears about the recent changes to the 'New Schools Policy'. Many perceive that the current ideological commitment by both Federal and State Liberal Governments to privatisation and competition will lead to 'welfare schools' in the same way that public housing has become welfare housing⁹²

Some parents are unable to meet the financial contributions asked by schools, which places considerable pressure on them and on their children and may deprive those children of the opportunity to participate in many school activities, including core activities. Parents are thus placed in the anomalous position of being required by law to send their children to school but being unable to afford the levies requested by state schools.

The Committee heard evidence that in some schools the supposedly voluntary school contributions are in effect compulsory.

While such [government school] fees are voluntary in a strict legal sense, the report [by the Public Sector Research Centre] indicates that most parents feel compelled to pay them for a combination of reasons which include their desire that their children not be vilified for not paying, or miss out on resources or activities, their belief that the fees are actually legal and the varying methods adopted by schools to recover the fees.⁹³

91 *Transcript of evidence*, Adelaide, 16 October 1997, p 896 (Australian Council of Deans of Education)

92 Submission no 227, vol 11, p 50 (Good Shepherd Youth and Family Service, Vic)

93 Submission no 281, vol 16, p 22 (Independent Education Union of Australia)

Some State education departments disputed this. They believed parental contributions were always voluntary.

While the Northern Territory schools are able to raise additional funding it is the Government's position that this is not mandatory and is only necessary for the provision of services beyond a standard education.⁹⁴

In the ACT the Department of Education and Training was recently obliged to reassure parents of the voluntary nature of school fees in the Territory after parents of children at a number of government schools complained about the apparently compulsory nature of the fees.

An analysis of the situation around the country in 1997 concluded that:

... despite the political rhetoric about fees being non-enforceable in most Australian states, provisions for free access to education virtually no longer exist in Australia.⁹⁵

A number of teachers referred to the adverse consequences for poor schools and students of changes to the funding of the Commonwealth's Disadvantaged Schools Program (DSP). While the Committee is aware that former DSP funds have been integrated into broadbanded equity funding for schools it appears that many schools which were formerly DSP beneficiaries are deriving little support from the broadbanded funding scheme.

The Committee RECOMMENDS that the Commonwealth Government reinstate the Disadvantaged Schools Program as a separately identified and funded program.

As detailed in the Committee's recent report on school sponsorship and funding,⁹⁶ schools are increasingly being driven to seek corporate sponsorship to meet their funding shortfalls. There are dangers in too great a reliance upon a particular corporate sponsor, or upon inappropriate sponsors.

94 Submission no 298, vol 18, p 82 (Northern Territory Department of Education)

95 *School Funding Crisis*. In *Education Alternatives*, vol 6, no 5, July 1997, p 12

96 Senate Employment Education and Training References Committee. *Not a level playground. The private and commercial funding of government schools, 1997*

The sponsorship of school and educational activities has developed without any real public discussion about the moral and ethical dilemmas of exposing students, compulsorily at school, to a variety of commercial pressures. Governments, motivated by a primary concern to reduce their expenditure, have been all too prepared to operate in a moral vacuum. They have shown themselves totally inappropriate arbiters of whether alternate sources can be used without conflict of interest.⁹⁷

... the issue of private sponsorship is a vexed one. Most public school teachers find it abhorrent that schools' funds should have to be topped up with private funds for core educational activities... To use a specific example: Cherrybrook Technology High School in northern Sydney. The corporate sponsorship from IBM has benefited the school enormously, allowing them resources which, otherwise, would have been outside the scope of any school. The students of that school are leaving year 12 knowing how to operate only IBM platform technology. These days, the differences between that platform and others is minor, but the real issue here is the narrowing of education perspectives and opportunities that *necessarily* results from such sponsorship.⁹⁸

The need to seek sponsorship, (e.g. McDonalds) just to fund basic educational programs compromises professional ethics and reduces time spent in delivery of programs.⁹⁹

Fund raising involves extra work for both parents and teachers. It raises ethical dilemmas for teachers, as noted above, and undermines professionalism.

Teachers are regularly called upon to assist parents in raising funds for the school so that appropriate resources may be provided or replaced. These functions invariably take place in the evenings or on weekends. I have never met a public servant who had to go to work on the weekend to raise funds for a computer or materials with which to carry out his/her job. This may sound facetious but it is a daily fact of life when you are a teacher.¹⁰⁰

97 Submission no 262, vol 13, p 184 (Australian Education Union)

98 Submission no 52, vol 2, p 101 (Mr Ewbank, ACT)

99 Submission no 129, vol 5, p 94 (ACT Executive Teachers' Association)

100 Submission no 64, vol 2, p 177 (Mrs Grey, NSW)

As well as creating many ethical dilemmas, fundraising limits the time available for professional duties which are already overloaded. Being seen as fundraisers is not status-enhancing.¹⁰¹

Some teachers regularly provide basic assistance to their students from their own pockets. Although there is no requirement for them to do this it does raise, in very stark form, the question of the extent to which teachers' primary teaching role is being superseded by their welfare role.

In order to teach one particular class on a Monday morning, I would buy breakfast and students would eat while sitting and reading or talking. ... At no stage was this a directive of my school but it was known by those in administration and sanctioned as breakfast seemed to be able to encourage attendance and discourage misbehaviour.¹⁰²

On a day-to-day basis teachers are expending more personal money on teaching resources, references, student materials, texts and inservice costs than ever before. I estimate that I spend at least \$6000 each year on such expenses. Again, I am not alone.¹⁰³

The market approach to education sees schools as market places, a view already well entrenched with respect to universities. It encourages schools to compete for students (and thus funds) rather than to cooperate. This is difficult for teachers to accept, given their view of teaching as an essentially cooperative enterprise.

When schools are in close proximity, and in the country areas, one school may gain sponsorship and another similarly located and socioeconomic school may not, rivalry between schools for the sponsorship dollar can add to teachers' stress, pitting school against school within clusters in which they work.¹⁰⁴

The impact of the market approach in Schools of the Future in Victoria was succinctly summed up by Simon Marginson.

Parents were now seen as 'consumers' of the individual school rather than citizen-members of a common system of schools, in which

101 Submission no 263 , vol 13, p 186 (Australian Education Union)

102 Submission no 162, vol 7, p 10 (Ms Josso, WA)

103 Submission no 70, vol 3, p 16 (Ms Cowan, Qld)

104 Submission no 284, vol 16, p 100 (S A Association of School Parents' Clubs Inc)

everyone had an interest in everyone else's welfare. Other schools were seen as competitors, and the success of one school, for example in examinations, was the failure of another.¹⁰⁵

In furtherance of their immediate short term funding interests schools may act against the best long term interests of their students. Their dilemma was explained, in relation to TAFE, in a submission from a TAFE teacher.

A student in the cooperative model of mass education institutions would be counselled and directed to the best option for his/her aptitude: perhaps another course or another institution, or perhaps employment. Professionals would freely exchange information about such options. No longer. In the competitive model, institutions and departments within institutions see students as financial chattels who must be kept on the roll regardless of their best interests. Teachers are actually put in the position of being disloyal to their employer when they bring alternatives to the attention of their students.¹⁰⁶

A major concern with the increased emphasis on fund raising at the individual school level is that, in the longer term, governments will see this as a given, and withdraw further from the provision of universal, free public education.

The concern is that governments might be said to be tempted into allowing parents to take on these burdens, instead of themselves responding to community expectations of standard educational facilities.¹⁰⁷

WORKING CONDITIONS

One consequence of reduced funding to public schools is that school buildings and equipment are often no longer adequately maintained and repaired. Working in such conditions undermines teachers' status in the eyes of the community. It reinforces the view that teaching is not highly valued.

105 Simon Marginson. *Markets in Education*, Allen & Unwin 1997, p 196

106 Submission no 2, vol 1, p 10 (Mr May, Vic)

107 Submission no 79, vol 3, p 86 (State School Teachers' Union of WA)

For many teachers, the poor state of their working environment reinforces their belief that society undervalues the work they do. Staffrooms are often overcrowded, the furniture is old and frequently dysfunctional and storage facilities inadequate. Cramped staffroom conditions are often cited as a reason for not accepting student teachers.¹⁰⁸

The poor physical environment in many schools is frequently reported as a matter of diminishing the status of teachers as the building stock gradually deteriorates through the incapacity of the system to adequately fund maintenance in schools.¹⁰⁹

Formerly, those who worked in schools in any capacity felt that there was an army close behind, an army of workmen and tradesmen to deal with emergencies such as burst pipes and broken windows.... Sadly, this army (like the Red Army) is a shadow of its former self.¹¹⁰

Where conditions are actually unsafe teachers are concerned about their duty of care and possible litigation if students are injured. These additional pressures contribute to low morale.

... last year I had an exposed power point with live wires sticking out of the wall. It took me four visits to the registrar over about three weeks before someone came out and fixed it.¹¹¹

Theatre equipment has often proved unsafe... Drama teachers are not given enough training in the sheer physical business of and logistics and safety of setting up a theatre. School administrators still adhere to the dangerous 'multi-purpose space/the boys can look after the lighting' philosophy.¹¹²

The Department of Education fails to comply with their own Operating Procedures, Workplace Health and Safety legislation, the Teaching Award and Australian Law. Officers of the Department of Education put teachers in positions of negligence by either directing or expecting them to perform duties that break the above

108 Submission no 261, vol 13, p 140 (School of Education, Macquarie University)

109 Submission no 254, vol 13, p 79 (Australian Education Union, ACT Branch)

110 Submission no 25, vol 1, p 112 (Ms Lonergan, Tas)

111 *Transcript of evidence*, Perth, 17 September 1997, p 417 (Mount Lawley Senior High School Education Committee, WA)

112 Submission no 247, vol 12, p 158 (ACT Drama Association)

procedures/legislation/industrial awards or by failing to provide necessary resources to allow the above procedures/legislation/industrial awards to be met.¹¹³

Teachers' working conditions are adversely affected by the reduction in funding for relief teachers. There is now less provision in schools than formerly for the employment of relief staff to replace teachers who are sick. The work of absent teachers is now increasingly undertaken by their colleagues, **in addition to** their regular work load. This is stressful for the colleagues concerned and places pressure on sick teachers to continue working. Many do so.

At our school, ... we have teachers coming in sick because we cannot find teachers to take their places.¹¹⁴

One of our colleagues who had to have time off due to sickness came back and confided in me how guilty she felt because she was imagining that that amount of time - a month - that she had to take off work would have eaten so much into our budget. She was feeling guilty because now things were getting tighter for everybody else. She was ill, but the guilt was there.¹¹⁵

The Committee's attention was drawn to the arrangements in some school systems where each school is allocated a nominal sick leave/professional development 'quota'. So if teachers use up their quota on sick leave they automatically lose any entitlement to professional development. This is the position in the Northern Territory.

Currently in the Northern Territory [the funding of relief teacher days for professional development] is provided in a minuscule lump sum to schools, an average of 6.5 days full-time equivalent teacher, and is meant to cover both sickness and professional development. We see it as harmful to professionalism to link those two.¹¹⁶

The factors undermining teacher morale, performance and status at the school level are largely imposed from beyond the school gate but they

113 Submission no 215, vol 10, p 67 (Mr Jacques, Qld)

114 *Transcript of evidence*, Melbourne, 9 October 1997, p 606 (Mr Malgioglio, Vic)

115 *Transcript of evidence*, Melbourne, 9 October 1997, p 606 (Ms Morley, Vic)

116 *Transcript of evidence*, Darwin, 14 October 1997, p 773 (Northern Territory Joint Council of Professional Teaching Associations)

have a very negative impact within schools generally and on teachers in particular. The demands imposed from outside, such as those related to resourcing and curriculum, serve to divert teachers from a focus upon those aspects of their work from which they derive their greatest satisfaction, student achievement, positive interactions with students and collegial support. Since these demands originate from beyond the school it is difficult for teachers to change them. They have to rely upon those who have the authority to introduce such changes - politicians, bureaucrats, principals and, to a lesser extent, parent and community groups as represented on school councils.

CHAPTER 7 TEACHER RECRUITMENT AND TRAINING

TEACHER RECRUITMENT

Supply and Demand

Calculations by the Australian Council of Deans and others suggest there will be a significant shortage of teachers by early next century, although the extent of the shortage is a matter of dispute. This and related issues are discussed in Chapter 8.

One of the major factors contributing to the projected shortage is the decline in the number of young people joining the profession. The Australian Council of Deans of Education, in its report on teaching supply and demand, has estimated the gap between demand and supply as reaching 7,000 by the year 2003.¹

Declining Academic Qualifications of New Teachers

Equally disturbing is evidence of a general (but not universal) decline in the academic quality of young people attracted into the teaching profession, as measured by a lowering of the TER scores of teacher education applicants. The Australian Council of Deans drew attention to this in its report.

... the most academically able students generally have been under-represented in undergraduate initial teacher education programs. This is reflected in the low tertiary entrance scores of many teacher education students. In 1989, more than half the commencing students in the Education field of study were concentrated in the lowest quartile of tertiary entrance scores of all school leaver commencing students.²

An earlier study by the National Board of Employment, Education and Training (NBEET) also reported concern about declining TER scores,

1 Australian Council of Deans of Education. *Teacher supply and demand to 2003, projections, implications and issues*. Canberra, 1997

2 Ibid, p 14

although it concluded that the decline was not uniform between States and not evident in all education institutions.

There has been growing concern from many quarters that the standards of entrants to teacher training courses throughout Australia, especially as measured by tertiary entrance (TE) scores has been declining in recent years, and that this represents a reduction in potential teacher quality.³

Similar concerns were expressed by the majority of people providing evidence to the Committee. The following excerpts from the evidence indicate the nature of the problem.

Information from the Department of Education Services shows that the minimum tertiary entrance scores for students undertaking Teacher Education courses continues to decline. Tertiary entrance data obtained from the Tertiary Institutions Service Centre (TISC) shows that since 1990 the cutoff scores for entrance to Teacher Education courses have dropped by around twenty to twenty five points across all teaching areas and at all universities.⁴

There is evidence that students are being accepted into some teacher education courses with unacceptably low entry scores (eg some regional Queensland Universities accepted scores in 1996 of 19 on a scale of 1 to 25, where twenty-five is the lowest score attainable.⁵

Tertiary Entry Ranks (TER) into teacher education courses are lower despite the fact that there are far fewer places than there used to be - this has to be seen as a reflection of the falling status of teachers and how much they might be expected to earn on completion of their studies.⁶

Teachers considered that the low TER scores for entry to teacher education reflected the low status in which the profession is held. In turn, it reinforced the general perception of teaching as a low status

3 National Board of Employment, Education and Training. *Student Images of Teaching: Factors Affecting Recruitment*. Commissioned Report No 8, Canberra, 1991, p xi

4 Submission no 140, vol 6, p 12 (Department of Education Services, WA)

5 Submission no 269, vol 14, p 130 (National Catholic Education Commission, ACT)

6 Submission no 210, vol 10, pp 20-21 (Australian Association of Mathematics Teachers Inc)

occupation lacking intellectual rigour. Most serious of all, failure to recruit high calibre entrants threatened the quality of schooling in the longer term.

At present students who simply scrape by after gaining Year 12 by the merest margin are able to gain admission to teacher training courses. That these people, academically inferior, are to be the teachers of tomorrow, has horrendous implications for Australian education.⁷

It seems to me that, if we are going to raise the status of teachers, a central thing is that we should seek to draw those who are higher level applicants into the process... That is the most important single thing we can do to raise the quality of the work, which is one of the elements in the status of the profession.⁸

Through interaction with factors such as public perceptions about intellectual demands of the course and of practice in the profession, and perceived implications of selectivity or exclusiveness of entry, tertiary entry levels have a self-reinforcing effect on status of the profession: there is a 'vicious cycle' linking low entrance scores with low status.⁹

Some witnesses disputed the claim that TER scores were declining. Others considered the focus on TER scores was misleading.

There is a persistent belief that teaching attracts low quality applicants. This perception is faulty in two ways. Firstly, it is a conclusion drawn from focussing on the lowest Tertiary Entrance Rank (TER) score for entry and ignores the range of students who enter teacher education including some with very high TER scores. Secondly, in recent years, the lowest TER score for entry to education courses has increased significantly and now compares favourably with entry scores for Science, Computer Studies, Arts etc... The persistent statements that education attracts low quality candidates is a myth and sets limits on the attractiveness of teaching for young people who may be considering this as a career option.¹⁰

7 Submission no 76, vol 3, p 67 (Mr Moore, SA)

8 *Transcript of evidence*, Sydney, 29 August 1997, p 131 (Professor Watson, University of New South Wales)

9 Submission no 160, vol 6, p 204 (Board of Teacher Registration, Qld)

10 Submission no 1, vol 1, pp 4-5 (Professor Northfield, Vic)

On the tertiary entrance levels of our students, yes we do go a long way down in terms of cut-off points for entrance, but we go no further than arts or commerce and economics or social work or many others; but again, the one that is spoken about is education. The important thing is not just what the cut-off point is, but the fact that about one-third of our students are in the top 10 per cent of students from high schools. It is that other side that tends not to get talked about. This focus on the cut-off point is a major problem.¹¹

Almost all of those who commented on this issue expressed the view that sole reliance upon TER scores was an unsatisfactory predictor of success as a teacher. This view is reinforced in the general literature with NBEET, for example, commenting in 1991:

It has been suggested... that the stress on academic record, as expressed in tertiary entrance scores, has served more as a public reassurance regarding teacher quality than as an adequate predictor of teacher performance and quality in the classroom.¹²

While not disputing the importance of high academic achievement witnesses considered it was not a sufficient precondition for success. Personal qualities, motivation, organisational ability and flexibility, while difficult to measure objectively, were critical to successful teaching. Witnesses therefore suggested that entry to teacher training should, at a minimum, be based on TER scores **plus** in depth interviews designed to ascertain the applicant's suitability.

Academic tertiary entrance scores should not be the sole, or even major, criterion for selection into pre-service teacher education programs; rather, entry should be based on a range of criteria and procedures (eg portfolios, interviews, references, as well as tertiary entrance scores) focusing on attributes required in the practice of the profession.¹³

It is, however, simplistic to assume that TE scores are a good predictor of success at university, let alone of success in a student's chosen profession. Research conducted at the University of Tasmania indicates, for example, that interview ratings by academic

11 *Transcript of evidence*, Townsville, 11 September 1997, p 282 (James Cook University)

12 *Op cit*, p 18

13 Submission no 160, vol 6, p 204 (Board of Teacher Registration, Qld)

staff are accurate predictors of future practice-teaching performance, whereas TE scores are not at all predictive.¹⁴

A significant proportion of people beginning teacher training do not embark on their teaching careers directly from school. Some enter after completing subject degrees and some come from other jobs. In Tasmania, for example, 40% of students beginning teacher training have a subject degree and 25% are mature aged entrants.¹⁵ In Queensland at least 30% of teaching graduates are mature age.¹⁶ In these cases TER scores are largely irrelevant. Yet there is no suggestion that these people are less successful than young people entering teacher training straight from school. Indeed, the reverse tends to be the case. This is a strong argument for focusing on the recruitment of mature age people to teaching, to complement rather than to replace people recruited straight from school).

Research for MACQT [Ministerial Advisory Council on the Quality of Teaching] on teacher educators and teacher education has indicated that in the debate over declining entry standards into teacher education, it is often forgotten that prospective entrants come from a variety of backgrounds, apart from school leavers.

The vast majority entering initial teacher education in the secondary area are already graduates, and in some universities are taking out their initial teaching qualification at Masters level. Universities also enrol other professionals into teacher education courses through recognition of prior learning (RPL) provisions.¹⁷

There is much anecdotal evidence that mature - age students who have not entered using a TER do particularly well in their courses and subsequent teaching.¹⁸

14 Submission no 222, vol 10, p 200 (School of Education, University of Tasmania)

15 See Submission no 222, vol 16, p 194 (School of Education, University of Tasmania)

16 *Transcript of evidence*, Brisbane, 10 September 1997, p 206 (Education Queensland)

17 Submission no 288, vol 17, p 24 (Department of Training and Education Coordination, NSW)

18 Submission no 262, vol 13, p 149 (NSW Federation of School Community Organisations)

Reasons for Decline in Number and Quality of New Entrants

The reasons for the decline in the number and academic quality of young people entering the teaching profession are many and varied. They relate to the factors undermining the status of the teaching profession and the morale of teachers. Most have been discussed elsewhere in the Report and will not be repeated here. However, a number of very specific factors also influence young people's decisions to opt for alternative careers. These are:

- a greater range of career options, especially for women
- fears of litigation, especially for men in connection with allegations of paedophilia
- the impact of university fees and charges
- uncertain job prospects.

More career options for women

In the past, when women's career options were relatively restricted, many talented women entered the teaching profession. Now that they have a much wider career choice some of our most able female school leavers are opting for other professions. While this is encouraging for women, it has damaging implications for recruitment into teaching.

Women used to use teaching and nursing as the means to professional life and, if you looked generally at those families in which the first generation was entering higher education, the profession they often entered was teaching. With much more access to higher education, other options are being pursued.¹⁹

Young women, at last freed from some of the deeply entrenched sexism of previous generations about women's roles and careers, are today able to choose to enrol in a much wider range of university courses. As a consequence the proportion of the most talented young women choosing teaching as their career has been reduced.²⁰

19 *Transcript of evidence*, Melbourne, 10 October 1997, p 688 (Professor McGaw, Australian College of Education, ACT)

20 Submission no 252, vol 13, p 18 (Australian Education Union, Tas Branch)

Men's fear of litigation

While a broad range of factors has contributed to young people's decisions to opt for careers outside teaching, the fear of litigation, especially in relation to paedophilia and child molestation, does appear to be a factor in deterring young men from entering the profession, especially at the primary level.

It is difficult to disentangle fear of litigation from more general attitudinal issues such as the community perception that primary school teaching is 'women's work', and impossible to obtain objective data on their impact on career decisions. Nevertheless, anecdotal evidence suggests that it does influence such decisions.

The impact of university fees and charges

Recent changes to HECS funding are expected to have adverse consequences on teacher recruitment. Students may decide that the additional costs incurred in qualifying may not be adequately compensated by the salaries offered. The introduction of differential HECS fees for university courses will deter some university entrants from undertaking more expensive courses. Enrolments in science courses are expected to fall, for example, and there will be flow on effects into teaching, with fewer science graduates entering the profession. This is a real concern, because mathematics and science teachers are already in short supply. This was a concern raised in a number of submissions.

Present indications are that an acute shortage of teachers may develop by 2000. There is already a shortage of teachers in certain areas e.g. Science and Technics. The current HECS policy does not encourage young people to train in these areas.²¹

Currently a student contemplating a career in science is faced with a higher HECS fee compared to a career based on the arts or humanities. Furthermore, if a science and a humanities graduate both decided to enrol in the same teacher education program, although additional HECS fees would be required they would be of the same magnitude. However, since there is no salary differential based on subjects/methods taught the science teacher who is payed

21 Submission no 154, vol 6, p 170 (Australian Council for Educational Administration)

the same as the humanities teacher is required to pay a higher premium for this career choice.²²

In addition, the move to full fees for some post graduate courses is likely to have a serious impact on the number of qualified teachers upgrading their qualifications. This issue will be discussed later in this Chapter, in relation to teachers' professional development.

Uncertain job prospects

While overall demand for teachers is projected to exceed supply within the next five years the situation is not uniform across States, regions and subject areas. In some jurisdictions and systems there is an oversupply of teachers. In Victoria, which has witnessed large scale school closures and amalgamations, approximately 8,000 teachers lost their jobs between 1992 and 1997.²³ So newly qualified teachers have no guarantee of work. Their prospects of **permanent** appointment are slim. In the Northern Territory, for example, only 20 per cent of commencing staff in 1995 were permanent appointees.²⁴ In Victoria all new staff are now employed on fixed term contracts. This uncertainty is a powerful disincentive to young people's entry to the profession.

Expanding Teacher Recruitment

Any general measures directed to making teaching a more attractive career prospect will improve the status of the teaching profession and the morale of teachers. Such measures will have a direct impact, for example by improving salary and career structures, and an indirect impact, for example by encouraging existing teachers to paint a more positive picture of a teaching career to prospective candidates, rather than dissuading their brightest students from considering it, as is now often the case (See Chapter 4). Such general measures should also assist in reducing the number of teachers leaving the profession. Current separation rates reflect low morale within the profession.

22 Submission no 186, vol 8, p 57 (Science Teachers' Association of Victoria)

23 See submission no 267, vol 14, p 34 (Australian Education Union, Vic Branch)

24 Ministerial Council on Employment, Education, Training and Youth Affairs. *National Report on Schooling in Australia*, Canberra, 1995, p 27

In addition to the general measures proposed elsewhere in this Report, specific initiatives are needed to focus on the recruitment of teachers. A number of suggestions - some based on existing models, - was presented to the Committee in evidence.

Recruitment Campaigns

Queensland conducted a very successful teacher recruitment campaign in late 1996. Called 'Out in Front', it was directed at Year 12 school leavers and used a range of approaches, including television advertisements, to attract potential teachers. Videos were made available to schools in which teachers were shown undertaking a variety of tasks in widely different environments.

In 1997 there was a significant increase in applications for teacher education in Queensland (against the national trend) and TER scores increased. The campaign was therefore extended, in the hope that it would have a similar impact on enrolments in 1998.

A more limited campaign in Western Australia, also in late 1996 and conducted by the Deans of Education in conjunction with the Department of Education Services, appears to have been less successful. That campaign focussed on advertisements in the 'West Australian' newspaper. While recruitment was maintained in Western Australia in 1997 there were significant shortfalls in intakes into pre-service secondary education courses in mathematics and science and TER scores fell marginally for most education courses at Curtin University of Technology, Edith Cowan University and Murdoch University.²⁵

The Committee's attention was drawn to the success of a recent British recruitment campaign based on the theme "Nobody Forgets a Good Teacher." This may warrant further consideration for adaptation in the Australian context.

A number of witnesses pointed to the need for a national recruitment campaign. The feasibility of such a campaign is currently being investigated by the Ministerial Council on Employment, Education, Training and Youth Affairs.

25 Submission no 140, vol 6, p 9 (Department of Education Services, WA)

The Committee RECOMMENDS a national recruitment campaign designed to attract high quality applicants to the teaching profession, with costs shared between the Commonwealth and all States and Territories.

Witnesses also drew attention to variations in predicted teacher shortages - between States, between primary and secondary schools, in particular subject areas and in rural and remote schools. (See Chapter 8).

Scholarships

A number of scholarships are offered by various State governments to encourage people into the teaching profession (usually, but not exclusively at Year 12 level). Examples brought to the Committee's attention included:

- Western Australia - from 1998 will offer 30 scholarships to high achieving entrants into teacher training, with 10 of these reserved for Aboriginal students
- Queensland - has offered scholarships since 1996 in areas of high need
- Tasmania - offered HECS scholarships and guaranteed employment for mathematics and science teacher education entrants in 1997.

The Committee commends the States on these initiatives. While acknowledging their benefits the Committee notes that, because of the relatively small numbers of scholarships offered, they will not make a major contribution to overcoming projected teacher shortages.

The Committee RECOMMENDS that the Commonwealth Government introduce scholarships for university graduates to undertake post graduate professional qualifications in teaching.

Changes to HECS fees

The Committee RECOMMENDS abolition of differential HECS fees. This will remove the particular disincentives now faced by science graduates planning a career in teaching.

Raising TER scores

Given the concerns in the general community and among teachers themselves about declining TER scores for prospective teachers the Committee acknowledges (despite the caveats mentioned earlier) that raising TER scores would, by sending the message that teaching is a valued career option, assist in enhancing the status of teachers. Acknowledgment of the value of teaching could, in turn, be expected to attract more high achieving students into the profession and thus raise TER scores.

TER scores are a matter for individual institutions. The Committee notes evidence it received that institutions which have raised TER scores have, at the same time, increased demand for the relevant courses. This was the case at the University of New South Wales' graduate level, two-year Master of Teaching program, introduced in 1996 to replace the one year Diploma in Education (and since closed by the University, along with the entire Department of Education). It is also the case for science courses at the universities of New South Wales and Sydney.

Raising the entry point to science-based courses at the Universities of New South Wales and Sydney has raised demand for such courses. **Raising entry standards for teaching is the single biggest factor, which in the short and long term, will improve the quality of Australian teachers.**²⁶

INITIAL TEACHER TRAINING

The Current Position

Teacher training takes a variety of forms in Australia. The most common are either a four year teacher training course at university, leading to a Bachelor of Education degree (previously often three years, but now being replaced by four year courses) or a three year arts or science degree followed by a one year Diploma in Education. Some universities are now considering replacing the one year post graduate Diploma

26 Submission no 270, vol 14, pp 142-143 (Australian and New Zealand Association for the Advancement of Science - New South Wales Division)

course with a two year Bachelor of Education course. In addition, universities accept into their teaching courses applicants from other professions, through recognition of prior learning and credit transfer.

Most evidence to the Committee favoured graduate entry to teacher training, with training following completion of an arts or science degree. For secondary school teachers in particular, this was considered essential in equipping teachers for their subject specialisations.

The presence of people with education degrees without majors in the subject area they are going to teach quite often means that some people are just barely able to manage senior classes. There is a bit of that. Those are part of the things that lower the status of teachers.²⁷

The universities have been encouraging the four-year B. Ed, which means a decision to enter teaching while you are still at school... We would argue... that the introduction of the B.Ed. as an alternative to a first degree plus education training, has led to secondary teachers particularly being embarrassed by the amount of subject content they have in their discipline areas, which is not turning out to be adequate for the task they are called on to perform back in the classroom.²⁸

Conflicting views were presented to the Committee on the costs and benefits of moving to a two year post graduate qualification for teachers holding a first degree. Supporters of a two year qualification pointed to the increasing demands upon teachers and the need for them to be better prepared.

At least a two year professional preparation is required to accommodate the diversity of skills now demanded of teachers. This can be achieved through a variety of models, including double undergraduate degrees and a graduate pre-service preparation of two years.²⁹

Opponents recognised the benefits accruing from an additional year of training but considered it was unrealistic to expect teachers to undergo

27 *Transcript of evidence*, Darwin, 14 October 1997, p 858 (Mr Shorter, NT)

28 *Transcript of evidence*, Melbourne, 10 October 1997, p 750 (Association of Heads of Independent Schools of Australia)

29 Submission no 62, vol 2, p 161 (Victorian Council of Deans of Education)

five years of training and incur substantial HECS debts for the very modest salaries they would earn upon completion of their training.

If you are going to ask these young people to undergo an additional year of training at very high cost, then you are going to have to increase substantially their level of remuneration, particularly in their first year, and from that point onwards.³⁰

We have not given serious consideration to five-year courses. We may have a reservation about that, in the sense that there are certainly costs now associated with HECS fees and so on, in having an extra year of study, which may be a disincentive for people to study for teaching if it is longer and more costly to come into that profession.³¹

At the moment, over 50 per cent of our students have honours degrees. That is four years, sometimes five. They come for a Dip. Ed. and that is six years. If you add another year, that is nearly seven years. The economic rewards and any other rewards - the intrinsic rewards - are not going to be there and you will, I think, drive some of these very able people away from secondary school teaching. So, while for some groups of students two years of education in a university might be appropriate, I would argue strongly that one more year after an honours degree is enough for the students, then it is about time they went out and did some serious teaching and did not keep coming back to the university.³²

Some intending teachers obviously are prepared to make this financial sacrifice. The two year, post graduate Bachelor of Teaching program which was introduced at the University of Tasmania in 1997, for example, was oversubscribed. A post graduate, two year Master of Teaching program introduced at the University of Sydney in 1996 has also attracted a large number of highly qualified applicants, as does the University of Melbourne's two year Bachelor of Teaching degree.

30 *Transcript of evidence*, Melbourne, 10 October 1997, p 645 (Australian Secondary Principals' Association)

31 *Transcript of evidence*, Melbourne, 10 October 1997, p 714 (Australian Education Union, Vic Branch)

32 *Transcript of evidence*, Adelaide, 16 October 1997, p 902 (School of Education, University of Adelaide)

A wide range of views was presented to the Committee on the quality and appropriateness of teacher training now available in Australia and these will be considered in the following section. Some weaknesses of existing programs will be discussed at the start, followed by positive views, including examples of good practice and suggestions for improvement.

The Quality and Appropriateness of Teacher Training - Weaknesses

Many comments on teacher training referred to its poor quality, inappropriateness and inadequacy in preparing teachers for the profession.

... I believe there are fundamental problems with teacher training and state education departments, it is hard to escape the feeling that these organisations need purging. Teachers can be much better prepared for their jobs than they are. They are being let down by their departments and teacher training courses. If teacher training was more appropriate, teachers would be better equipped and therefore less stressed.³³

Similar views are evident in the general literature. A recent survey of New South Wales primary and secondary teachers by Dinham and Scott,³⁴ for example, found that only 38% of respondents thought their teacher training 'adequately prepared' them for teaching. Many considered teacher training courses too theoretical and lecturers 'out of touch' with the demands of modern teaching.

Few teacher education programs concentrate on the daily, practical expectations of teaching. A theoretical background is essential to providing a base. However, it is not sufficient to enable an inexperienced teacher to develop the essential skills that "make" a capable practitioner.³⁵

... I think that, to a certain degree, you are not prepared for what lies ahead in the first year when you come into the teaching profession. University is very theoretical and not as practical as it could be. It

33 Submission no 229, vol 11, pp 91-92 (Ms O'Connor, Vic)

34 Steve Dinham & Catherine Scott. *The Teacher 2000 Project: A Study of Teacher Satisfaction, Motivation and Health*, Sydney, 1996, p 47

35 Submission no 209, vol 10, p 16 (Sydney South West Primary Principals' Forum)

focuses on all of the theories and when you get out there, it is practical. You are not equipped with the skills that you need.³⁶

The most trenchant criticism of teacher training related to its practical component. Witnesses considered practicums were not given sufficient priority or time by universities. They were often (but not always) concentrated towards the end of a teacher training course. For four year education students this sometimes meant they received no practical experience until their third year. For post graduate diploma students it meant waiting until their third term.

The rationale for this was that teachers would then be better prepared. The effect however was that some students, confronted for the first time with the reality of classroom teaching, decided it was not for them and left the course. Had they been exposed to classroom teaching earlier they would have saved both themselves and universities significant time and effort. The training of those who remained could also have been enhanced by reference to greater practical experience.

... the practicum is an important part of a teacher's course and student teachers think it is very important. It is important along with lots of other things. One of the things that makes it important is that it offers a period of time for sustained supervised practice. Small amounts of time do not give that.³⁷

[At the University of Western Sydney]... the only major time spent by the four-year trained students in schools is a 10-week practice period that they are spending now in their third year of those four years. In the remaining three years, they are spending small numbers of isolated days and some where they observe, et cetera. Most of us would agree that what is needed is far more practically oriented experience in schools.³⁸

36 *Transcript of evidence*, Townsville, 11 September 1997, p 356 (Mrs Wright, Qld)

37 *Transcript of evidence*, Adelaide, 16 October 1997, p 905 (School of Education, University of South Australia)

38 *Transcript of evidence*, Sydney, 29 August, 1997, p 6 (Sydney South West Primary Principals' Forum)

These concerns are not new. They have been articulated in a number of reports on teacher education over the last ten years.³⁹

Witnesses from university education faculties shared these concerns. They acknowledged that the proportion of teacher training time spent in practicums had declined. (A minimum requirement of 80 days is suggested in the National Standards and Guidelines for Initial Teacher Education just released by the Minister for Employment, Education, Training and Youth Affairs.) The decline is a result of cost constraints within universities rather than a deliberate policy choice.

University education faculties pay school teachers for supervising trainee teachers during their practicums. Payment is made by universities out of their general operating funds. Although the actual costs per student are modest (\$21 per day per student for James Cook University and \$12.45 (secondary) and \$21.20 (primary) per day for students at Murdoch University, for example,) the cost to education departments is significant, at a time of declining resources. The Council of Deans of Education estimated⁴⁰ that payment to supervising teachers absorbed an average of 25% of the budgets of education faculties.

For a number of years now it has been the practice for schools to require payment for supervision of practice teaching students. This has led the teaching institutions themselves to cut back on practice teaching hours because the bill has now become a very significant part of their expenditure. As a result students no longer receive sufficient pre-service teaching experience and the teaching profession is suffering as a result.⁴¹

Even where teachers are paid, it is becoming increasingly difficult to enlist them as supervisors, because of the existing demands upon their time.

39 See, for example, Australian Education Council. *Teacher Education in Australia*, Canberra, 1990. National Board of Employment, Education and Training. *The Shape of Teacher Education: Some Proposals*, Canberra, 1990. Schools Council. *Australia's Teachers: An Agenda for the Next Decade*, Canberra, 1990

40 See *Transcript of evidence*, Adelaide, 16 October 1997, p 885

41 Submission no 259, vol 13, p 121 (Australian College of Physical Education, NSW)

One of the points that you may want to pick up on is the experience we have in trying to ask teachers to be supervisors for our students when they go on prac. We are having more and more difficulty with that. As teachers are finding a lot more paperwork and are working under a lot more pressure, we are finding it a lot more difficult to get people to take on that role.⁴²

I do not think the money is big enough for anybody to take the job on, given the time that it really takes to make [the] money. You do not make money doing it.⁴³

A further difficulty was brought to the Committee's attention in Queensland where recent changes to recruitment practices have placed supervising teachers in an invidious position with respect to the employment of new teachers.

... because the system has changed the teacher who supervises the student now virtually has the say as to whether that person is employed or not. A lot of teachers will not take on that responsibility and give that final mark and final estimate of that student.⁴⁴

A number of witnesses referred to the poor quality of teacher supervision of practicums and of beginning teachers. The following comments, from first year teachers in South Australia, are typical.

... in terms of practicum supervisors, the teachers that supervise you, who are supposedly modelling teaching for you, I have often questioned the criteria for those teachers to become supervising teachers, when I sit with my practicum supervisor who says to me, 'I hate kids. I hate teaching. Why do you want to be a teacher?' What I am thinking is: how did you get to be my supervisor for the next four weeks?⁴⁵

If you are not lucky enough to have a teacher that is going to put their marking to one side and give you half an hour of their time in a rich environment, you really are on your own or you are grabbing

42 *Transcript of evidence*, Townsville, 11 September 1997, p 281 (School of Education, James Cook University)

43 *Transcript of evidence*, Townsville, 11 September 1997, p 375 (School Experience Committee, James Cook University)

44 *Ibid*, p 373

45 *Transcript of evidence*, Adelaide, 16 October 1997, p 917 (Mr Cook, SA)

these little bites where you can. That is often overlooked about how teachers interrelate.⁴⁶

Given teachers' reluctance to take on a supervisory role the universities do not have the luxury of choosing the most dedicated and enthusiastic teachers as supervisors. Where they are not, the quality of teaching practice suffers.

With no incentive and a huge amount of extra work for the jobs to be done properly, universities grab any teacher who can be coerced to put their name to a list. With this methodology, aspiring practitioners are often turned off by bad example before ever really experiencing the joys of successful teaching.⁴⁷

Some witnesses considered practicums did not adequately prepare teachers for the 'real' world because they took place in carefully selected schools or classes where behaviour and attitudes were atypical of the broad spectrum they could expect to encounter once appointed.

Often, trainee teachers are given manageable classes so that new problems are not created with difficult classes. Often, their first real experience of dealing with behaviour problems is in their first year of teaching. This creates the need for a very strong support network.⁴⁸

Other specific criticisms of teacher training related to its lack of intellectual rigour and its narrowly focussed content. The former criticism was levelled particularly at four year Bachelor of Education courses.

Particularly at the secondary level, we believe that greater depth in the academic and curricula studies is required. We have some scepticism about the current B. Ed. courses. They are great if you like smorgasbord, if you are looking for something that is more substantial, quite often they fail to deliver.

From my own experience, I have had science graduates of B.Ed. courses who have had to re-enrol at university to do further units in chemistry or physics or biology in order to teach science at the senior

46 *Transcript of evidence*, Adelaide, 16 October 1997, p 920 (Mr McGuire, SA)

47 *Transcript of evidence*, Perth, 17 September 1997, p 403 (Mr West, WA)

48 Submission no 208, vol 9, p 155 (Kepnock State High School, Qld)

level. That reflects on the superficiality of the studies that teachers and others have engaged in at the B. Ed. level.⁴⁹

Particular omissions and inadequacies in content referred to by a number of witnesses included knowledge and skill in technology (described as a 'yawning gulf' by one witness⁵⁰), behaviour management, relationships with parents and the broader community and the teaching of literacy.

We believe that inadequate attention is given to the whole question of behaviour management within the pre-service education courses. It certainly is an area that new teachers, whether they be young or mature age, have quite a lot of difficulty with and need a lot of support with when they get into schools.⁵¹

Teacher Education programs consistently lack units on parent participation. ACSSO regards this as a serious omission because we believe that partnerships between parents, students and teachers are vital to the learning of students.⁵²

... there are a lot of very fine young people coming into teaching. Many of them are very well prepared. But the area of literacy, as we have said, is one in particular that we are very concerned about. Generally, from wherever they come, teachers are ill prepared in that area.⁵³

A number of witnesses commented on the failure of pre-service education courses adequately to prepare teachers for life in rural schools. Given that a large number of beginning teachers are sent to rural areas, this is a serious omission.

49 *Transcript of evidence*, Adelaide, 16 October 1997, p 990 (Lutheran Church Schools, SA)

50 Mr Volk, Lutheran Church Schools, South Australia. See *Transcript of evidence*, Adelaide, 16 October 1997, p 987

51 *Transcript of evidence*, Darwin, 14 October 1997, p 781 (Joint Council of Professional Teaching Associations, NT)

52 Submission no 195, vol 9, p 33 (Australian Council of State School Organisations Inc)

53 *Transcript of evidence*, Sydney, 29 August 1997, p 9 (Sydney South West Primary Principals' Forum)

It seems to me that we probably do not do very much in our courses to prepare people specifically for teaching in smaller country schools. We do have teaching pracs located in country areas, but there is nothing formalised at the university.⁵⁴

The failure to familiarise students with the particular issues facing Aboriginal students was also mentioned by some witnesses.

...our school has problems in the fact that there is a high percentage of Aboriginal students. That is something I was not taught at university. I was not taught anything to do with teaching Aboriginal students, which I think is a must because their learning lifestyles and learning methodologies are totally different to ours and we cannot try to change them because they are not going to change.⁵⁵

Every training institution should have compulsory indigenous studies. We have some teachers going out to communities first year out who have never seen a black face and they have to teach our kids. It is hard for them. It is hard for our kids. They do not get any of that training when they are in college.⁵⁶

One response to current perceived inadequacies in initial teacher education - and especially to its lack of attention to practical teaching and overemphasis on theoretical concepts (in the view of some) was to suggest that teacher education be moved out of universities altogether and conducted in schools in the form of an apprenticeship. This is a long standing debate. The renewed focus on school based training mirrors recent developments elsewhere. In Britain, for example, pre-service training of teachers has become more school-based in recent years, although there is no consensus on the advantages and disadvantages of this new focus and much opposition from higher education institutions.

One important aspect of identifying good teachers would seem to be getting them in front of a class early in their training in a form of apprenticeship. This would require existing teachers to be given time to train new teachers on the job and not in a tertiary institute well removed from real classroom practice. The existing dedicated and aging teachers are best equipped to implement this training, but they must be allowed to do so based on their experience and

54 *Transcript of evidence*, Adelaide, 16 October 1997, p 923 (Dr Baker, SA)

55 *Transcript of evidence*, Adelaide, 16 October 1997, p 624 (Mr Grigg, SA)

56 *Transcript of evidence*, Darwin, 14 October 1997, p 883 (Mrs Devow, NT)

expertise. These teachers do not want, or need, yet another round of professional development training courses teaching them how academics think teaching should occur.⁵⁷

Others argued that moving teacher education out of universities and into schools would diminish the quality and status of the training and, as a consequence, of the profession more generally.

To consider locating teacher education in anything other than a university or to provide a narrow form of school-based training or apprenticeship would lead to a lowering of status and, consequently, of demand and entry level.

... It is over-simplistic and short-sighted to see teacher preparation as the provision of a set of skills without a theoretical base. Location of teacher education in universities is a way of ensuring that the theoretical base is provided and the research context is maintained.⁵⁸

The AMSC is concerned at the possible shift of significant parts of pre-service teacher education to schools. This will institutionalise existing practice. There is some evidence from England that this can also decrease demand for teacher education courses.

... Accordingly, the AMSC supports teacher education being firmly based in universities for both discipline and educational components. Any move to increase the school-based component of educational studies must be accompanied by an appropriate allocation of resources and not at the expense of discipline studies.⁵⁹

This latter view tends to predominate in the general literature. Hargreaves is particularly critical of moves to base teacher training in schools.

The effect of this [move to school based teacher preparation] is not to enrich collaboration and collegiality but to return teaching to an amateur, deprofessionalised, almost pre-modern craft, where existing skills and knowledge are passed on practically from expert

57 Submission no 94, vol 3, p 172 (Mr Harding, Vic)

58 Submission no 80, vol 3, pp 91-92 (Faculty of Education, Newcastle University)

59 Submission no 149, vol 6, p 110 (Australian Mathematical Sciences Council)

to novice, but where practice can at best only be reproduced, rather than improved.⁶⁰

The Committee agrees with this view. It acknowledges the importance of ensuring that practical teaching skills are firmly embedded in a sound theoretical and research base.

One means of overcoming the current divide between practice and theory would be through adoption of different models of integration between the two. These could include internships for student teachers nearing the end of their training, during which they work almost full time in schools with gradually declining levels of supervision, and a model which combines two days a week at university with three days a week at a school (or variations of these arrangements) over a lengthy period. The latter approach would link theory and practice. It would provide teaching experience as well as the opportunity to inquire and reflect upon it.

Variations of these models are being conducted in many education departments and should help to overcome criticisms of previous approaches to initial teacher education.

Some witnesses were also critical of universities which, they claimed, accorded education departments low status within their institutions. As a result, education faculties were the first to be cut back and the last to receive additional resources.

The recent decision of the University of New South Wales to no longer offer Teacher Education courses is yet another significant factor in the decline in the status of teachers in our society. One of the Australian premier universities has decided that Education is not of sufficient academic standing to suit the profile of their offerings.⁶¹

A number of witnesses drew attention to the low priority placed by universities on teaching quality, as opposed to research output. This had an impact on the quality of university teaching generally and on the quality of teaching in some education faculties. Teachers in some

60 Andy Hargreaves. *The four ages of professionalism and professional learning*. Unicorn, vol 23, no 2, July 1997, p 106

61 Submission no 209, vol 10, p 15 (Sydney South West Primary Principals' Forum)

education faculties, it was claimed, had little contact with schools and no real understanding of what happened there. Thus they were singularly ill equipped to prepare students for life in the classroom. The following excerpts provide an indication of the views expressed.

At the moment, many lecturers have been out of classrooms for decades. There needs to be a requirement for all lecturers to work in a school doing normal teaching duties after an absence of five years.⁶²

Some external commentators have expressed similar concerns. The Schools Council, for example, noted in 1990:

While it is possible for academic staff to keep 'up to date' with the realities and requirements of school life, the Council remains to be convinced that this has occurred.⁶³

The Committee is concerned that where universities do not place sufficient emphasis on teaching within their own institutions, this too has the effect of devaluing teaching skills, with obvious implications for the status of teachers in schools. While some universities are taking steps to promote teaching others have made few efforts in this direction. However, a number of encouraging developments were brought to the Committee's attention and these are discussed in the next section.

University education staff, like school teachers, are an ageing profession. This is one explanation for their perceived remoteness from current classroom practices and conditions. In 1995 more than two thirds of academics in education faculties were over 45 and more than 42% were over 50.⁶⁴ Proportions in each of these categories will have increased in the intervening period. The age profile of university educators has implications also for the recruitment and training of the large number of new teachers who will be required to meet projected teacher shortages within the next few years.

62 Submission no 237, vol 11, p 183 (Dr Whan, NSW)

63 Schools Council. *Australia's Teachers: An Agenda for the Next Decade*, Canberra, 1990, p 88

64 Australian Council of Deans of Education and Australian Teaching Council. *Education Partnerships for Quality Teaching*. Report of the Chalk Circle Dialogue in Teacher Education, 1995, p 7

In the view of some witnesses there were inadequate links between universities and schools, with the result that teacher training courses provided by universities did not fully meet the needs of schools.

Much more consultation needs to take place between the training institution and the educational setting where the practical experiences take place in order for both stakeholders to be satisfied that the requirements of all parties are being met.⁶⁵

Teacher pre-service education does not serve schools well. The universities place insufficient emphasis on practicum components. The universities also place insufficient emphasis on content studies and fundamental pedagogics. Pre-service education has become too independent of school authorities.⁶⁶

Education is a divided profession. In schools teachers just teach, and university academics just research. And when there are inquiries in education, it's usually the academics whose voices are most heard. Certainly teachers voices are not much heard in teacher training courses.⁶⁷

The Quality and Appropriateness of Teacher Training - the Positive View, Including Some Examples of Good Practice

It would be misleading to suggest that the Committee received only negative views on the quality of teacher education. It also received positive feedback and was provided with many examples of good practice.

The following comments are typical of the positive views expressed about the quality and appropriateness of some existing pre-service courses.

... I have been in teacher education for over 30 years... I think inquiries like this tend to concentrate on the difficulties and the problems and do not actually highlight some of the positive features. I think there is a tendency for outsiders to look at the evidence and say, 'Gosh, these people have got real problems', and so on, whereas we would say we have actually been conscientiously trying to improve what we do all over that period. We have got better. The

65 Submission no 274, vol 14, p 191 (Catholic Education Office, TAS)

66 Submission no 272, vol 14, p 159 (Dr Hoffman, WA)

67 Submission no 292, vol 18, p 6 (School of Education, Murdoch University, WA)

students coming in are better. The quality of our graduates is better. The problems are going to be there because it is all part of being a teacher.⁶⁸

There has been a greater concerted approach by teacher educators around Australia to look at things, particularly the role of the practicum in teacher education. I would say that, as a consequence of improving the courses - which, from my view, were very theoretical in past years - the improved quality of the content and experiences that the trainees have now is part of the reason we are getting competent teachers in our schools.⁶⁹

The Committee also heard of examples of good practice focussed on the needs of student teachers in rural areas.

The Isolated Children's Parents Association in our south-west region, based in Roma, has been working to provide homestay, for example, for young teachers in training so they can get experience of living in a small community in the west.⁷⁰

Some university education department staff were at pains to inform the Committee that at their institutions, at least, education departments were not held in the low esteem which some evidence had suggested was the norm. Furthermore, they disputed the claim that universities valued research more highly than teaching.

Universities vary in these issues; but, in my institution we do not, as was noted earlier, value research above teaching. There are lots of positive ways in which one can use one's evaluation on teaching. In fact, teaching is one of the key areas looked at for promotion. You simply cannot get promotion or pass probationary reviews without having your teaching scrutinised very closely.⁷¹

I work at the University of Western Australia, not as an academic. We have made enormous changes in the last five to seven years to

68 *Transcript of evidence*, Adelaide, 16 October 1997, p 926 (School of Education, Flinders University, SA)

69 *Transcript of evidence*, Hobart, 9 October 1997, p 509 (Tasmanian Secondary Principals' Association)

70 *Transcript of evidence*, Brisbane, 10 September 1997, p 196 (Education Queensland)

71 *Transcript of evidence*, Sydney, 29 August 1997, p 130 (School of Teacher Education, Charles Sturt University, NSW)

criteria for promotions, so that teaching is enormously important in getting promoted.⁷²

Nor did they agree that the quality of teaching within education departments was as unsatisfactory as some witnesses had indicated.

... people in faculties of education by and large are ex-teachers, and people in other faculties are not, so we would hope that the people working in our faculties were high standard teachers to begin with.⁷³

... our teacher educators coming into schools to supervise or assess the work of student teachers...are required under our act to be registered teachers and they cannot get registration unless they are appropriately qualified...We felt that was a very important provision to make. It was saying that we are all part of the profession and teachers in schools were able to relate more easily. They realised that these people were not only researchers; they had actually completed a teacher education course and knew what it was all about.⁷⁴

Some university witnesses disputed the claim that pre-service teacher training courses lack intellectual rigour. They believed the standard had generally risen.

We are a university formed out of existing CAEs exclusively. The university procedures have ensured a significant increase in the rigour of our programs.... We get very positive reports [from schools]. They are telling us that they have never had teachers as well prepared and they are really excited about what they are getting. So I suspect you are going to get variations across areas.⁷⁵

A number of university witnesses who acknowledged the declining TER scores of their students nevertheless considered that the quality of their graduates was better than ever before - which they saw as a reflection of the high standard of the teacher training courses they offered.

72 *Transcript of evidence*, Perth, 17 September 1997, p 423 (Hollywood Senior High School Council, WA)

73 *Transcript of evidence*, Sydney, 29 August 1997, p 129 (Faculty of Education, University of Western Sydney)

74 *Transcript of evidence*, Brisbane, 10 September 1997, p 258 (Board of Teacher Registration, Qld)

75 *Transcript of evidence*, Sydney, 29 August 1997, p 124 (School of Teacher Education, Charles Sturt University)

As noted, university witnesses acknowledged the validity of complaints about some teacher practicums - which they attributed to lack of adequate resources. They also drew to the Committee's attention many examples of good practice. The following excerpts are examples from a wide range discussed in submissions and at public hearings.

One of the things we have tried to do here, because we are thin on the ground and we have big areas to cover, is really to try to adequately train teachers to be basically the main professional provider of supervision in the school.... this university does conduct supervising teacher workshops, which are really well attended generally. People have found those to be very useful. So I think we are well supported. Our students get at least two visits on every prac as well.⁷⁶

We have had a trial going at the moment where a particular cohort of year 2 trainees went to the same school for a whole day every week for the whole year. So, they became very much a part of that staff, even though they were only there one day a week, but the staff took an interest in them and there was a liaison between the staff and the university lecturer who was responsible for that. We are looking at extending that. That is one initiative to give people more school understanding. Another purpose is that some of these students at the end of the year came to the decision that teaching was not for them.⁷⁷

One of the major concerns raised by critics of current teacher training arrangements was the lack of communication between university education departments and schools in the development and implementation of teacher training programs. As a consequence, it was suggested, such programs often failed to address the concerns of schools or to meet their needs. Many education departments have recognised the importance of close links with schools and are putting in place measures to strengthen existing links and to build new ones.

... it has become increasingly clear that pre-service teacher education is best founded on strong working relationships between university and school based teacher educators. Establishing such partnerships

76 *Transcript of evidence*, Townsville, 11 September 1997, p 378 (School of Education, James Cook University, Qld)

77 *Transcript of evidence*, Sydney, 29 August 1997, p 45 (Catholic Education Office, NSW)

is costly of time and resourcing, and is sometimes marked by tensions. Schools and universities have historically different cultures, and addressing differences in the interest of excellent graduates is a delicate task. It is essential that the differences between institutions are honestly articulated, so that mutually beneficial relationships can be established and maintained, resulting in universities and schools playing complementary roles in pre-service teacher education and in education reform. Effective communication between partners is crucial...⁷⁸

Closer links between tertiary providers and practitioners in the schools need to be further developed, and undergraduates need to spend more time in schools. There are some good initiatives. We are exploring some at the moment with the Australian Catholic University. They are wanting their undergraduates to spend a day a week in our schools and to have that kind of support and mentoring, on a voluntary basis, that I talked about before.⁷⁹

Again, many innovative approaches to improving links between universities and schools were threatened by budget cuts and staff reductions within the universities. Since the most successful projects were often those requiring commitment of significant university staff time, they were particularly vulnerable. At the University of Tasmania, for example, the education department seconded highly motivated teachers to undertake masters degrees in the faculty. They upgraded their qualifications and at the same time kept university staff well informed about what was happening in schools. A major inhibitor to expansion of the scheme was the university's inability to pay teachers' salaries for the period of their secondment.

A similar problem exists in some Victorian universities.

... we tend to recruit teachers mid-career, with experience; and because the route towards higher qualification tends to be through a mid-career teacher undertaking higher degrees, we are attempting to recruit people who have higher salary levels in schools than we can

78 Submission no 138, vol 5, p 168 (School of Education, James Cook University, Qld)

79 *Transcript of evidence*, Sydney, 29 August 1997, pp 44-45 (Catholic Education Office, NSW)

offer for the comparable qualifications in faculties of education. This is a serious recruiting problem for us.⁸⁰

At Macquarie University teacher education is based on a partnership between the student, the curriculum lecturer and the supervising teacher. The coordination of these arrangements (for 60 or 70 students), once the responsibility of six full time lecturers, is now being undertaken by part time lecturers. In these circumstances, it is becoming difficult to sustain.

In South Australia a successful internship program run by Flinders University was abandoned in 1997 through lack of funding.

We also had a program of internship in our school where we took final year students in the bachelor of education courses and actually had them as interns in our schools for six months. They were given credit for that in their courses and we had some commercial support from Apple Computers. Those four young people turned out to be very good teachers. They were all employed during the next year but unfortunately, the program could not go forward - not from our point of view - this year because of lack of funding, lack of supervision from Flinders.⁸¹

One of the most successful examples of close, supportive links between university education departments and schools was the Innovative Links Project, established as part of the National Schools Network with Commonwealth funding through the National Professional Development Program in 1994. This resulted in the establishment of approximately 20 'round tables' all over the country which brought school and university staff together in a supportive partnership and resulted in joint research projects with a schools focus.

The Committee heard many positive comments (and no negative ones) about the Innovative Links Project from schools and universities alike. The following excerpts are typical.

80 *Transcript of evidence*, Adelaide, 16 October 1997, p 891 (Professor Bates, Australian Council of Deans of Education, Faculty of Education, Deakin University)

81 *Transcript of evidence*, Adelaide, 16 October 1997, pp 992-993 (South Australian Independent Schools Board Inc)

The experience of the round tables has been one of an almost incredible improvement in self-esteem of the teachers that have been involved in them, because they have been able to be accepted as peers around the table with university colleagues. For a long time there has been a little bit of a step-ladder there, where we see the university almost guarding all of this abstract knowledge about how to train teachers. When the university colleagues worked with the teacher colleagues, what you had was equal partnerships. You had both sides having a very honest say about what could happen.⁸²

It is the partnership developed with VUT through the innovative links project which has allowed the teachers at the Grange Secondary College the avenue to reflect upon their teaching practice through case writing. This partnership with VUT has helped teachers at the college recognise how valuable their hard work is.... this partnership has been incredibly beneficial to the support and the further development of the school.⁸³

Because we are in a university and I am a teacher educator, I do need to point out to you how important the [Innovative Links] project and similar projects - like the National Schools Network and others that colleagues here this afternoon will be talking about - have been in changing the teacher education program at this university.⁸⁴

The impact on our teachers and our school of being part of the innovative links and also the National Schools Network has just made, over the last four years, the biggest difference we have ever seen in our school, because we have had support from other people, we have been linked to other people who could help us through the universities, through the systems even.⁸⁵

Other very successful collaborative exercises between practising teachers and university education departments have included:

82 *Transcript of evidence*, Melbourne, 10 October 1997, p 683 (Victorian Independent Education Union)

83 *Transcript of evidence*, Melbourne, 9 October 1997, p 613 (The Grange Secondary College, Vic)

84 *Transcript of evidence*, Melbourne, 9 October 1997, p 592 (Department of Education, Victorian University of Technology)

85 *Transcript of evidence*, Melbourne, 9 October 1997, p 593 (Ms Cesarec, Vic)

- the National Project on the Quality of Teaching and Learning (NPQTL), the primary role of which was to develop competency based standards for teachers
- publication of the *National Competency Framework for Beginning Teachers*, which provides a framework for collaboration in initial teacher education
- the development (by the Australian Council of Deans of Education, the Australian Teaching Council and others) of the *National Standards and Guidelines for Initial Teacher Education*, the aim of which is to support high standards of teacher education, especially initial teacher education, and to foster partnerships between all those involved in it
- the establishment in 1995 of the Chalk Circle Dialogue to make recommendations on the future of initial teacher education.

The Committee was concerned to learn of the many innovative programs which have closed, or are threatened with closure, as a result of funding cuts. This is particularly the case for initiatives funded through the National Schools Network.

The Committee RECOMMENDS that the Commonwealth Government re-instate funding for the National Schools Network.

The Way Forward

The balance of the evidence provided to the Committee suggests that the quality of pre-service teacher training is very variable. In some cases teachers and students are obviously dissatisfied with the training provided. The Committee also received advice, as noted, about many innovative, high quality, teacher training programs established and run by dedicated and enthusiastic staff. Despite the difficulty of obtaining a comprehensive overview of all the high quality programs available, many of which are not widely publicised, the Committee is convinced that there is widespread support in university education departments for adopting and extending existing examples of good practice.

External reports confirm the variability in quality of initial teacher education. The views of teachers providing input to the Australian

Teaching Council publication *What do teachers think?*,⁸⁶ for example, ranged from 'irrelevant', 'out of touch' and 'not practical enough' to highly positive.

The Committee believes that education departments themselves are aware of deficiencies in some of their programs and are committed to rectifying them, but they are hampered in their efforts by a decrease in resources, the extent of which was brought to the Committee's attention by a number of university witnesses.

The relative funding model has been a disaster for teacher educators for a number of reasons which I will not go into now, but we have been seriously under-funded. Some of the statistics are, for instance, that in seven years our staff-student ratios have gone from 10.84 at Murdoch University to just under 20:1. Our teaching contact loads have gone from a maximum of 260 per year to a minimum of 370 per year.⁸⁷

Given that in the School of Education we are carrying the same teacher-student loads as the teachers are, I can tell you that it is very bad for morale, it is exhausting and it is very difficult to keep doing a high quality job.⁸⁸

If we are serious about enhancing the status of teachers we must ensure that new teachers are adequately prepared for the complex and demanding task ahead of them. High quality, appropriate pre-service training is essential. This is generally acknowledged, but to date nobody has been prepared to commit the necessary resources. Several witnesses claimed that the Commonwealth's relative funding model for higher education has had a disproportionately adverse effect on education departments within universities because of its failure to recognise the additional costs of educating teachers as opposed to, for example, arts graduates. Universities themselves have not been willing to make up the shortfall. Without increased funding it is unlikely that the quality of teacher training will improve. Indeed, it is likely to deteriorate. A

86 Australian Teaching Council. *What do teachers think?*, Sydney, 1995, p 14

87 *Transcript of evidence*, Perth, 17 September 1997, p 428 (School of Education, Murdoch University, WA)

88 *Transcript of evidence*, Townsville, 11 September 1997, p 294 (School of Education, James Cook University, Qld)

number of university witnesses indicated that they were having difficulty in maintaining existing standards in the face of reduced resources.

Given the variable quality in existing teacher training programs the Committee considers it essential that a national body of the type recommended (in Chapter 2) should have responsibility, in collaboration with universities, for accreditation of teacher training courses.

The Committee envisages the accreditation body, in collaboration with the universities, as setting standards for initial entry into teacher training as well as for the courses offered. Such a development would prevent universities from lowering entry standards to unacceptable levels simply to retain their per capita funding. Thus the public could be assured of the quality of trainee teachers, with a consequent enhancement in teacher status. However, if such entry standards were enforced without concomitant moves to improve the attractiveness of teaching as a profession, the result would probably be a further decrease in applications. To achieve the desired result - an increase in numbers of high quality entrants to the profession - both approaches need to be adopted simultaneously.

While the Committee is cognisant of the impact of such a measure on the viability of some small education faculties it considers the need to attract able students into teaching, and to discourage poor performers, should be the paramount consideration.

In order to address the concerns among teachers that some existing pre-service courses do not meet the needs of schools it is essential that classroom teachers are adequately represented on any accreditation board and that they are in a position to influence the content, presentation and organisation of pre-service training and research into teacher education. The role of the accreditation board should include ongoing monitoring and evaluation of courses.

The Committee has recommended, as part of the national body for professional standards, establishment of a national accreditation board to set and apply standards for entry to teacher training and for initial teacher education, with members from university education departments, teachers, employing authorities, unions and teachers'

professional organisations. Standards might be based on the National Standards and Guidelines for Initial Teacher Education.

Although no formal accreditation arrangements are in place there are many examples of cooperative ventures between education departments and school teachers, as discussed. Some of these have lapsed because of withdrawal of Commonwealth funding. Given their widespread acceptance in schools and universities and the high quality of their work the Committee would like to see them reinstated on a permanent basis.

A number of witnesses referred to the lack of a research culture and tradition in teaching, as compared with some other professions. This may reflect the history of teacher education in Australia. Until recently it was conducted outside universities in institutions with no research culture and no research training for staff. Witnesses contended that, despite the fact that teacher training is now taking place within universities, old attitudes to research persist, to the detriment of the profession.

What we have is a professional practice that often does not honour research or expect that the practice can be much informed by theoretical research perspectives.⁸⁹

Other witnesses pointed to the inadequacy of funding for research into education. This was estimated by one witness⁹⁰ at 0.15 per cent of total industry expenditure. The Committee acknowledges the inadequacy of current funding for research in education. It supports the establishment of a national development fund for research. The Committee envisages that research funded by such a body would have a collaborative and practical focus and that it would not be conducted solely within universities.

The Committee RECOMMENDS the establishment of a National Teacher Education Network comprising a consortium of innovative teacher education faculties and schools to build upon the work of the National Schools Network and the Innovative Links Project in

89 *Transcript of evidence*, Melbourne, 10 October 1997, p 690 (Professor McGaw)

90 Professor Bates, Australian Council of Deans. See *Transcript of evidence*, Adelaide, 16 October 1997, p 886

modelling best practice in the development and delivery of initial and continuing teacher education.

The Committee RECOMMENDS the establishment of a national development fund for research in education.

The establishment of a national course accreditation body to administer guidelines and standards as suggested above would assure the public of the quality of teacher education. This would be a major step in enhancing teachers' status.

The Committee has formed the view, on the basis of evidence submitted during the Inquiry, that there is widespread support among all the major stakeholders for a national accreditation body and for implementation of the *National Standards and Guidelines for Initial Teacher Education* developed by the Australian Council of Deans of Education.

The Queensland Board of Teacher Registration and its Professional Education Committee, which advises on acceptable standards for teacher education courses, provide a successful model, as do its Guidelines for Pre-service Teacher Education. The latter have apparently been substantially incorporated into the *National Guidelines*.

The Committee concludes, on the basis of the evidence presented, that there is room for improvement in initial teacher education programs and that this could best be encouraged through better communication between schools and university education faculties. To this end the Committee would like to see more widespread adoption of existing programs of exchange between university education faculty staff and school teaching staff.

In order to encourage experienced teachers to supervise student teachers the Committee considers that supervising teachers should have their supervisory role acknowledged by including it as a criterion for promotion.

TEACHER INDUCTION

Teacher induction covers the period of a beginning teacher's placement in school upon completion of pre-service training. It normally continues for a year, at the end of which the teacher is subject to some form of

assessment to establish his/her suitability for appointment or full registration. Induction arrangements may also be made for experienced teachers returning to teaching after an extended absence.

Arrangements for teacher induction are very diverse, varying according to State/Territory jurisdiction, school system and individual school. While everybody recognises the importance of induction in **theory**, its practical implementation is a different matter. The Committee heard widely different views on existing induction procedures. These ranged from appalling to excellent. In many schools no induction procedures are in place at all.

This section of the Report describes and analyses existing induction practices looking first at some unacceptable arrangements and then at some highly successful ones and concluding with some suggestions for future directions.

Existing Induction Arrangements - the Negatives

It is generally acknowledged by all those involved - university educators, practising teachers, education departments and beginning teachers themselves - that no pre-service training can fully prepare new teachers to perform at their full capacity from their first day at work. This is not a reflection on the quality of new teachers nor on the standard of pre-service training. It is a recognition of the complexity of teaching and of the large number of variables (such as type of school, socio-economic and cultural background of students, school 'ethos', extent of support from colleagues and principal etc) affecting a teacher's performance. This being the case, induction programs have a vital role in ensuring a smooth transition for beginning teachers from university trainees to competent practitioners.

The Schools Council ⁹¹has identified the following desirable elements of successful induction arrangements:

- beginning teachers should, as an *entitlement*, have fewer class responsibilities in their first year

91 The Schools Council. *Australia's Teachers: An Agenda for the Next Decade*, Canberra, 1990, p 89

- one or more experienced teachers should have designated responsibility for beginning teachers
- beginning teachers should receive ongoing training.

Evidence presented to the Committee suggests that many induction arrangements fail to meet these criteria. Indeed, in the case of reduced classroom workload the position appears to be deteriorating as financial pressures in schools increase.

Before the massive cuts to our education system, there was sufficient flexibility at times for first-year teachers to have a lighter teaching load and to have an experienced teacher 'keep an eye' on them. During this decade, the cuts in teacher numbers have seen an increase in class sizes and an increase in the teaching load of senior teachers.

These changes have made it almost impossible to have beginning teachers on less than a full teaching load and more difficult for new teachers to be mentored.⁹²

Induction programs have been adversely affected by the trend away from permanency to temporary or casual employment. Employing authorities and schools are not prepared to provide additional time and resources to assist staff who may then move to another school or out of the teaching force altogether.

Teachers, I am afraid, are really out on their own at a very early stage, often having to move up to the country to take up initial appointments just for one term. They bounce from one school to the next school to the next school. These are schools that unfortunately often simply do not find the time to provide proper support and induction to a teacher who is not likely to be there next term. That is a problem.⁹³

Nor are beginning teachers on short term contracts well placed to benefit from induction programs, where these are offered.

... the beginning teacher needs to feel there is a future for them at the school. Short-term (term by term) contract work is not conducive to

92 Submission no 252, vol 13, p 19 (Australian Education Union, Tas Branch)

93 *Transcript of evidence*, Adelaide, 16 October 1997, p 1011 (Australian Education Union, SA Branch)

effective induction programs as the beginner often feels stress to perform immediately and not develop their skills, to take a path of professional least risk and not experiment with their practices.⁹⁴

Far from having their workloads reduced, beginning teachers are sometimes under so much pressure to obtain permanent employment that they often undertake **additional** tasks. This places further stress on new teachers at a time when they are most vulnerable.

At present, the people directly supervising beginning teachers in schools are also those who most benefit from any additional tasks the new teacher agrees to take on. I believe that beginning teachers are also owed a duty of care within our schools and that this spirit is being seriously breached. A beginning teacher is normally on probation for at least a year and passing through this probationary process is dependent on the judgement of the supervisory teacher and panel. The young teacher is not in a position to refuse any additional tasks assigned to him or her under these circumstances.⁹⁵

Most commentators on teacher education and induction stress the importance of a mentor to assist teachers during the induction period. The Queensland Board of Teacher Registration, for example, found that the professional support and sympathetic counselling of an experienced teacher not involved in the formal assessment of the beginning teacher was by far the single most valuable component of induction.⁹⁶

Teachers agreed, some going so far as to say that the success of the entire induction process hinged upon the quality of mentoring provided. Like other aspects of induction however, the role and quality of mentors appears to be very variable. The Committee heard of many examples of enthusiastic and empathetic mentors whose assistance had been critical to the success (and sometimes even to the survival) of beginning teachers. These will be discussed later. It also heard of a number of cases in which mentors were uninterested, unskilled, uncaring and lazy. The effect upon beginning teachers could be devastating.

94 Submission no 186, vol 8, p 61 (Science Teachers' Association of Victoria)

95 Submission no 26, vol 1, pp 117-118 (Ms Byrne, ACT)

96 Australian Teaching Council. *The Induction of Beginning Teachers and the Establishment of Professional Competence*, 1995, p 5

Far too many beginning teachers have no mentors and very little other support. Queensland witnesses suggested that up to 50 per cent of beginning teachers in Queensland were in this position. This is particularly disturbing given that Queensland has one of the better developed and structured induction arrangements.

The figures and the evidence that many graduates who are quite successful in their final year still falter and fail in their beginning year of teaching are fairly well documented. The other evidence that is probably critical here is that something like 50 per cent of those beginning teachers fail to get any formalised support in their schools in their first year.⁹⁷

Large quantitative and small scale qualitative research confirm that the chances of the beginning teacher receiving structured support during induction are about 50:50.⁹⁸

The situation elsewhere is even worse.

The main problem particularly in NSW, is that funded supervised induction does not exist.⁹⁹

Induction programs for newly-trained teachers, at least in **Western Australian** State schools, has **not been established as a practice**.¹⁰⁰

Successful induction becomes more difficult to sustain when - as is increasingly the case - new teachers are sent to the most difficult schools. In these circumstances their efforts are directed to survival rather than reflection upon their teaching practice, especially when they are expected to teach outside their subject areas. Furthermore, such schools tend to have fewer experienced staff in a position to act as mentors, with more demands upon their time than teachers in easy to staff schools.

97 *Transcript of evidence*, Townsville, 11 September 1997, p 370 (School of Education, James Cook University, Qld)

98 Submission no 138, vol 5, p 180 (School of Education, James Cook University, Qld)

99 Submission no 45, vol 2, p 57 (Institute of Early Childhood, Macquarie University, NSW)

100 Submission no 50, vol 2, p 87 (Classroom Teachers and Lecturers' Committee, SSTUWA, WA)

It is not unusual for 10-15 beginning teachers to be appointed to a school with a high rate of staff turnover (in excess of 30% in some cases). In these schools there are very few experienced teachers to give the induction/support needed for new staff. For the few experienced staff available the added workload is a major source of stress.

It is important to note that in the most difficult schools we have the least experienced teachers and the lowest level of professional support.¹⁰¹

On-school site considerations also leave much to be desired of neophyte teachers. Frequently, they are allocated to subject areas outside their specialist preparation in the secondary sector, and are often relegated to teach in the "left over" classes - the students that experienced teachers have chosen not to teach.¹⁰²

A further problem for many new teachers is that their own backgrounds, still predominantly middle class, Australian born and urban, are very different from those of the majority of students in difficult to staff schools. Dinham and Scott, among others, have commented on the impact of this 'culture shock' upon beginning teachers.

... those entering teaching were predominantly 'middle class' with English speaking backgrounds and were from fairly supportive and stable home backgrounds... Such people were unprepared for the 'culture' shock they experienced on appointment to schools as a result of the questionable practice whereby educational systems appoint their most inexperienced teachers to the most difficult schools, with the 'promise' of a transfer to a more favourable area if such teachers survive this 'baptism by fire'.¹⁰³

The Committee was advised that inadequate induction arrangements for beginning teachers in rural areas contributes to high drop out rates for this group.

101 Submission no 261, vol 13, p 140 (School of Education, Macquarie University, NSW)

102 Submission no 138, vol 5, p 179 (School of Education, James Cook University, Qld)

103 Dr Steve Dinham, Dr Catherine Scott. *The Teacher 2000 Project: A Study of Teacher Satisfaction, Motivation and Health*, Sydney, December 1996, p 47

I have a strong sense that we lose too many teachers through the cracks in those transition years. It is one area where I think we could, without too much effort, provide some substantial support to beginning teachers, for whom it is often their first time away from family and who are struggling with a whole range of emotional and social sorts of issues as well as the curriculum.¹⁰⁴

Drop out rates are a particular concern among new Aboriginal teachers.

Within Darwin and the greater area, we have 60 indigenous teachers. Only five of them are in classrooms, however.... It is hard for any person going out into the schools first year out. Our indigenous teachers do not last in the classroom because it is very difficult to teach an English constructed program to Aboriginal kids.¹⁰⁵

Existing induction procedures are ad hoc. They depend for their success on the support of school principals and staff and on the good will and skill of selected mentors. In general they receive no backing from education bureaucracies and no financial support. Devolution has tended to exacerbate the trend to declining support from a central department. This affects induction programs along with many other aspects of teachers' working lives. Because, in most systems, there is no formal structure for induction, there is no attempt to ensure that it is of adequate quality, or even that it takes place at all.

The Committee was advised that only the Australian Capital Territory and the Northern Territory have centrally organised induction programs. The Northern Territory Government provides approximately \$970 per teacher per year for induction. In 1992, the ACT estimated that it was spending \$8000 per inductee per year,¹⁰⁶ with teachers in their first year spending four days a week in the classroom and one day a week allowed for preparation. During the fifth day they were replaced by relief teachers. Such an arrangement no longer applies, although a systematic induction program is still carried out.

104 *Transcript of evidence*, Townsville, 11 September 1997, p 371 (Dr McNally, James Cook University, Qld)

105 *Transcript of evidence*, Darwin, 14 October 1997, pp 832-833 (Mrs Devow, NT)

106 For details see Submission no 276, vol 15, p 57 (Department of Employment, Education, Training and Youth Affairs)

From the point of view of the beginning teacher, induction is a lottery. Some new teachers who are lucky enough to be assigned good mentors and supportive principals benefit immensely from their induction experiences. For others the situation is quite different.

Schools often appear to have a deficit approach to induction. They see it as remedying deficiencies in pre-service teacher education. They therefore fail to capitalise on the enthusiasm, energy and new ideas of beginning teachers and so miss an opportunity to update their own skills and understanding.

A further criticism of many existing induction programs is that they are developed and implemented in isolation from university educators. The links developed by beginning teachers with university staff during pre-service are not continued through to the induction year. Established teachers, beginning teachers and university educators alike thus miss a valuable opportunity for integrating educational theory and practice. In particular, the potential for university educators to assist in the preparation of mentors seems rarely to have been realised. The opportunity to link pre-service, induction and continued professional development as part of a seamless process is also weakened.

Existing Induction Arrangements - the Positives

Many of the positive comments on induction in evidence to the Committee related to the high quality of the mentoring provided to some beginning teachers and its benefits.

Every time I go into a different teaching experience, I realise how ill-prepared I am. So the learning is continual. But what was essential for me was the mentor.¹⁰⁷

I would also like to say something about the mentor. I think that is what has helped me the most this year. I have had a lot of support from my principal. I have also had a buddy teacher at school, which I think is very important.¹⁰⁸

107 *Transcript of evidence*, Adelaide, 16 October 1997, p 916 (Faculty of Education, University of South Australia)

108 *Transcript of evidence*, Adelaide, 16 October 1997, p 916 (Miss Barons, SA)

Some mentoring arrangements succeeded simply because of the skill and experience of the supervising teacher and his/her preparedness to spend time and effort with the beginning teacher. In other cases however schools had well developed, structured induction programs and these tended to provide the most helpful induction experiences because the skills of the mentor were balanced by support from other staff members.

The following example, from South Australia, was one of a number provided to the Committee. These examples indicate that individual schools often have very successful induction arrangements in place but, without broader system support and back up, they are very dependent on the good will and initiative of individual school staff, especially the principal. More system support would facilitate the sharing of information between schools and the sharing of resources, thus reducing the burden on individual schools.

John Pirie Secondary School has a highly structured induction programme. It operates at a number of levels.

Deputy Principal has a responsibility of spending time with new staff to introduce them to the policies and practices of the school.

... All staff also belong to a middle ...school team. These teams of teachers work with a small number of classes. This is an ideal situation for inexperienced teachers as they have access to a number of staff who know the students with whom they are working.

... There is also a "buddy" system which provides informal support. New staff choose a buddy in the first few days; this is a peer and is able to offer day to day support.¹⁰⁹

A number of induction documents have been or are in the process of preparation to assist schools and beginning teachers. They include, for example, 'Welcoming New Teachers', prepared by the Queensland Board of Teacher Registration, 'Teacher Induction', an Information Booklet for Principals and Teachers prepared by the Standards Council of the Teaching Profession, Victoria and an Induction Kit prepared by the Australian Teaching Council.

109 Submission no 167, vol 7, p 42 (John Pirie Secondary School, SA)

Structured induction programs are most developed in Queensland, the Northern Territory and the Australian Capital Territory. In Queensland a provisionally registered teacher (that is, one who has completed pre-service training) is required by the Board of Teacher Registration to complete one year's teaching service before becoming eligible for full registration. At the end of the year the beginning teacher's competence is assessed before full registration is granted. The assessment is normally made by local school staff. However, the Board expects the beginning teacher and the school to adhere to a structured program of professional development and feedback according to guidelines which it has developed. These are not prescriptive but include the following elements:

- a planned and systematic process of professional development, monitoring and feedback including, for example, submission to the Board by the induction team of a professional development/induction plan against which progress is reported during the year
- the beginning teacher's competency is assessed according to the *National Competency Framework for Beginning Teachers*
- separation of the provision of advice (by a mentor) from assessment (by an appraiser) by appointment of two different staff members for these purposes
- assessment to be continuous throughout the year
- a team approach to be adopted, including teacher educators where possible
- a supportive school environment.¹¹⁰

The Board sets out the characteristics normally to be expected in mentors, appraisers and other induction team members. It supports the establishment of professional development networks to link beginning teachers and their mentors and encourages employing authorities to allow adequate time for the induction process.

110 For details see Queensland Board of Teacher Registration. *Towards Full Registration*, 1996

In practice, the Board's induction program often fails to fulfil expectations. In particular, few schools are able to allow the time necessary to implement induction programs in the way envisaged by the Board. Some experienced teachers are reluctant to act as assessors (as noted earlier in this Chapter). Regardless of the guidelines, the single most important factor in successful induction remains the quality of the mentors and this the Board is unable to guarantee.

Nevertheless, the Queensland model is an important development. It acknowledges the importance of teacher induction and sets out the basic elements of a successful program. While the Board is not in a position to enforce its guidelines it has provided a model of good practice to which its schools can aspire and a structured approach to replace the ad hoc one which characterises most induction programs. The model was trialed in three regions of Queensland during 1997 and is currently being evaluated. If successful it will be extended to other Queensland schools.

The Northern Territory Department of Education has developed one of the most comprehensive induction systems of any State or Territory, partly as a response to the very high rate of separation among Northern Territory teachers in their first two years of teaching. The Northern Territory approach includes:

- 4-5 days of in-service training for all beginning teachers, held in a central location
- 2 days in-service training held in an education department regional office
- a one day school based program
- a recall program involving 2 days in a central or regional centre approximately two months into the teaching year
- a peer support group in each individual school to provide both professional and personal support throughout the first year of teaching.

The Northern Territory Government's induction and peer probation program was identified in an APEC study¹¹¹ as 'exemplary' and 'one of the most comprehensive induction processes in Australia.'

The ACT induction program is the best funded in the country. It involves a structured assessment program and evaluation against set criteria. It provides both support and a range of professional development opportunities for beginning teachers.

The Committee also heard of induction programs which involved teacher educators. In the Northern Territory, for example, teachers trained at the University of the Northern Territory received guidance and support from university educators during their first year of teaching. This was valuable for all participants, not least the educators themselves, because of the feedback they received about the appropriateness and usefulness of their pre-service courses for beginning teachers.

The Committee was advised of a number of schemes designed to attract teachers to remote areas by offering them financial and other incentives. Although these were not designed specifically for beginning teachers such teachers were often major beneficiaries because large numbers of new teachers are sent to rural and remote schools. Schemes included the Remote Area Incentive Scheme (RAIS) in Queensland and the Remote Area Teaching Service in Western Australia.

The Committee heard little evidence of cases in which beginning teachers were allowed reduced workloads. Nor was it common for financial assistance to be provided for induction so that, for example, induction team members could be allowed time out from regular classes. Successful induction therefore involved a significant additional workload for experienced teachers. Many were happy to contribute as part of their professional responsibilities but, as their general workloads increase, there must be some doubt about their continued willingness or capacity to contribute in this way. This is particularly the case for the most committed and conscientious teachers - the very people one would hope to encourage into mentoring new teachers. At the very least

111 APEC. *From Students of Teaching to Teachers of Students: Teacher Induction Around the Pacific Rim*, 1997, Appendix 4

therefore the Committee considers that the criteria governing teacher promotion should include a component to recognise successful mentoring. It might also be factored into university credits for teachers upgrading their qualifications.

The Way Forward

On the basis of the evidence presented the Committee has formed the view that teacher induction programs are generally ad hoc and very variable in quality and effectiveness. It applauds the efforts of the Queensland Board of Teacher Registration and of the NT and ACT governments to provide some structure for induction and some guidelines to assist schools and systems in implementing them.

The Committee heard of many examples of good induction practice and would like to see information on these more widely disseminated. While it does not consider any one model of induction should be imposed upon schools it would like to see models developed which incorporate the following characteristics:

- clearer processes and guidelines at the system level
- adequate release time for beginning teachers and supporting teachers
- separation of mentoring and appraiser roles and personnel
- provision for periodic assessment, review and evaluation, with opportunity for feedback by, and to, the new teacher
- links to pre-service education and professional development as part of a continuing process
- national accreditation of induction programs (allowing sufficient flexibility to accommodate the wide variety of schools and circumstances likely to be encountered by beginning teachers)
- successful completion of accredited induction programs (possibly based on meeting the competencies set out in the *National Competency Frameworks for Beginning Teachers*) as a prerequisite for full teacher registration.

The Committee notes teachers' view that the greatest impediment to successful induction is lack of time - both for beginning teachers and for

supervising teachers. This is of course a difficult time in which to recommend reduced workloads for supervising and beginning teachers. There are resourcing implications. However, the costs are likely to be significantly less than the costs of losing qualified teachers to the profession. Given the role of successful induction in increasing beginning teachers' productivity and in retaining them in the teaching service such resourcing as is required should be viewed as an investment rather than a cost.

No figures are available on general retention rates for teachers in Australia (although 1991 figures for New South Wales Government schools showed total separations in the first two years of teaching were 7.4%).¹¹² American statistics suggest an attrition rate of approximately 50% for teachers in the first six years of teaching. The American figures also show retention is highest where structured support is offered to new teachers.

As noted earlier in the Report, casualisation of the teaching force has many detrimental effects on the professionalism of teachers and the quality of teaching. Not least is its impact upon induction of beginning teachers. New teachers denied formal induction on the grounds of their casual status (or on any other grounds) are in a very vulnerable position. They may never reach their full potential as teachers. At best, it will take longer for them to do so than teachers who receive induction assistance upon entry to the profession. At worst, they may fail to develop the skills necessary to enable them to survive in the profession and thus be lost to teaching.

The Committee RECOMMENDS that the proposed national professional teaching standards and registration body include among its responsibilities the development of a suggested structure for induction programs nationally and guidelines to assist schools and government and non-government systems in implementing them.

The Committee expects that, as in Queensland, successful completion of an induction program would be a necessary prerequisite for full teacher registration.

112 Australian Council of Deans of Education. *Teacher supply and demand to 2003: projections, implications and issues*, 1997, p 55

The Committee encourages all school systems to recognise the importance of induction in practical ways, by allowing adequate time for beginning and supervising teachers to participate effectively in structured induction programs. The Committee believes that all school systems should be required to offer beginning teachers access to structured induction programs during their first year of teaching.

PROFESSIONAL DEVELOPMENT

The nature of teaching is constantly changing, as documented elsewhere in this Report. Consequently, it is imperative that teachers update their skills and subject knowledge throughout their careers. Failure to do so will undermine both their professionalism and their effectiveness in preparing students for a changing world. Successful professional development, undertaken periodically, will enhance teachers' skills and professionalism and, through shared experiences, assist in reducing the isolation inherent in teaching. Such isolation, if not addressed, can be a powerful contributor to stress and low morale. Successful professional development can, on the contrary, empower and invigorate participants.

The term professional development covers a very wide range of courses, seminars, workshops and other forms of education and training. They can range in length from a one off, one hour lecture to full post graduate courses. Some are accredited and some are not. Some are run from central locations and attended by teachers from many schools in the area. Others are school based and focussed on the staff of an individual school. Some are residential. They are run by university education departments, government education departments, subject and professional associations and, increasingly, by contracted private providers. This diversity has made it difficult to control either the content or the standard of professional development.

The type, quality and availability of professional development is very variable between systems, jurisdictions and schools. Again, professional development is recognised by all concerned as essential, at least in theory, but the reality is quite different.

This section of the Report looks first at the inadequacy of current professional development practices and coverage. The following section looks at the characteristics of high quality professional development, with reference to some examples of good practice brought to the Committee's attention during the Inquiry. The section concludes with a consideration of some general measures to improve the relevance and quality of professional development.

Professional Development - Inadequacies of Current Practice

One of the major criticisms of existing professional development courses and other in-service arrangements brought to the Committee's attention was the lack of input by serving teachers to their content, design or implementation. Consequently teachers often considered they were inappropriate to their needs.

Professional development is important to teachers, but it must be controlled and organised by teachers to make it relevant. Too much current professional development is theoretical and unrelated to the real and immediate needs of the teaching profession.¹¹³

Classroom-relevant content and easily adaptable teaching and instructional methods are infrequently presented in inservice courses.¹¹⁴

Much of the evidence critical of current professional development arrangements referred to their ad hoc and piecemeal nature, to their poor intellectual quality and their lack of a conceptual framework.

The professional development programs that we have provided for a long time in this country are very ad hoc, hit and miss, crammed into busy times of the year, not well thought through, with no official accreditation and no official recognition. They are very much seen as bandaid, stopgap measures and are not really planned to give ongoing development.¹¹⁵

113 Submission no 94, vol 3, p 172 (Mr Harding, Vic)

114 Submission no 233, vol 11, p 133 (Association of Professional Teachers, Vic)

115 *Transcript of evidence*, Melbourne, 10 October 1997, p 645 (Australian Secondary Principals' Association)

... the department here in Western Australia currently... offers short term, half-day or day courses at district offices and things of that nature - after school, weekends, in the holidays. But, to me, it is spasmodic and ad hoc ... - and I do not think they have that next level of access to academia, or the specialists in areas of school research and pedagogical research.... To me, that is what primary teachers, and a lot of secondary teachers as well, miss out on - that opportunity to have that high-level type of professional development.¹¹⁶

This situation is not unique to Australia. The following description of a teacher professional development program in America points to similar problems there.

It's everything that a learning environment shouldn't be: radically under-resourced, brief, not sustained, designed for 'one-size-fits-all,' imposed rather than owned, lacking in intellectual coherence, treated as a special add-on event rather than part of a natural process... In short, it's pedagogically naive, a demeaning exercise that often leaves its participants more cynical and no more knowledgeable, skilled, or committed than before.¹¹⁷

Professional development courses were often held outside school hours and were therefore sometimes difficult for teachers to attend. Nevertheless, most made an effort to do so (as discussed in the next section)

Almost three quarters of the teachers [in a 1994 survey] (74.1%) reported undertaking staff development outside work hours in 1996. While 33.6% undertook one day's staff development in their own time, 20.2% undertook between one and two days and 20.5% undertook more than two days.¹¹⁸

In-service training in school hours, for which teachers were allowed release time or replacement staff most commonly took the form of one-stop workshops. These were generally considered by teachers to be the least effective form of in-service training, especially where there was no

116 *Transcript of evidence*, Perth, 17 September 1997, pp 391-392 (State School Teachers' Union of Western Australia)

117 National Commission on Teaching and America's Future. *What Matters Most: Teaching for America's Future*, New York, 1996, p 42

118 Submission no 282, vol 16, p 90 (Australian Education Union, Vic Branch)

follow up, evaluation, time to put in place some of the strategies discussed or to discuss or modify them with colleagues.

Very few resources were allocated by employers to professional development. This limited the opportunities for teacher release and, therefore, the type and duration of the courses which could be offered. (Commonwealth funding through the National Professional Development Program (NPDP) had overcome many of these problems for the duration of that Program, as discussed later in this Chapter). Government cuts to funding for professional development have meant that, where it continues, its costs are increasingly borne by participating schools and by teachers themselves.

The extent of the cuts to professional development funding, at least in one system, was apparent from the evidence of the Sydney South West Primary Principals' Forum.

From our own point of view as practising teachers we are concerned about the erosion of training and development funds. As an example of that, again drawing on my own school, in 1996 my school grant included an indicative allocation for training and development of the teachers of \$14,000. This year that was reduced to \$1,750. The school has subsequently spent \$18,000, so the shortfall of \$16,000 or \$17,000 has been found in the school budget at the expense of other areas of the curriculum.¹¹⁹

Professional development is yet another area adversely affected by devolution and the consequent diminution in levels of central department support. Professional development is becoming increasingly the responsibility of individual schools, which have neither the resources nor the flexibility to organise regular, well structured professional development, even if they have an interest in doing so. The rationale for devolving this responsibility to schools is said to be so that they can then have greater control over its content and organisation.

Some commentators support a school based approach. Hargreaves is one of them, although he also acknowledges that there is a role for course based professional development.

119 *Transcript of evidence, Sydney, 29 August 1997, p 5 (Sydney South West Primary Principals' Forum)*

Much of the best professional learning in teaching is embedded in what teachers do in their own schools and classrooms on a day-to-day basis. Professional learning resources are in this respect often best allocated not to courses, workshops and speakers away from where teachers do their teaching, but for teachers to learn from and work with their own colleagues, and sometimes from outside facilitators, in sharing ideas, planning together, being a mentor for a colleague, team teaching, undertaking action research and so on. Professional learning is least effective when it is reduced to paper chases for certificates of course completion.¹²⁰

Unfortunately in-service education divisions are disappearing from education departments, and with them many long term, coherent, structured programs for professional development. With each school increasingly responsible for its own professional development the trend to piecemeal, ad hoc approaches - which teachers have identified as the greatest weakness of existing provision - is intensified. Competition between schools has also undermined collaborative approaches to professional development between staff at neighbouring schools.

Where principals and staff place a high priority on teachers' professional development, other programs must be cut to fund them.

... the professional development budget for this year... is reduced by 90 per cent. If people actually adhere to that - most schools recognise that professional development is the lifeblood of schools and the lifeblood certainly of keeping staff going, moving and generating ideas - that budget has to come from somewhere else, but where does it come from? We take it away from some of our other learning programs.¹²¹

Because of the difficulties referred to above some teachers choose not to take up professional development opportunities, even where these are available. The Committee heard different views on whether teachers should be compelled to participate in professional development where this was offered, or whether such compulsion would in fact undermine

120 Andy Hargreaves. *The four ages of professionalism and professional learning*. Unicorn, vol 23, no 2, July 1997, pp 99-100

121 *Transcript of evidence*, Sydney, 29 August 1997, p 12 (Sydney South West Primary Principals' Forum)

teacher professionalism rather than enhancing it. The Tasmanian Primary Principals' Association held the latter view.

Once, teachers felt a professional responsibility to pursue self-education so that their professional competence could be maintained. This sense of personal responsibility was self-driven. A recent salary award decision in Tasmania carried with it a requirement that teachers attend school sites for an additional five days per year for compulsory professional development. ... The potential effect of this compulsion is to cause irretrievable damage to the professional attitudes of teachers, and to cause teachers to withdraw that element of good will which has been unstinting in its regard for the needs of students.¹²²

Those who favoured compulsory professional development suggested it should be a requirement for continued registration of practising teachers. This view is shared by the Committee. It is a recognition of the fact that professional status incurs responsibilities as well as rewards.

There are strong arguments for the concept of ongoing professional development as a compulsory aspect of continued accreditation. While such an approach has financial implications, it has been accepted by other professions and is of particular relevance to teaching because of the continually changing and increasing demands on teachers.¹²³

More usually, teachers have few opportunities to undertake professional development. This is particularly the case for teachers in rural schools.

The 1994 KTAV [Kindergarten Teachers' Association of Victoria] survey reported that 15% of teachers reported no access to professional development and 73% reported as little as one day per year not exceeding five days and often undertaken in teachers' own time.¹²⁴

Let us take the example of a teacher in the Victorian country. The same applies to the country areas of any state. Regrettably, most of the very short professional development programs that are run are run in capital cities. For the teachers at the school where I am

122 Submission no 114, vol 4, p 143 (Tasmanian Primary Principals' Association)

123 Submission no 80, vol 3, p 93 (Faculty of Education, University of Newcastle, NSW)

124 Submission no 282, vol 16, p 90 (Australian Education Union, Vic Branch)

principal, which is some 250 kilometres out, they have...to get up at 4 o'clock in the morning and... drive down to where they are going...participate in this particular program which runs for the day, and then spend another 3^{1/2} to 4 hours on the road to get back home that night.¹²⁵

Moves to full fee paying for graduate course work programs are expected to greatly reduce the number of teachers seeking to upgrade their skills. This was an issue referred to repeatedly by both serving teachers and university educators in submissions and at public hearings.

Recent reductions in the funding available for professional development has contributed to a lowering of teacher morale. The removal of funding for coursework MAs, for example, demonstrated to teachers that such individual efforts at professional development are no longer valued or desired by employing authorities.¹²⁶

As a result of 1996 Budget decisions, masters degrees by coursework will, from 1998, attract full fees. This will lead to a significant restriction of professional development opportunities for teachers. Since teaching is a relatively low-paid profession and the attainment of a higher degree does not routinely lead to an increase in salary, it is very likely that fees will act as a disincentive to teachers contemplating enrolment in post graduate coursework degrees.¹²⁷

Quality Professional Development

The Committee received some very positive views on professional development. It is quite clear from these that teachers recognise the importance of professional development and that most seize the opportunities available for participation, despite the sometimes significant financial costs and time commitments involved.

125 *Transcript of evidence*, Melbourne, 10 October 1997, p 647 (Australian Secondary Principals' Association, Vic)

126 Submission no 261, vol 13, p 143 (School of Education, Macquarie University, NSW)

127 Submission no 80, vol 3, p 93 (Faculty of Education, University of Newcastle, NSW)

At our summer school program that was funded by the previous government 16 professional development schools were oversubscribed by 500 per cent every time we advertised them.¹²⁸

Teachers have one of the highest rates of participation in courses to upgrade their qualifications, despite the fact that such qualifications are rarely recognised in teacher promotion procedures, attract no additional salary and are often undertaken without any employer support.

In... 1996 there were... about 20,000 teachers involved in graduate coursework programs around Australia in an industry that provides no incentive in terms of salaries for people pursuing higher qualifications. These same people now are going to have to pay the equivalent of \$10,000 a year to pursue a full-time... graduate coursework program. They will simply not do it.

And yet, that is the very platform of continuing professional development that is fundamental to a rigorous professional development context for Australia's teachers.¹²⁹

The Committee heard many examples of good practice in teachers' professional development. The examples referred to here are typical of many discussed in submissions and public hearings.

One of the most interesting examples was brought to the Committee's attention by the Country Education Project (Inc) in Victoria.¹³⁰ The Project used funds from the National Professional Development Program (NPDP) to develop and trial a model of high quality professional development for teachers in isolated rural schools. Trials were held in rural clusters of schools in Victoria, New South Wales, Tasmania and South Australia in 1995 and 1996. Called the Rural Professional Education Program, the trials linked university education departments and schools and incorporated several novel features.

Pre-service teachers undertook their practicals in the cluster schools (which were government and non-government, primary and secondary)

128 *Transcript of evidence*, Sydney, 29 August 1997, p 33 (New South Wales Federation of School Community Organisations)

129 *Transcript of evidence*, Adelaide, 16 October 1997, p 880 (Australian Council of Deans of Education)

130 See submission no 106, vol 4, pp 30-32 for details

under supervision. They lived in rural centres, sometimes in accommodation provided by parents. This gave the students an insight into life in rural schools and communities. They were provided with a range of opportunities including replacing a class teacher, operating as casual relief teachers and as members of teaching teams.

The teachers they replaced used their release from the classroom to participate in professional education courses held locally. This was an opportunity often denied to rural teachers because of the time and costs involved in travelling long distances, accommodation at regional centres etc. An important aspect of the professional development program was the involvement of parents and the broader community in a number of sessions. The Committee commends the CEP on this initiative, which it considers has the potential for wider adoption.

Some of the most innovative professional development work recently undertaken in Australia has been conducted as part of the National Schools Network (NSN) program. It has brought together university educators and teachers at in depth, week long work shops focussing on action research and case writing as agents of professional development, thus bringing together theory and practice in teaching. The NSN approach has recognised that much of teachers' professional learning occurs within the work place and has sought to enhance collegial, collaborative approaches to professional development. This is different from most traditional forms of professional development.

It seems that teachers learn best in collegial contexts and these findings challenge the type of traditional one-off 'in-service' programs delivered by 'experts' that are typically available to most Australian teachers.¹³¹

In Queensland the Board of Teacher Registration sponsors a professional development consortium in which all major stakeholders are represented. The consortium publicises professional development initiatives, seeks teachers' views on programs, undertakes research on professional development issues and is currently examining the options for accrediting professional development.

131 Submission no 280, vol 15, p 178 (National Schools Network)

In the Northern Territory the education department has recently granted release time for primary school teachers to participate in professional development. The Northern Territory Joint Council of Professional Teachers Associations has provided some funding for professional development for teachers from remote areas to discuss issues which they have identified as of concern. These are very small scale but valuable initiatives which could be expanded and replicated elsewhere.

Professional development of teachers has traditionally been a State government responsibility. However, in 1993 the Commonwealth established the National Professional Development Program (NPDP) in recognition of the need for greater resourcing of this area and of a more consistent approach to professional development across the country.

The NPDP allocated \$60 million over three years to enhance professional development for teaching staff in all Australian schools. Funds were used for a wide range of projects including some designed to promote partnerships between school teachers, university educators and education authorities and some to encourage teaching organisations to take a higher profile in promoting the professional development of teachers. An important focus of the NPDP was to encourage teachers to play a central role in determining their own professional development needs.

The Committee was impressed by the extent of the support for the NPDP as illustrated in evidence from a very wide range of organisations and individuals. It received no adverse comment on the Program from any witness or any submission. The following excerpts are typical of the views expressed.

There were some wonderful programs done by the NPDP, and I think that all the stakeholders who were involved in that would like to see it continue.¹³²

One of the major disappointments for teachers in Victoria was the ending of the national professional development program, which had actually done an awful lot to lift people's spirits in relation to the governments acknowledging that professional development, in a time of massive change, is a key element of their working lives. I

132 *Transcript of evidence*, Sydney, 29 August 1997, p 60 (New South Wales Federation of School Community Organisations)

think that the cutting of that - and virtually there is no replacement of it - has again sent that message to teachers: what is the value of professional development?¹³³

The NPDP was an extraordinarily successful program in South Australia. We were the only state to negotiate credit through the universities for teacher participation in the program... and about 6,000 teachers took that up.¹³⁴

The Way Forward

On the basis of the evidence presented the Committee has formed the view that the quality and appropriateness of professional development for teachers is very variable. Much of it appears to be ineffective. On the other hand, some very creative, even inspiring professional development initiatives were brought to the Committee's attention. In particular, those funded through the NPDP and the NSN were very highly regarded by all those involved in them.

The Committee RECOMMENDS that the Commonwealth Government reinstate the National Professional Development Program.

On the basis of the evidence it received the Committee believes that successful professional development programs are likely to incorporate a number of the following features:

- teachers have significant input to all aspects of the program
- each component is part of a well structured, long term, comprehensive program
- programs link university education departments, teachers and (where appropriate) other interested parties including parents, community members and non teaching school staff
- programs include evaluation, feedback, follow up and modification as appropriate

133 *Transcript of evidence*, Melbourne, 10 October 1997, p 714 (Australian Education Union, Vic Branch)

134 *Transcript of evidence*, Adelaide, 16 October 1997, p 963 (Department of Education and Children's Services, SA)

- the costs of professional development are shared between governments (Commonwealth and State) schools and participants
- courses are accredited where feasible, and/or otherwise recognised in professional teaching career structures
- strong links are established between pre-service, induction and continuing professional development
- courses meet national standards.

The Committee would like to see professional development providers and courses accredited to ensure national minimum standards are established and adhered to. Teachers should play a major role in this process.

The Committee RECOMMENDS that the proposed national professional teaching standards and registration body include among its responsibilities the accreditation of professional development providers and courses.

The Committee believes that, because of the great changes facing schools and teachers, teachers should undertake professional development throughout their working lives and that they should be supported in this by employers and by individual schools through, for example, the employment of relief staff to replace them and the provision of paid sabbatical leave etc. The Committee recognises the extra burden which will be imposed on teachers through a requirement for them to participate in professional development but believes that, if it is relevant and of a high standard, teachers will be generally supportive of such a requirement. Teachers should be afforded flexibility and choice in the content, timing and organisation of the courses they attend.

The Committee RECOMMENDS that, in line with its acknowledgment that teaching is a profession, teachers' participation in professional development be a prerequisite for their continued registration, or for re-registration.

CHAPTER 8 SUPPLY AND DEMAND

Predicting supply and demand in the teaching profession is quite a complex process. Accurate predictions are important to the status of the teaching profession. Incorrect predictions resulting in an undersupply of teachers can jeopardise the quality of education because governments may be tempted to meet the shortfall by increasing class sizes or employing unqualified teachers. The traditional remedy of employing overseas trained teachers is no longer an option since supplying countries are themselves facing a shortage. An oversupply is costly, both for the individual teachers unable to obtain work in the profession and for the broader community which has financed their education. In each of these situations, the status of teachers is adversely affected. It is therefore imperative that accurate methodology is employed to predict future demand.

THE PRESTON REPORT

In January 1997 the Australian Council of Deans of Education released a report by Barbara Preston entitled *Teacher supply and demand to 2003 - projections, implications and issues*. The aim was to stimulate discussion on the critical questions associated with the supply of and demand for teachers, and in this it has been successful. Although some people dispute the extent of Preston's predicted shortfall in teaching graduates, most authorities agree there will be a shortage of qualified teachers within the next decade.

Preston found existing shortfalls in some States and subject areas. She predicted that demand would increasingly outstrip supply in all States except Tasmania. On the extent of the projected shortfall Preston said:

Where a very serious shortfall is expected (Queensland primary and South Australian secondary in the short term, and Victorian secondary in the longer term), the number of graduates projected by the universities is less than half the minimum number necessary to meet the expected demand.¹

1 Preston, B, *Teacher supply and demand to 2003 - projections, implications and issues*, January 1997, Australian Council of Deans of Education, p 1

Preston considers the surplus of education graduates in the first half of this decade can be traced to two effects of the economic recession in the early 1990's. Firstly, alternative job opportunities were limited, resulting in lower resignation rates, and secondly there was a sharp reduction in teaching staffing levels due to budgetary constraints. These combined to produce a pool of unemployed teachers which affected recruitment over the next several years. She claims teacher education intakes were adjusted to this artificial level and that this will result in an undersupply which, without intervention, will increase over coming years.²

Other factors contributing to the expected undersupply of teachers addressed by Preston include:

- increased retirement rates as a larger percentage of teachers move into retirement age
- high drop out rates for beginning teachers
- a predicted increase in growth of student enrolments
- availability of alternative employment opportunities for teaching graduates
- limited overseas recruitment because of teacher shortages in traditional supplier countries.

Objections to Preston's projections

A different view is presented in DEETYA's report *Secondary School Teacher Supply and Demand*. Although DEETYA agrees there will be supply shortages they dispute the level and extent of teacher undersupply.

The disparity between the conclusions of the Preston report and DEETYA's view of the likelihood of secondary teacher shortages appears to relate mainly to two influences: higher projected *separation rates* from teaching assumed in the Preston report; and DEETYA's view that the present pool of surplus teachers, resulting

2 Ibid pp 1-2

from years of low teacher demand, will make a substantial contribution to future teacher supply.³

State governments presented a range of views on the Preston projections. The Northern Territory and Victorian governments, for example, disputed the Preston findings.

I do not accept at this stage that the Preston projections are accurate... We think there are problems with a number of elements of the Preston projections, particularly in terms of the pool of trained teachers who are not operating in the area at this stage.⁴

Victoria agrees that issues of supply and demand need to be addressed. However, the predictions of the Australian Council of Deans of Education (ACDE) are not accepted for Victoria.⁵

Other governments generally concurred with Preston's conclusions, if not with the detail of her projections.

Unfortunately the [Preston] report does not separate the government and non-government components, and there are some uniquely South Australian DECS factors which were not incorporated into the report. However, in general DECS supports the view that shortages will be experienced towards the end of the decade and early next decade.⁶

Research conducted by Barbara Preston on behalf of the Australian Council of Deans of Education has supported the trend of teacher shortages across Australia... One needs to be sceptical about workforce projections. The Deans of Education have a vested interest in the projections of supply and demand for teachers as well as a responsibility for drawing attention to employment trends. Clearly the answers change with variations to the assumptions underlying the estimates such as separation rates... However, those who wish to dispute the Preston figures have an obligation to show

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- 3 Submission no 276, vol 15, p 36 (Department of Employment, Education, Training and Youth Affairs)
 - 4 *Transcript of evidence*, Darwin, 14 October 1997, p 824 (Northern Territory Department of Education)
 - 5 Submission no 271, vol 14, p 153 (Minister for Education, Victoria)
 - 6 Submission no 287, vol 16, pp 184-185 (Department of Education and Children's Services, SA)

where they are wrong which will entail research which is equally thorough.⁷

In correspondence to the Committee Ms Preston has defended her projected separation rates on three grounds. Firstly, she feels the age structure of the teaching service based on Census data and information on current and expected ages of retirement indicates significantly increased rates of retirement in the period in question. DEETYA's own report states:

Ageing of the Secondary School Teacher employed labour force is likely to increase wastage rates and result in reduced teacher supply.

(T)he figures do suggest that the impact of retirements in coming years will be much greater for Secondary School Teachers than professional occupations as a whole.

Teachers are relatively more concentrated than all professional occupations in the 35 to 44 year age range, but then appear to leave the profession more rapidly, being relatively under-represented in the 55 to 59 and 60 and over age ranges.⁸

Secondly, Preston believes the economy will improve in this period and therefore alternative employment opportunities will become available for those teachers most likely to leave teaching for other careers (beginning teachers and those under forty).

Thirdly, while taking into account the pool of unemployed teachers, Preston contends that DEETYA's data on this pool is simplistic and lacking in detail. It is limited to government school teachers, when there is much movement back and forth between the private and government sectors. In response to their criticism she states:

(T)he DEETYA report provides no evidence that 'this pool of qualified workers has not been adequately taken into account in the Preston report' - they have no discussion of the various values I give the 'Graduates %' factor which is where I take the 'pool' into account, adjusting its size according to the magnitude of shortages and surpluses from the previous years. I believe that my estimates of

7 Submission no 140, vol 6, p 9 (Department of Education Services, WA)

8 Submission no 276, vol 15, p 29 (Department of Employment, Education, Training and Youth Affairs)

the period which graduates with no substantial teaching experience will remain available is generous. In my report I recommend '... surveys to provide relevant information on the characteristics of people with teaching qualifications who are not teaching ... [including] the conditions under which they would be available for teaching positions.'⁹

The pool of teachers seeking employment includes two main groups. One is re-entrants - those with teaching experience who have resigned and are seeking to re-enter the profession. There is not likely to be a significant number in this category as resignations have been limited for some years. Previously there was a substantial number of women resigning to rear families who would later re-enter the profession. The second group is of people who have graduated but have not obtained permanent teaching positions. Their number is affected by the surplus or shortage of the previous period.

(A)s time goes on members of this pool become less 'available' (as establishing partnerships, families and homes restricts them geographically, and progress in alternative employment usually makes teaching less and less relatively attractive) and less 'suitable' (as their skills and knowledge become progressively rusty and out of date).¹⁰

The Committee supports the general conclusions of the Preston Report. It acknowledges the need for more detailed forecasting of teacher supply and demand. While this is primarily a State government responsibility the Committee considers the Commonwealth could also make a useful contribution by helping to establish a national picture of teacher supply and demand. For maximum effectiveness this should cover government and non-government teachers.

FACTORS INFLUENCING SUPPLY AND DEMAND

Predictions of supply and demand are influenced by a range of factors.

9 Statement in reply of Barbara Preston, point 7, C No. 22322 of 1997, AIRC

10 Comments on *Teacher Staffing Projections: 1998-2003 DECCD Staffing Model* (DECCD October 1997), Barbara Preston, point 5, C No. 22322 of 1997, AIRC

Demand is affected by:

- numbers of predicted student enrolments in schools
- pupil/teacher ratios [PTR]
- changes in governments' policies and priorities
- changes to school starting age; and
- secondary school retention rates.

Supply is influenced by:

- numbers of projected graduates entering the teaching profession
- the availability, suitability and mobility of the pool of unemployed teaching graduates
- teachers' resignation/retirement rates; and
- patterns of extended leave by currently employed teachers.

Government policy on PTR's, the school starting age and the allocation of year 7 to primary or secondary school can all drastically affect supply and demand. The effect on education enrolments of policy changes to HECS fee structures and university funding is at this stage unknown. Alterations to intake rates for university education courses will affect graduation rates four years later.

Patterns of School Enrolment

The secondary school retention rate has been in decline since 1992.

Apparent Retention Rates for full-time secondary students
Years 10, 11, and 12, 1990 - 1996

Year	Year 10	Year 11	Year 12
1990	98.2	80.5	64.0
1991	98.8	86.0	71.3
1992	99.1	87.8	77.1
1993	98.3	87.4	76.6
1994	97.0	85.3	74.6
1995	96.4	83.3	72.2
1996	96.7	83.4	71.3

Source: ABS, *Schools Australia, 1990 -1996* (Cat. No. 4221.0)

Movements in the economy and policy changes like the Common Youth Allowance [CYA] may alter school retention rates substantially. In times of high employment, year 12 retention rates fall as more students leave school to take up employment.

From July 1998 unemployment payments, AUSTUDY and other benefits currently paid to 18 to 20 year olds will be combined as the CYA. This change will take place from January 1999 in the case of 16 and 17 year olds. The CYA will contain strong incentives for young, unemployed people to participate in education. Conservative DEETYA estimates on the effect of the CYA indicate that *an additional* 12000 young people aged between 16 and 17 could be returning to school in 1999¹¹. Many contend this figure could be much higher. Indeed, many school authorities are working on an assumption of an increase of around 25000 students nationally. The Victorian Education Minister, Phil Gude, estimates an increase of around 6000 students in Victorian government schools alone¹².

11 DEETYA answer to Question on Notice 354 during Supplementary Estimates Hearing 1997/98, Vol 2 of Additional Information, p 35

12 *The Age*, 18 July 1997

Teacher Training, Graduation and Employment

Supply and demand is affected both by enrolments in education faculties and by the number of graduates entering the profession.

ABS data reveals the percentage of tertiary qualified employed persons with education as their main field of study who found employment as teachers was 57.2% in 1993 and 53.9% in 1995.¹³

Education faculties are in transition as three year pre-service teacher education degree are replaced by four year courses. In addition, some universities are increasing their graduate diploma of education courses from one to two years. 1996 was the last year in which three year trained teachers graduated. The first of the compulsory four-year trained teachers will graduate in 1998. During the transition, in 1997, there was a decline in the number of teachers graduating.

If the status of teaching is allowed to decline further, this will reduce still further the number of education graduates entering the profession.

Supply and demand is also affected by changes to enrolments in education faculties. These are currently declining.

At the time of writing, conclusive 1997 enrolment figures for education faculties in universities were available only for Victoria. This was the only State in which overall application figures for universities did not decline sharply. In the last year, Victorian education faculties have dropped 5.8% in first preference applications and 7.1% in any-other-than-first preference applications. This compares with a statewide drop in enrolments of 5% for all departments.¹⁴ Over a two year period there has been a drop of 8.3% and 12.1% respectively. With the exception of the agricultural and husbandry faculties, the education faculty has suffered the largest decrease in applications.

A comparison between education and other discipline completions reveals some surprising facts. An ABS table based on DEETYA's *Selected Higher Education Statistics* shows there has been a growth in education

13 ABS, *Education and training in Australia 1996* (Cat. No. 4224.0), p 72, Table A3.17

14 Figures supplied by National Education Tertiary Union

completions of 5.7% between 1987 and 1994.¹⁵ This is markedly below the growth of 73.1% for all disciplines. Every other discipline had a growth of more than 50% except veterinary science, with 26.8%. Although the growth in education enrolments is from a much higher base than in other disciplines, a growth rate of 5.7% is significantly below that of other disciplines.

Higher Education Student Completions by Fields of Study, 1987 - 94

Field of study	1987	1988	1989	1990	1992	1992	1993	1994	Change 1987 -94 %
	no.	no.	no.	no.	no.	no.	no.	no	
Agriculture, Animal husbandry	1,502	1,439	1,527	1,602	1,753	2,010	2,474	2,348	56.3
Architecture, Building	1,580	1,858	1,655	1,966	2,181	2,461	2,576	2,715	71.8
Arts, humanities/ social sciences	17,137	18,863	18,873	19,607	22,406	25,434	27,244	29,262	70.8
Business, Administration, economics	11,829	13,030	14,419	16,856	19,915	24,136	27,365	28,692	142.6
Education	22,779	23,246	23,665	22,808	25,063	24,657	25,316	24,067	5.7
Engineering, surveying	4,703	4,973	5,137	5,156	5,392	6,051	6,909	7,520	59.9
Health	7,436	8,977	10,168	10,955	13,145	16,173	18,719	20,068	169.9
Law, legal studies	2,895	3,049	3,112	3,231	3,494	3,965	4,846	5,163	78.3
Science	10,075	11,072	11,598	12,086	13,844	15,294	16,999	18,712	85.7
Veterinary Science	321	304	328	354	368	402	412	407	26.8
Total award course completions	80,257	86,859	90,482	94,621	107,561	120,583	132,860	138,954	73.1

The total for 1988 includes some students who could not be classified to a field of study.

Source: A.B.S., *Education & Training in Australia 1996*, Table A3.13,p 69

[based on DEETYA *Selected Higher Education Student Statistics*]

15 As quoted in the ABS document *Education and training in Australia 1996* (Cat. No. 4224.0), p 55 & 70

Higher Education Student Enrolments by Field of Study, 1987-95

Field of study	1987 no.	1988 no.	1989 no.	1990 no.	1991 no.	1992 no.	1993 no.	1994 no.	1995 no.	% Diff 87-95
Agriculture /Animal husbandry	7,061	7,603	7,656	8,559	9,876	10,491	10,988	11,426	11,850	67.8
Architectur Building	8,974	9,323	8,678	10,724	11,243	11,894	12,373	12,998	13,550	51.0
Arts, social sciences/ Humanities	95,714	101,702	101,495	109,551	121,353	125,040	127,812	132,935	139,367	45.6
Business, economics	72,688	80,700	91,592	104,825	112,666	117,104	120,526	122,315	129,177	77.7
Admin Education	72,112	72,616	72,578	74,772	79,598	78,091	76,568	72,277	70,635	-2.0
Engineering surveying	30,098	31,153	33,178	36,019	40,207	43,599	45,715	47,147	48,169	60.0
Health	37,328	42,894	48,195	54,498	61,875	67,181	70,763	70,885	72,137	93.3
Law, legal studies	11,345	11,124	11,693	14,135	16,313	18,001	19,508	21,236	23,490	107.1
Science	51,422	56,021	60,706	67,330	75,961	80,690	83,678	86,136	88,172	71.5
Veterinary science	1,458	1,494	1,526	1,534	1,612	1,682	1,718	1,690	1,674	14.8
Non-award	5,534	6,220	2,779	3,128	3,834	5,592	5,968	6,351	5,956	7.6
Total	393,734	420,850	441,076	485,075	534,538	559,365	575,617	585,396	604,177	53.4

Source: A.B.S. (*Education & Training in Australia*), Table A5.25, p 171

The percentage of higher education students enrolling in the field of education dropped 2% over the period 1987- 1995. Enrolments were rising until 1991, after which they fell by 11%. Significantly, education was the only discipline to decline in that eight year period.¹⁶ Furthermore, 50.2% of all 1995 education commencements were at the postgraduate level (up from 29.52% in 1987/88¹⁷) compared with 28% for all disciplines¹⁸. This is largely due to three year trained teachers upgrading their qualifications. As an increasing proportion of teachers receive four years of training, the numbers undertaking post graduate studies to upgrade their qualifications can be expected to decline further.

16 ABS. *Education and training in Australia 1996* (Cat. No. 4224.0), p 138

17 Australian College of Education. *Teachers in Australian Schools - A 1989 profile*, 1990, p 26

18 ABS. *Education and training in Australia 1996* (Cat. No. 4224.0), p 70, Table A3.15

The relative decline in education faculty enrolments suggests teaching as a profession is becoming less attractive. The pattern is accentuated for some subject areas, such as science.

Ageing and Retirement

The average age of Australian teachers has been steadily increasing since recruitment of new graduates peaked in the early 1970s. It is now about 46, with slight variations between States.

A comparison between 1991 and 1996 figures reveals that while the percentage of teachers over 40 has increased from 40.8% to 54%, the percentage under 30 has decreased from 21.8% to 16%. In comparison, the percentage of other professionals over 40 was 47% in 1995¹⁹.

Approximate age distribution of all Australian teachers 1963, 1979, 1989, 1991, 1996, 2002

Age range	1963	1979	1989	1991	1996	2002
<20	6%	1%	0%	0%	0%	0%
21-30	41%	51%	25%	21.8%	16%	22%
31-40	18%	27%	40%	37.3%	30%	20%
41-51	15%	15%	25%	29.6%	38%	30%
51-60	14%	7%	9%	9.8%	13%	22%
>61	4%	2%	1%	1.4%	3%	6%

Source: Preston, B, *Teacher Supply and demand to 2003*, January 1997, p 55 & 73, Tables 23 & 57

1993 to 1989 - Logan et al (1990) p 3, Derived from survey information.

1991, 1996 - ABS, 1991 & 1996 Census Data

2002 - Projection assuming current trends in approximate age of retirement, age ranges of recruits, PTRs, and no large increases in mid to late career resignations.

Nationally, working on 1997 figures, there are 25,846 teachers in the 45-50 age bracket (11.7%); 15,370 in the 50-54 year bracket (6.9%); 6,514 in the 55-59 age bracket (2.9%) and 3,168 over 60 years (1.4%).²⁰ These figures suggest that in ten years time Australia will have approximately

19 ABS. *Education and training in Australia 1996* (Cat. No. 4224.0), p 45

20 Preston 1997, p 73, Table 57

42,000 or 18.6% of its teachers within the likely-to-retire [55+] age group in comparison with 9,682 or 4.3% currently aged over 55.

There will be a significant increase in separations at this time. For example, in South Australia almost 50 per cent of Secondary School Teachers, Principals and Deputies will be eligible for retirement within the next decade.²¹

The following table shows the resignation pattern of teachers in New South Wales in 1991.

Resignation rates by years of experience, primary and secondary, male and female teachers, NSW government schools, 1991

Experience levels	Primary		Secondary	
	Males	Females	Males	Females
1 year or less	5.6%	5.6%	11.7%	6.1%
>1 to 2 years	5.6%	3.0%	6.9%	4.7%
>2 to 3 years	2.6%	2.3%	4.9%	1.9%
>3 to 4 years	1.7%	1.4%	4.3%	3.0%
>4 to 5 years	4.6%	2.3%	4.4%	2.0%
>5 to 10 years	0.8%	4.1%	2.6%	2.9%
>10 to 15 years	1.6%	4.4%	2.5%	4.9%
>15 to 20 years	1.3%	2.5%	2.1%	2.9%
>20 to 25 years	0.7%	2.2%	2.0%	2.1%
> 25 years	2.2%	1.1%	1.9%	2.0%

Moreover, more teachers take early retirement than other professionals, with most retirements occurring between 55 and 60 years.²² This will have a significant impact when:

21 Submission no 276, vol 15, p 45 (Department of Employment, Education, Training and Youth Affairs)

22 Submission no 276, vol 15, pp 29-30 (Department of Employment, Education, Training and Youth Affairs)

[i]n the year 2007 the average age of the teaching service in the New South Wales Department of School Education will be 49 years. Almost half of the teaching force in the year 2007 will be in their 50s.²³

University education staff are ageing at an even faster rate than school teachers. In 1995 their average age was 53.²⁴ The impact on the supply of qualified teachers is obvious.

Many of these [university educators] will retire or resign over the next five to ten years. This means that by the turn of the century not only is it likely that there will be a significant shortage of teachers, there is also likely to be a shortage of experienced teacher educators.²⁵

Devolution of Staffing Decisions to School Level

The introduction of global budgets and the devolution of staffing decisions to government schools have compounded the difficulties in predicting supply and demand of teachers. The decentralisation of recruitment has added to the difficulty of collecting detailed data on teachers and their availability, and in ensuring that those who are willing to relocate out of their area for employment have the maximum opportunity to do so.

The trend to school-based recruitment will exacerbate the difficulty of filling positions in hard to staff schools.

A general shortage requires central, system-wide measures ... In systems where staffing decisions were devolved to the school's governing body, as in the United Kingdom, New Zealand, and Victoria, Australia, there is little scope for effective local action to address shortage without additional budget allowance or the acceptance of emergency certification. The problem is made worse if the school happens to be in an area difficult to staff. Devolution in these three countries happened to be introduced at a time of teacher

23 Ken Boston, *Continuity and change in Australian Schools*, Unicorn, Vol 23, No 2, July 1997, p 12

24 Professor Adey. *A Professional Matter*. Speech to the Australian College of Education, Adelaide, 4 October 1995

25 Greg McIntosh. *The Schooling Revolution: Too Much, Too Fast?* Parliamentary Research Service Background Paper No 1, 1995-96, p 17

surplus A shortage of teachers will provide the acid test of devolved staffing methods.²⁶

Another example of the difficulties involved with recruitment under a devolved system was revealed in correspondence to the Committee about a 1996 Australian Education Union survey in Tasmania. This showed that nine out of ten schools had difficulty filling teaching positions. In certain cases the Principal was forced to take classes when suitable teachers could not be found. Some schools indicated that the majority of candidates contacted from the list of teachers available for employment were in fact not available. Indicators of serious shortages in some parts of the State included:

- seven schools had employed student teachers
- five schools had employed 'teachers' without qualifications
- teachers were employed with inappropriate qualifications - for example, an early childhood teacher teaching secondary maths.²⁷

The Committee considers this aspect of devolution to be a major concern, the implications of which have not yet been fully appreciated. If governments are serious about ensuring an equitable and quality educational provision across schools then they must see that schools have access to the full range of teaching subject expertise. It is important that individual school programs are not driven simply by the pool of locally available teachers. The problem is compounded where schools compete for staff in short supply. Well resourced schools in middle class areas will be much better placed to attract the range of teachers they need. Disadvantaged schools will have their disadvantage compounded if their curriculum choices are severely constrained by teacher availability.

26 *International Encyclopedia of Teaching and Teacher Education*, Watson and Hatton, 1995, p 609

27 Correspondence to the Committee

VARIATIONS IN SUPPLY AND DEMAND

The state of the economy in general has an effect on the resignation and commencement rates of teachers. When the economy is strong, the number of graduates entering teaching declines and teacher resignation rates go up. Conversely, when alternative employment prospects are limited, more graduates enter their field of study and more teachers who would like to resign remain in the profession.

Supply and demand projections have many dimensions and complexities beyond the straightforward consideration of issues of oversupply and undersupply. These are detailed in Preston's Report, which considers the substantial differences in supply and demand between locations, between primary and secondary schools and between subject areas.

Differences between States

These are highlighted in the following table.

	Supply as a percentage of demand - 1997/8/9 average		Supply as a percentage of demand - average 2000/1/2	
	Primary	Secondary	Primary	Secondary
NSW	91%	113%	75%	85%
VIC	93%	80%	62%	43%
QLD	49%	62%	55%	87%
WA	72%	76%	65%	78%
SA	112%	42%	73%	41%
TAS	93%	114%	68%	149%
ACT	88%	81%	69%	47%
NT	(Graduates are only a very small proportion of recruits, so the NT is vulnerable to effects of shortfalls interstate)			

Source: Preston, 1997, p 2, Tables 1 to 16 pp 35-51

Differences between Regions

The staffing of rural and remote schools continues to be a problem nationwide, particularly in the Northern Territory, Queensland and

Western Australia. While there may be an excess of teachers in city locations, this does not guarantee they will be able or willing to move to rural or remote areas to take up teaching positions. The following evidence relates to Victoria, but is equally applicable in other jurisdictions.

[Teachers] may also be highly immobile. There are very large numbers of teachers in Victoria, we discovered, who were on the list but would only teach in a school within three kilometres radius of their home. This meant that some 60 per cent of the people on the availability list were not available for employment in the schools where vacancies might occur. There are some very significant holes in the highly generalised data that ministries are using to answer this question. I think that speaks to a point that the Preston report has made continuously and that the deans have made and that is that the generalised data that DEETYA relies upon is not sophisticated enough to give a precise delineation either of supply or of demand.

It is not broken down geographically in a precise enough way. It is not broken down between primary and secondary in any sophisticated way. It is not broken down in discipline areas in a very sophisticated way.²⁸

Witnesses described how professional and personal isolation was a disincentive to country appointment. Other problems faced by teachers in rural and remote communities include:

- decreasing school populations
- dwindling community support
- limited curriculum options, resulting in teachers often being asked to teach outside their area of expertise
- higher youth unemployment and suicide rates
- security and accommodation problems
- limited access to professional development.

28 *Transcript of Evidence Adelaide, 16 October 1997, p 878 (Professor Bates)*

A special incentive program is needed to attract teachers to these areas and to retain them there. South Australia, for example, has recently announced a package of incentives designed to attract principals to country areas.

Differences between Subject Disciplines

In its submission to the Inquiry, DEETYA pointed out that there were shortages in some subject areas in secondary schools.

[There] are shortages ... in particular specialisations, such as information technology, certain languages (particularly some Asian languages), physical education, music and mathematics/science. With the exception of information technology, these shortages are confined to one or two states, the particular specialisations in shortage often varying from State to State.²⁹

The Australian Association of Mathematics Teachers believes that DEETYA's claims do not reveal the true extent of the problem.

In a report to the Conference of Education Systems' Chief Executive Officers (March, 1997), the AAMT collated government systems' responses to the issue of supply of mathematics teachers. Of those included, all except NSW indicated current concern about the issue.³⁰

A survey conducted by one of the Affiliates of the AAMT, the Mathematical Association of Victoria (December, 1996) has revealed that there are a number of regional schools already who do not have an appropriately qualified mathematics teacher (that is, a degree with at least two years of recognised tertiary mathematics study and an approved course of study in teaching mathematics). If this situation deteriorates further, it is inevitable that the status of teachers of mathematics will slip even further as unqualified and inexperienced staff are employed to teach mathematics.³¹

The Australian Science Teachers Association supports this latter view.

29 Submission no 276, vol 15, p 14 (Department of Employment, Education, Training and Youth Affairs)

30 Submission no 210, vol 10, p 23 (AAMT)

31 *ibid*, p 20

There are currently acute shortages of qualified science teacher at all levels in secondary schools, and particularly of physics and chemistry teachers in some States and Territories.³²

ASTA frequently hears anecdotal evidence of teachers with poor or no training in science method being asked to teach science classes. In a subject where practical work should be frequent, and could be dangerous in the hands of inexperienced, non-science trained teachers, this is an ongoing area of concern.³³

Proposed Remedies

Witnesses suggested a number of measures to improve the match between supply and demand. These included closer monitoring than currently occurs of the 'pool' of teachers listed as available. The Council of Deans of Education drew the Committee's attention to some shortcomings in the present monitoring arrangements.

As I understand it, the situation in New South Wales is very similar to that in Victoria. Previously the ministry there has simply asked teachers who have entered their names on the list for possible employment whether they wish to remain on the list or not. If they wish to remain on the list, that is one thing; but whether they are actually available for employment is another question altogether. They may already be in satisfactory employment and wish to use teacher education as a possible backstop for loss of current employment.³⁴

Clearly the analysis of teaching supply and demand needs to be much more sophisticated. Information on teaching requirements by subject discipline, for example, would facilitate a more targeted approach to the recruitment and training of teachers.

The Ministerial Council on Employment, Education, Training and Youth Affairs [MCEETYA] is currently undertaking two initiatives relating to teacher supply and demand. The first is the establishment of a Teacher Recruitment Taskforce to develop a recruitment strategy that could be adapted by State and Territory governments to suit local circumstances.

32 Submission no 212, vol 10, p 35 (ASTA)

33 *idib*, p 39

34 *Transcript of evidence*, Adelaide, 16 October 1997, p 878 (Australian Council of Deans of Education)

The Taskforce is to present a proposal for a media campaign to be considered by MCEETYA in April 1998. The second initiative is the monitoring and annual reporting to MCEETYA by States on teacher supply and demand.

The Committee RECOMMENDS that the Commonwealth Government require State and Territory governments, as part of their contribution to the National Report on Schooling, to include information on teacher supply and demand in government and non-government schools, with detailed figures to be included in the Statistical Appendix to that document.

The following tables describe the factors influencing demand and supply of teachers in Australia.

This information is taken from Barbara Preston's work *Teacher supply and demand to 2003 – projections, implications and issues*, Australian Council of Deans of Education, 1997.

Primary teacher demand and supply projections, 1996 to 2003

	1996	1997	1998	1999	2000	2001	2002	2003
Total graduates (demand)	3,495	4,810	6,192	7,460	8,310	8,520	8,832	8,722
Total graduates (supply)	4,600	4,557	4,487	4,994	5,600	5,704	5,598	5,614
Surplus/shortage (no)	1,105	-253	-1,705	-2,466	-2,710	-2,816	-3,234	-3,108
Supply as % of demand	132%	95%	72%	67%	67%	67%	63%	64%

Source: Tables 1,3,5,7,9,11,13 & 15. Preston 1997 Page 52, Table 17

Secondary teacher demand and supply projections, 1996 to 2003

Total graduates (demand)	1996 3,854	1997 5,434	1998 6,468	1999 7,054	2000 7,469	2001 7,877	2002 8,703	2003 9,545
Total graduates (supply)	5,350	5,283	4,762	4,827	5,498	5,574	5,522	5,570
Surplus/shortage (no)	1,496	-151	-1,706	2,227	-1,971	-2,303	-3,181	-3,975
Supply as % of Demand	139%	97%	74%	68%	74%	71%	63%	58%

Source: Tables 2,4,6,8,10,12,14&16. Preston 1997 Page 52, Table 18

Total teacher demand and supply projections, 1996 to 2003

Total graduates (demand)	1996 7,349	1997 10,244	1998 12,660	1999 14,514	2000 15,779	2001 16,397	2002 17,535	2003 18,267
Total graduates (supply)	9,950	9,840	9,249	9,821	11,098	11,278	11,120	11,184
Surplus/shortages (no)	2,601	-404	-3,411	-4,693	-4,681	-5,119	-6,415	-7,083
Supply as % of Demand	135%	96%	73%	68%	70%	69%	63%	61%

Source: Tables 17 & 18 Preston 1997 Page 52, Table 19

**Primary student's enrolments, actual 1985, 1990 and 1995,
and projected 2000, States and Territories and Australia ('000)**

	NSW	VIC	QLD	WA	SA	TAS	NT	ACT	AUST
1985	586.3	433.4	296.9	160.7	144.6	46.8	21.5	32.1	1,722.2
1990	588.1	428.8	314.0	177.4	151.7	48.2	22.7	32.5	1,763.2
1995	606.0	431.6	341.9	187.1	161.9	47.6	24.6	32.8	1,833.7
2000	625.2	423.1	378.3	190.7	160.4	46.5	25.9	34.8	1,884.8
Change 85-90 (%)	0.3%	-1.1%	5.8%	10.4%	4.9%	3.0%	5.6%	1.2%	2.4%
Change 90-95 (%)	3.0%	0.7%	8.9%	5.5%	6.7%	-1.2%	8.4%	0.9%	4.0%
Change 95-2000(%)	3.2%	-2.0%	10.6%	1.9%	-0.9%	-2.3%	5.3%	6.1%	2.8%

Source: 1985-1995 ABS; 2000 - DEETYA Schools and Curriculum Division *Projections of School Enrolments, 1996 to 2005* Preston 1997 Page 58, Table 27.

**Secondary student enrolments, actual 1985, 1990 and 1995,
and projected 2000, States and Territories and Australia ('000)**

	NSW	VIC	QLD	WA	SA	TAS	NT	ACT	AUST
1985	437.5	369.0	189.9	104.0	101.5	36.6	9.4	26.8	1,274.7
1990	442.5	355.5	207.3	107.5	91.1	36.2	9.6	28.5	1,278.2
1995	449.8	338.7	214.2	114.6	82.9	37.1	10.2	28.3	1,275.7
2000	460.9	343.3	239.2	123.7	90.8	34.6	9.7	29.9	1,332.1
Change 85-90 (%)	1.1%	-3.7%	9.2%	3.4%	-10.2%	-1.1%	2.1%	6.3%	0.3%
Change 90-95 (%)	1.6%	-4.7%	3.3%	6.6%	-9.0%	2.5%	6.2%	-0.7%	-0.2%
Change 95-2000 (%)	2.5%	1.4%	11.7%	7.9%	9.5%	-6.7%	-4.9%	5.7%	4.4%

Source: 1985 - 1995 ABS; 2000 - DEETYA Schools and Curriculum Division *Projections of School Enrolments, 1996 to 2005*. Preston 1997 Page 58, Table 28

Secondary Schools: Full-time Pupil to Teaching staff Ratio
(Full time equivalent units) By category of school, 1990 - 1996

School Type	1990	1991	1992	1993	1994	1995	1996
Government	12.0	12.3	12.1	12.1	12.4	12.5	12.7
Anglican	12.4	12.3	12.2	12.1	12.0	11.7	11.8
Catholic	14.0	14.0	14.0	13.8	13.7	13.6	13.7
Other non-government	13.3	13.2	13.1	13.0	12.9	12.8	12.8

Source: ABS, *Schools Australia 1990 - 1996* (Cat. No. 4221.0)

Government Senators' Report

by Senators Tierney, Ferris and Synon

GOVERNMENT SENATORS' REPORT

BY

SENATORS TIERNEY, FERRIS AND SYNON

Government Senators accept many of the findings of the majority Report. They acknowledge the concerns expressed by teachers and others about the perceived decline in the status of teachers and the adverse effects of this decline upon the teaching profession, upon school education generally and, most importantly, upon students. They also recognise the enthusiasm and dedication of many teachers and the numerous examples of good teaching practice brought to the Committee's attention during its Inquiry.

Government Senators differ from other Committee members on the most effective means of addressing the problems identified during the Inquiry. In particular they believe that, as schools are primarily a State and Territory Government responsibility, it is inappropriate to make recommendations to the Commonwealth Government on future arrangements governing standards and registration. Such issues should be directed to individual State and Territory governments in the first instance and then to the Ministerial Council on Employment, Education Training and Youth Affairs (MCEETYA) for issues relating to national consistency and mutual recognition.

Government Senators therefore dissent from recommendation one of the majority report. They suggest it be replaced by the four recommendations which follow.

Government Senators are persuaded by the evidence received during the Inquiry that teacher registration arrangements operating in South Australia, and more especially in Queensland, have the potential to enhance the status and professionalism of teachers. They would like to encourage other jurisdictions to adopt similar approaches to teacher registration.

The Government Senators RECOMMEND that State and Territory governments examine the possibility of the establishment of teacher registration boards with functions, membership and funding similar to those now operating through the Teacher Registration Board in Queensland.

Government Senators are also persuaded of the desirability of establishing mutual recognition of teaching qualifications and registration between State registration boards. This will enable teachers to seek employment anywhere in the country and will assist employers by providing a wider pool of qualified teachers from which to select. Government Senators dissent from the majority report's conclusion that mutual recognition could be attained most effectively through imposition of a national teaching body. Rather, they would prefer that MCEETYA establish a framework for the mutual recognition of teacher qualifications and registration arrangements once these have been put in place by individual State and Territory jurisdictions.

The Government Senators RECOMMEND that MCEETYA investigate the establishment of a framework for mutual recognition of teacher registration arrangements adopted by boards of teacher registration in each State and Territory.

Government Senators acknowledge the desirability of nationally consistent standards for the teaching profession along the lines set out in recommendation one of the majority report. As noted however, it considers the standards should be developed by MCEETYA, working in conjunction with State and Territory governments, rather than by a new national body as recommended by the majority report.

The Government Senators RECOMMEND that MCEETYA, working closely with State and Territory teacher registration bodies, examine the feasibility of establishing:

- **nationally consistent standards of professional practice which take into account what teachers should be expected to know and be able to do in order to facilitate student learning across the key learning areas**
- **certified levels of entry into the profession, criteria for re-registration and recognition of advanced standing in the profession**

- accreditation arrangements for initial teacher training and a professional development framework for the maintenance of the professional expertise of teachers
- a system for making recommendations to the Commonwealth Minister on priorities for national professional development programs
- mechanisms for acting on complaints of professional incompetence, and assisting teachers to improve their skills
- a national register of teachers certified by State and Territory registration boards as meeting and maintaining professional standards and thus eligible for employment as teachers in both government and non government schools.

The Government Senators RECOMMEND that MCEETYA include among its responsibilities the promotion in the general community of the value of teaching.

On the specific question of accreditation arrangements for initial teacher education, Government Senators support the findings and recommendations of the *Report of the National Standards and Guidelines for Initial Teacher Education Project* prepared by the Australian Council of Deans of Education. The Report suggests that the National Standards and Guidelines be endorsed by MCEETYA and form the basis of external accreditation or approval of initial teacher education according to six principles, which it enunciates.

Government Senators support this approach. They consider that the Standards and Guidelines provide a formal framework for securing high quality teacher education in Australia and that they will consolidate the research base which increasingly is underpinning the development of course content and design of initial teacher education programs. If adopted the Standards and Guidelines will facilitate best practice in initial teacher education, achieve specified graduate outcomes and provide the necessary accountability to relevant stakeholders. They are consistent both with a recognition of the academic independence of universities and with the *National Competency Framework for Beginning Teaching*. They are also consistent with the recommendations of Government Senators set out above.

In the view of Government Senators the Standards and Guidelines provide a platform for promoting the status of teachers and for emphasising the centrality of quality teachers to quality education, and to our society more generally.

Government Senators dissent from recommendation two. Salary and career structures are a responsibility of State and Territory governments.

Government Senators dissent from recommendation three. The trend to casualisation is beyond the control of Commonwealth or State jurisdictions.

Government Senators dissent from recommendation four, as issues of casualisation are a responsibility of State governments. They have reworded this recommendation to reflect this fact.

The Government Senators RECOMMEND that State and Territory governments institute research on the level of casualisation necessary to provide employers with reasonable flexibility while safeguarding the interests of teachers.

Government Senators dissent from recommendation five.

On the issue of funding, Government Senators believe the sentiments expressed in the majority report's recommendation six are unrealistic and pay insufficient attention to the conflicting financial pressures on governments. They therefore agree only to the first part of recommendation six of the majority report, as follows.

The Government Senators RECOMMEND that governments fund public schools at a level sufficient to deliver the appropriate standard of education within the Eight Key Learning Areas, and commensurate with the National Goals of Schooling.

Government Senators consider that State and Territory governments, as the major providers of school education, are the appropriate bodies to establish benchmarks for the funding of technology in schools. It has redrafted recommendation seven to reflect this view.

The Government Senators RECOMMEND that MCEETYA investigate the establishment of benchmarks for appropriate levels of funding for technology in schools.

Government Senators dissent from recommendations eight and nine.

They have reformulated recommendation ten to reflect their view that MCEETYA is the appropriate body to direct a national recruitment campaign. This now reads:

The Government Senators RECOMMEND that MCEETYA develop a national recruitment campaign designed to attract high quality applicants to the teaching profession.

Government Senators dissent from recommendations eleven, twelve and thirteen.

Government Senators support recommendation fourteen, provided it is clear that the necessary action be initiated by MCEETYA. It has reworded the majority report recommendation to reflect this sentiment. It now reads

The Government Senators RECOMMEND that MCEETYA consider establishment of a National Teacher Education Network comprising a consortium of innovative teacher education faculties and schools to build upon the work of the National Schools Network and the Innovative Links Project in modelling best practice in the development and delivery of initial and continuing teacher education.

Government Senators support recommendation fifteen of the majority report, with modifications to ensure that this becomes a MCEETYA responsibility, as follows:

The Government Senators RECOMMEND that MCEETYA include among its responsibilities the development of a suggested structure for induction programs nationally and guidelines to assist schools and government and non government systems in implementing them.

Government Senators dissent from recommendation sixteen of the majority report.

Government Senators support recommendation seventeen of the majority report, with appropriate modifications, as follows:

The Government Senators RECOMMEND that MCEETYA include among its responsibilities the accreditation of professional development providers and courses.

Government Senators support recommendation eighteen, so long as it is amended to clarify the fact that this is a State and Territory government matter. They have reworded this recommendation to reflect this fact, as follows:

The Government Senators RECOMMEND, in line with their acknowledgment that teaching is a profession, that State and Territory governments ensure that teachers' participation in professional development be a prerequisite for their continued registration, or for re-registration.

Government Senators support recommendation nineteen of the majority report, which reads as follows:

The Committee RECOMMENDS that the Commonwealth Government require State and Territory governments, as part of their contribution to the National Report on Schooling, to include information on teacher supply and demand in government and non government schools, with detailed figures to be included in the Statistical Appendix to that document.

Senator J Tierney
Deputy Chair

Senator Judith Troeth

Senator Jeannie Ferris

Appendices

APPENDIX ONE

A NATIONAL PROFILE OF AUSTRALIAN TEACHERS

There is no detailed and nationally comparable data available on which to develop a comprehensive profile of the Australian teaching force. However, from the data supplied in submissions and at public hearings the following rough sketch emerges.

A teacher in Australia is likely to be in his/her mid forties.

Almost half the teaching workforce is four year trained. Another quarter is currently upgrading its qualifications. Over 50% of secondary teachers are female and this proportion increases to around 75% of primary teachers.

Teachers are most likely to leave the profession within the first two years, or after 10 to 15 years of service. Those who stay on will probably retire between the ages of 55 and 60.

The majority reach the top of their salary scale within 10 years. Promotion opportunities are limited and in most cases lead out of the classroom. Promotional opportunities continue to favour males, despite the large proportion of females in the teaching workforce.

Very few teachers are from non English speaking backgrounds. While still small in number, the Aboriginal and Torres Strait Islander teaching force is increasing as a result of government initiatives designed to recruit and train more teachers from this group. Retention of Aboriginal teachers remains a problem.

Contract employment is increasingly replacing permanent employment.

The following tables provide further information on the backgrounds and career paths of Australia's teachers and are taken from the *Graduate Destination Survey, 1996* published by the Graduate Careers Council of Australia.

This table gives an indication of the number of people from Non-English speaking backgrounds who undertake an Education course leading to a teaching career.

	Non-English speaking Background			English speaking Background		
	Males	Females	All	Males	Females	All
Agricultures	0.9	0.4	0.6	2.5	1.1	1.6
Architecture, Building, Urban & Reg. Planning	2.9	1.3	2.0	3.1	1.2	1.9
Humanities, Social Science	11.2	25.2	19.3	18.2	29.2	25.1
Visual & Perform Arts						
Business, Administration, Economics	26.1	20.9	23.1	23.0	12.5	16.5
Education	4.2	12.5	9.0	8.3	18.3	14.6
Engineering, Surveying	17.8	2.4	8.9	12.5	1.3	5.5
Health	11.6	19.7	16.3	8.2	22.7	13.5
Law, Legal Studies	3.5	3.2	3.3	4.4	3.2	3.7
Science	21.8	14.3	17.4	19.3	10.0	13.5
Veterinary Science	0.1	0.2	0.2	0.5	0.4	0.5

Note: Only graduates with Australian Citizenship and permanent residence were used in this comparison. No overseas graduates were included.

Source: Graduate Destination Survey, 1996, Table 12 p.30

Destination, Bachelor Education Degree Graduates (%)

	Males	Female	All
Avail.FT. Employ	79.2	71.7	73.3
FT Study	11.9	14.9	14.3
PT Employment	6.6	10.0	9.3
Unavailable	2.3	3.4	3.1
Total %	100	100	100
Number	1,206	4,210	5,416

Graduate Destination Survey, 1996, p.40

Main Occupations, Full-time employment (%), of Education Degree Graduates

	Males	Females	All
Primary Teacher	24.3	39.9	36.1
Secondary Teacher	34.8	22.4	25.5
Pre-Primary Teacher	1.2	12.6	9.8
Other Teacher	13.2	8.4	9.6
Management/Ad min	5.4	3.1	3.7
Clerical/Sales	5.2	6.3	5.5
All others	15.9	7.3	9.8
TOTAL	100	100	100
Number	773	2,358	3,131

Graduate Destination Survey Statistics 1996

Total number of Graduates (1995 completers surveyed in 1996)	Total number of Usable responses To 1996 survey	Response Rate
125,361	88,797	70.8%

The following table reveals the employment status of Education graduates who responded to the *Graduate Destination Survey, 1996*.

	Initial Teacher Education General	Teacher Education General	Early Childhood Teacher Education	Primary Teacher Education	Secondary Teacher Education	TAFE Teacher Education	Special Teacher Education	Teacher Education General	Early Childhood Teacher Education	Primary Teacher Education	Secondary Teacher Education
FULL-TIME EMPLOYMENT											
Schools	40.0	29.8	43.2	42.2	53.5	2.9	62.5	60.7	40.8	62.1	56.5
Higher Education	0	8.2	0.5	0.7	1.3	38.2	0	1.2	3.8	1.0	5.4
Other Education & Training	0	4.4	2.9	1.1	1.7	7.4	2.8	4.7	5.4	1.4	2.0
TOTAL Education	40.0	42.4	46.5	44.0	56.5	48.5	65.3	66.7	50.0	64.5	63.9
Other Full-Time Employment n.e.i.	0	0.5	5.0	1.1	0.7	0.4	0	2.5	12.3	0.3	0
TOTAL Full-Time Employment	40.0	62.4	66.0	48.5	63.8	79.4	69.4	74.9	76.2	69.7	70.7
SEEKING FULL-TIME EMPLOYMENT											
Work P/T seeking F/T Employment	0	11.3	7.0	13.6	15.6	7.0	5.6	6.4	3.1	10.2	8.2
Not working, seeking F/T Employment	0	4.3	2.6	2.8	3.3	2.2	0	1.8	0.8	2.0	1.4
TOTAL seeking F/T Employment	0	15.6	9.6	16.3	18.9	9.2	5.6	8.2	3.8	12.2	9.5
NOT SEEKING FULL-TIME EMPLOYMENT											
Work P/T Not seeking F/T Employment	0	10.7	10.0	7.7	7.4	5.5	15.3	7.9	13.8	11.5	5.4
Not Working, seeking P/T, Casual Employment	0	0.6	0	1.6	0.4	0.4	1.4	1.2	0	0.8	0.7
TOTAL Not seeking F/T Employment	0	11.3	10.9	9.2	7.8	5.9	16.7	9.1	13.8	12.4	6.1
STUDYING FULL-TIME											
Honours Year	0	0.2	0.9	1.3	0.8	0.7	0	0.1	0	0.1	0.7
Higher Degree	40.0	1.1	0.3	0.2	1.1	0	0	0.7	0	0.2	0
Other Degree or Diploma	0	06.7	8.2	20.0	4.2	1.8	4.2	1.1	1.5	1.8	10.2
Other Full-Time Study	0	0.6	0.6	1.0	0.4	0	0	0	0	0.2	0
TOTAL Full-Time Study	40.0	8.5	10.0	22.6	6.5	2.6	4.2	1.9	1.5	2.2	10.9
UNAVAILABLE											
Unavailable F/T Employment or F/T Study	20.0	2.1	3.5	3.4	2.9	2.9	4.2	5.8	4.6	3.5	2.7
GRAND TOTAL											
TOTAL RESPONDENTS, %	100	100	100	100	100	100	100	100	100	100	100
Number	5	655	658	2,450	1,304	272	72	825	130	1,189	147

Source: *Graduate Destination Survey, 1996 p.57*

(Australian Citizens/permanent residents only)

Main destinations of bachelor degree graduates of all ages by field of study, 1996*

Field Of Study	(1) Avail. For FT Emp (%)	(1a) In FT Emp. (%)	(1b) Seek FT empl. Work PT (%)	(1c) Seek FT empl Not Work (%)	(2) In FT Study (%)	(3) Not Wrk Seek PT Emp. (%)	(4) Wrk PT Not Seek FT emp .(%)	(5) Not avail For emp Or Study (%)	(6) Total No.	(7) Median Srting Salary (1 st FT empl) (\$,000)	(8) % had same FT emp. As fml yr (%)
Agriculture	75.5	78.5	9.9	11.6	17.0	0.3	4.2	3.1	913	26.8	11.1
Architecture	68.1	84.1	7.2	8.7	23.0	0.1	4.5	4.2	709	23.0	7.1
Building & Related	88.8	83.8	6.9	9.4	7.4	0.6	0.0	3.2	312	28.0	28.8
Urban/Reg. Planning	85.0	84.1	8.0	8.0	12.6	0.0	1.9	0.5	207	31.0	26.1
Humanities	48.7	68.3	17.1	14.6	35.6	1.9	8.0	5.8	7388	26.0	11.2
Languages	44.7	66.5	21.0	12.5	39.8	2.1	7.4	6.1	1288	26.3	6.5
Visual/P'forming Art	52.6	52.9	22.6	24.5	26.2	2.2	14.2	4.8	2255	25.0	2.7
Social Sciences	55.1	67.0	17.3	15.6	27.5	1.9	10.2	5.2	1623	28.0	11.6
Psychology	43.3	65.9	20.5	13.6	41.3	1.2	9.5	4.6	2888	27.0	8.0
Social Work	82.2	81.7	10.6	7.8	3.7	1.4	9.7	3.0	657	29.2	11.9
Business Studies	82.3	79.5	11.8	8.7	10.8	0.4	3.7	2.9	5262	27.9	21.6
Accounting	87.6	87.7	4.8	7.5	7.8	0.3	1.8	2.6	4302	27.0	25.8
Economics	69.0	78.8	11.1	10.1	23.7	0.4	3.3	3.5	1580	28.0	10.6
Education: Initial	73.3	78.8	17.1	4.1	14.3	1.0	8.3	3.1	5416	29.0	12.1
Education: Post/Other	80.6	87.8	9.9	2.3	3.1	1.0	10.7	4.6	2998	34.0	54.0
Engineering: Aero	84.9	75.4	12.7	11.9	8.6	0.0	3.6	2.9	139	34.3	26.6
Engineering: Chemical	77.6	81.9	5.6	12.5	15.4	0.0	2.0	5.0	299	34.2	3.0
Engineering: Civil	91.7	89.6	3.2	7.2	5.2	0.1	0.9	2.1	773	31.0	15.7
Engineering: Elect'l	88.3	88.7	2.9	8.4	9.6	0.2	0.8	1.2	512	33.0	22.3
Eng: Elect/Comp.	85.4	84.9	4.8	10.3	11.2	0.6	1.1	1.7	636	33.0	11.6
Engineering: Mech'l	88.3	83.4	5.6	11.0	6.1	0.4	1.1	4.1	724	33.0	14.2
Engineering: Mining	92.3	98.1	0.9	0.9	3.4	0.0	1.7	2.6	117	43.0	2.6
Engineering: Other	89.6	84.8	5.1	10.0	6.9	0.0	1.0	2.5	479	33.0	15.0
Surveying	89.4	89.8	6.3	3.9	8.5	0.0	0.7	1.4	142	30.0	11.3
Dentistry	90.4	93.2	4.3	2.5	2.8	0.0	2.8	3.9	178	40.0	1.7
Health: Other	77.7	88.1	6.7	5.2	13.8	0.3	6.1	2.1	1733	28.0	18.9
Nursing: Initial	83.9	90.6	7.7	1.7	2.7	0.4	10.6	2.5	3915	27.0	8.7
Nursing: Post	66.7	93.6	5.8	0.6	2.6	0.9	25.8	4.1	2371	33.6	45.6
Pharmacy	88.3	96.4	0.7	2.9	9.8	0.6	1.0	0.3	315	21.8	3.2
Medicine	96.3	99.9	0.0	0.1	2.2	0.1	0.5	0.9	988	40.0	1.3
Rehabilitation	88.4	91.5	5.4	3.1	3.1	0.5	6.2	1.8	1063	29.0	0.9
Law	74.0	91.6	4.1	4.3	18.9	0.5	3.0	3.6	1700	27.5	13.8
Law: Other	64.8	84.9	8.5	6.6	26.5	0.5	6.0	2.1	563	25.9	20.6
Computer Sciences	80.6	82.7	5.9	11.5	15.3	0.2	2.0	2.0	22.42	30.2	17.7
Life Sciences	46.0	61.5	21.3	17.1	45.2	0.6	5.1	3.2	4912	27.5	4.7
Mathematics	53.9	67.0	10.5	22.6	36.4	0.4	5.5	3.8	781	30.0	8.8
Chemistry	48.3	70.2	9.5	20.2	46.6	0.1	2.6	2.4	870	29.0	6.6
Physical Sciences	43.9	67.0	13.0	20.0	50.1	0.2	2.1	3.6	421	30.0	9.5
Geology	51.5	85.2	7.7	7.2	42.6	0.0	2.2	2.7	406	36.0	3.7
Veterinary Science	86.6	94.4	2.3	3.3	10.9	0.0	0.8	1.6	247	30.0	0.0
TOTAL (all ages)	68.8	80.6	10.8	8.5	20.0	0.8	6.8	3.5	64324	29.0	15.5
FEMALE (all ages)	66.4	80.2	12.2	7.6	19.4	1.1	9.2	4.1	39535	28.0	14.0
MALE (all ages)	72.8	81.3	8.8	9.9	21.0	0.5	3.1	2.7	24789	30.0	17.9

Source: Graduate Destination Survey, 1996, Table 4.1(a), p. 72

APPENDIX TWO INFORMATION ON TEACHERS SALARY RATES

Salary rates at 1/1/98 as supplied by the Australian Education Union

CLASSROOM TEACHER SALARY RATES 1/1/98		
<p>Tasmania 15/8/97</p> <p>1. 27,490 3YT MIN 2. 28,354 3. 29,220 4. 30,082 4YT MIN 5. 31,629 6. 33,257 7. 34,970 8. 36,773 9. 38,666 10. 40,655 11. 42,570 4YT MAX</p> <p>AST1 44,060 AST2 45,313 AST3 47,770</p>	<p>Northern Territory 7/8/97 7/8/98</p> <p>T1 26,893 2Ytmin 27,700 T2 29,852 3Ytmin 30,748 T3 31,409 4Ytmin 32,351 3YT min T4 39,022 34,013 4YT min T5 34,882 35,928 5YT min T6 36,526 37,622 T7 38,858 40,024 T8 40,233 41,440 3YTbarrier T9 41,814 43,068 T10 45,128 46,482 T11 46,476 47,870 4YT max</p> <p>Note: from 1/1/98 3YT teachers start at T3 & 4YT at T4</p> <p>Mt1=107.5% of sal. to max of 96% of ET 2 salary ie. 49,416 50,898</p> <p>MT2=112.5% to max: 51,475 53,019</p> <p>MT3=120% to max: 55,771 57,444</p>	<p>Queensland 1/7/97</p> <p>Band 1 1. 27,840 3YT min 2. 28,630 3. 29,590 4. 30,611</p> <p>Band 2 5. 31,464 4YT min 6. 33,206 7. 34,947 8. 36,695 9. 38,443</p> <p style="text-align: right;">3YT soft barrier</p> <p>Band 3 10. 39,901 11. 41,362 12. 42,815 13. 44,271 4YT max</p> <p>AST1 45,672 4YT Allowance 1,401 3YT</p>

A Class Act – Report on the status of the teaching profession

Victoria			New South Wales			
	17/3/97*	9/2/98*	1/7/98	1/7/98	1/7/99	% increase
Level 1						
1.	28,966	29,737	1. 25,693	26,464	27,258	16.95 Student teachers
2.	30,019	30,854	2. 28,005	28,845	29,710	16.95 2YT MIN
3.	31,071	31,970 4YT MIN	3. 29,871	30,767	31,690	16.95 3YT MIN
4.	32,638	33,617	4. 31,418	32,361	33,332	16.95
5.	34,238	35,265	5. 33,125	34,119	35,143	16.96 4YT MIN
6.	35,637	36,912	6. 34,832	35,877	36,953	16.95 5YT MIN
7.	37,437	38,561	7. 36,538	37,634	38,763	16.95
8.	39,035	40,206	8. 38,247	39,394	40,576	16.95
9.	40,636	41,855	9. 39,952	41,151	42,386	16.95
10.	42,235	43,502	10. 41,659	42,909	44,196	16.95
11.	43,835	45,150	11. 43,365	46,426	47,819	16.95
12.	44,987	46,337 2YT 3YT & 4YT max	12. 45,074	46,426	47,819	16.95
			13. 46,781	48,148	50,000*	17,82 2/3/4/5YT MAX
Level 2 Appointment	17/3/9 47,873	9/2/98 49,310	*Note this figure could be higher contingent on the pool of money available with the abolition of the Advanced Skills Teacher Classification.			
Level 2 Accreditation	48,999	50,469				
Level 3 Appointment	49,862	51,358				
Level 3 Accreditation	51,109	52,642				
*Note the rates marked with an asterisk are above award payments that the Victorian Branch has advised members to accept while the Union pursues higher increases.						

AUSTRALIAN CAPITAL TERRITORY						
	1/1/98	1/7/98	1/1/99	1/7/99	% increase	
1.	31,307	31,620	32,094	32,415	11.5 3YT MIN	
2.	32,692	33,019	33,514	33,849	11.5 4YT MIN	
3.	34,249	34,592	35,111	35,462	11.5 5YT MIN	
4.	36,008	36,368	36,914	37,283	11.5	
5.	37,634	38,001	38,581	38,967	11.5	
6.	38,854	39,242	39,831	40,229	11.5	
7.	40,138	40,540	41,148	41,559	11.5 3YTsoft barrier	
8.	41,694	42,111	42,742	43,170	11.5	
9.	43,188	43,619	44,274	44,716	11.5	
10.	44,538	44,983	45,658	46,115	11.5	
11.	46,049	46,510	47,207	47,679	11.5	
12.	47,504	47,979	48,699	49,186	11.5 4/5YT MAX	
Master Teacher	48,358	49,083	49,574	50,318	50,821	11.5

Appendix two – Teacher salary rates

Western Australia	South Australia			
Level 1	1/7/97	1/12/97	1/7/98	1/12/98
1. 25,116	1. 24,908	25,240	25,682	25,904
2. 26,421	2. 26,638	26,993	27,466	27,703
3. 27,944	3. 28,252	28,629	29,131	29,382 3YT MIN
4. 29,149 3YT MIN	4. 30,097	30,498	31,033	31,301
5. 31,035 4YT MIN	5. 32,403	32,835	33,411	33,700 4YT MIN
6. 32,863 5YT MIN	6. 34,075	34,529	35,135	35,438
7. 35,249	7. 35,747	36,224	36,859	37,177
8. 36,838	8. 37,419	37,918	38,583	38,915
9. 39,426	9. 39,092	39,613	40,308	40,655
Level 2	10. 40,763	41,307	42,031	42,394
10. 40,638	11. 42,435	43,001	43,755	44,132
11. 42,320	12. 44,049	44,637	45,420	45,811 4YT MAX
12. 45,493 4YT MAX	Key			
	Teacher 46,047	46,661	47,480	47,889
AST1 \$1,200 in addition to any level 2	AST1 45,549	46,156	46,966	47,371
rate or in addition to any level 1 rate	AST2 48,201	48,843	49,700	50,129
(3YT 5 years experience)	AST3 50,853	51,531	52,435	52,888

Teachers Salaries Relative to Average Weekly earnings 1974 to 1997

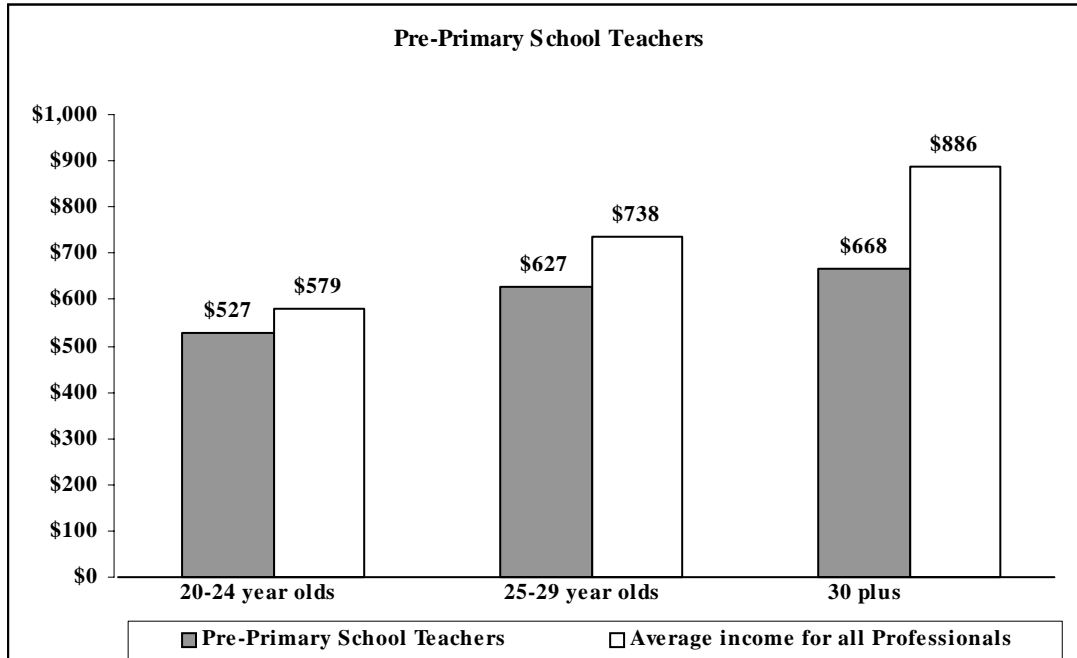
Date of Wages Increase		Average Weekly Total Earning F/T Adult Male	%
1974	4 th October	\$154.20	146.6
1975	19 th October	\$157.60	153.8
1976	26 th November	\$195.50	138.9
1977	23 rd December	\$212.50	136.9
1978	22 nd December	\$228.20	135.5
1979	7 th December	\$248.90	133.7
1980	7 th November	\$289.70	132.2
1981	8 th May	\$294.30	139.8
1982	1 st January	\$336.40	138.6
1983	7 th October	\$394.10	128.6
1984	6 th April	\$415.70	126.6
1985	15 th November	\$453.60	123.6
1986	11 th July	\$476.20	120.4
1987	27 th November	\$516.30	117.5
1988	16 th September	\$538.80	117.2
1989	22 nd December	\$595.90	110.8
1990	31 st August	\$616.90	111.5
1991	13 th September	\$637.90	117.0
1992			
1993	17 th December	\$691.80	111.1
1994	14 th December	\$724.50	111.1
1995	1 st September	\$751.00	108.3
1996	27 th August	\$778.20	110.7
1997	1 st July	\$790.60	113.4

Source: Submission no 281, vol16, p 16 (Independent Education Union of Australia)

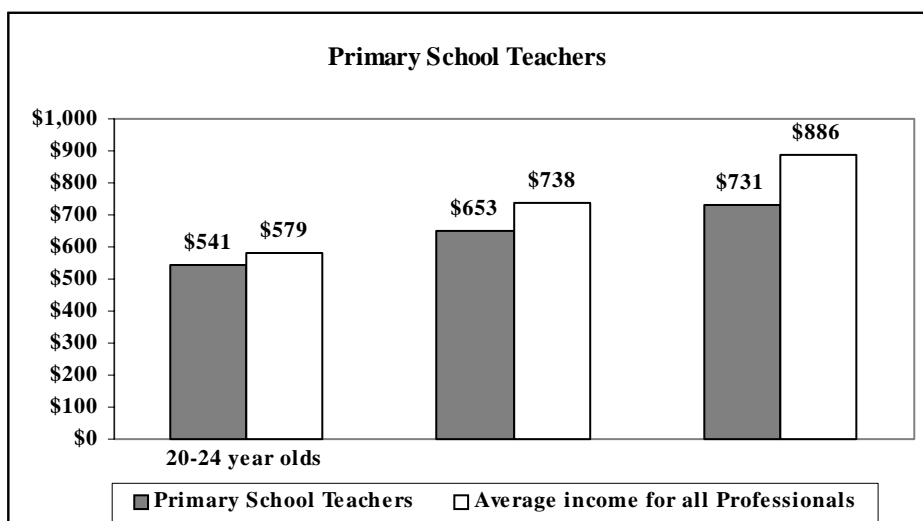
The following pages have been taken from

What Jobs Pay by Rod Stinson (1995)

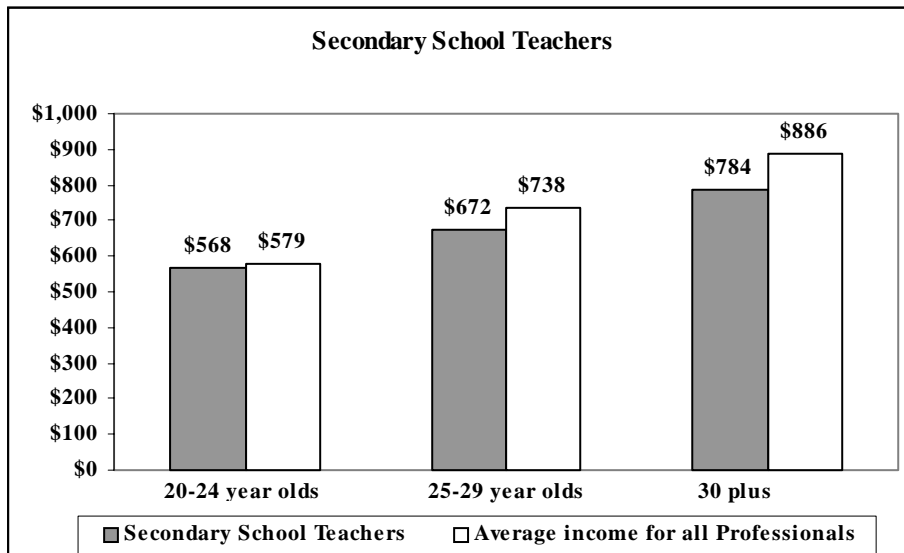
Salary comparison by age and grouping¹



This group has the lowest salaries of all school teachers. A small number of pre-primary school teachers are self-employed, mainly in pre-schools and child care centres which they or their families operate. There is not a lot of scope for non-salary employment benefits.



Primary school teachers continue to earn less than their secondary counterparts. This is mainly due to the linking of pay scales to the length of training as well as to the number of years of professional experience. As more primary school teachers complete four years of professional training, average payrates will rise.



Secondary school teachers earn the highest incomes in the school teachers group, but the increases in pay which come with greater experience are not as large as in many other professions. This profession has no significant non salary employment benefits.

¹ *What Jobs Pay*, Rod Stinson, 1995, pp 51, 52

Comparative salaries²

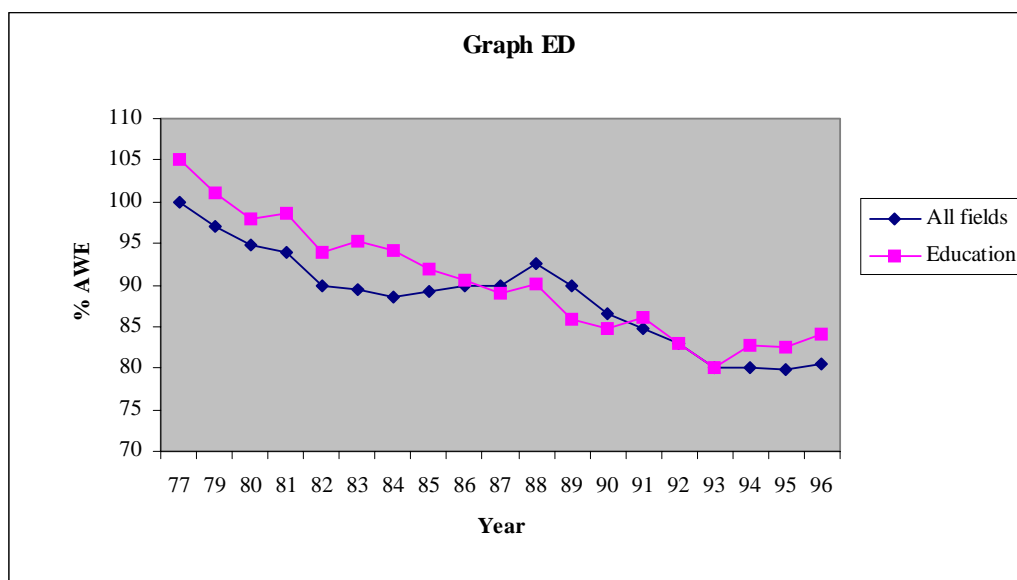
The 1996 median starting salary for education graduates was 83.3% of average earnings, or \$29,000 (\$30,00 for males and \$28,600 for females). The 1996 rank was 10/23 (9/23 in 1995). The growth index was 290.0 (291.3 for males and 291.8 for females). The field represented 11.5% of the respondents used in this analysis. Females made up 84.3% of education respondents.

From a high point of 104.2% of average earnings in 1977, salaries for education graduates fell to 88.8% in 1987. This was the same year in which education salaries first fell below the all fields median. The 1990 figure was the lowest comparative point to date that salaries have reached. In 1991, education salaries rose above the all fields figure for the first time since 1986 but fell away again in 1992-3 to a new low just below the all fields figure. Since 1993, salaries for education graduates have risen above the level for all fields and were 83.3% of average earnings in 1996.

Demand for initial education graduates (those completing their first professional teaching qualification) has not been strong over the last few years, with 17.6% still seeking full-time employment in 1990, 33.4% in 1991 and 41.5% in 1992, before a small fall to 36.7% in 1993, levelling out at 36.9% in 1994, before falling to 25.4% in 1995 and 21.2% in 1996 (GCCA 97, p.25).

The ranking of education was always in the ten best paid fields between 1977 and 1987 (with a high point of fourth in 1979). Between 1988 and 1990, the ranking fell to 13th and 14th but jumped back to seventh in 1991. The following year saw a fall to 11th in rank and to 12th in 1993 before a move back into the ten best paid fields from 1994 to 1996.

Salaries for teachers are largely governed by award rates.



² Graduate Starting Salaries, 1996, Page 29

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Median starting salaries of bachelor degree graduates in first full-time employment and aged less than 25, 1996 (\$,000), with the number of respondents within each cell shown in italics below the related salary figure.

Graduate Starting Salaries, 1996, Table 1, Page 6

	Aust Govt.	State Govt.	Total Govt.	Prof. Prac.	Ind./ Com	Schools	Tert. Edu.	Total Edu.	TOTAL	Males	Females
Accounting	27.7	28.0	27.8	26.0	27.5			27.3	27.0	27.0	26.6
	<i>54</i>	<i>63</i>	<i>134</i>	<i>696</i>	<i>552</i>			<i>11</i>	1445	690	755
Agricul. Science		26.8	26.8		25.0				26.0	26.7	26.0
		<i>61</i>	<i>73</i>		<i>138</i>				227	146	81
Archit.& Bldg		27.4	30.0	22.0	27.0				26.0	27.2	25.0
		<i>14</i>	<i>58</i>	<i>87</i>	<i>118</i>				272	158	114
Art & Design			26.3		23.0	29.3		28.6	24.0	24.0	24.0
			<i>16</i>		<i>171</i>	<i>13</i>		<i>21</i>	230	65	165
Biolog. Sciences	27.9	27.0	27.6	28.0	26.5		28.5	28.2	27.4	27.7	27.3
	<i>68</i>	<i>111</i>	<i>206</i>	<i>24</i>	<i>351</i>		<i>69</i>	<i>78</i>	723	245	478
Comp. Sciences	32.5	29.0	31.0	28.7	30.0		30.0	30.0	30.0	30.1	30.0
	<i>41</i>	<i>53</i>	<i>98</i>	<i>22</i>	<i>430</i>		<i>22</i>	<i>26</i>	604	413	191
Dentistry		39.5	39.5	41.6					40.0	40.0	40.0
		<i>39</i>	<i>48</i>	<i>43</i>					91	48	43
Earth Sciences		29.0	30.0		35.0				35.0	35.0	34.2
		<i>11</i>	<i>19</i>		<i>116</i>				147	99	48
Econom.B'ness	27.5	27.5	27.5	26.0	27.0		29.0	29.0	27.0	28.0	27.0
	<i>170</i>	<i>107</i>	<i>296</i>	<i>91</i>	<i>1273</i>		<i>31</i>	<i>36</i>	1771	715	1056
Education	27.2	27.5	27.2		24.0	29.0	29.5	29.0	29.0	30.0	28.6
	<i>12</i>	<i>26</i>	<i>53</i>		<i>111</i>	<i>1411</i>	<i>16</i>	<i>1427</i>	1660	260	1400
Engineering	34.0	31.7	32.3	31.0	33.5		30.1	30.1	32.5	32.5	33.0
	<i>120</i>	<i>129</i>	<i>289</i>	<i>286</i>	<i>925</i>	<i>32</i>	<i>32</i>	<i>32</i>	1562	1260	302
Humanities	26.6	27.0	27.0	26.0	25.0	29.3	25.0	28.0	25.0	26.0	25.0
	<i>105</i>	<i>67</i>	<i>187</i>	<i>27</i>	<i>560</i>	<i>57</i>	<i>31</i>	<i>88</i>	921	214	707
Law	29.0	28.1	28.5	24.0	31.9				26.5	27.3	26.0
	<i>51</i>	<i>52</i>	<i>103</i>	<i>350</i>	<i>61</i>				521	230	291
Mathematics	28.4		28.2		30.5				30.0	31.0	28.0
	<i>24</i>		<i>34</i>		<i>82</i>				134	72	62
Medicine	40.0	40.0	40.0						40.0	40.0	40.0
	<i>16</i>	<i>384</i>	<i>401</i>						416	210	206
Optometry				35.0					35.0	35.0	35.0
				<i>59</i>					61	26	35
Other Soc.Sci.	28.3	26.0	27.0	26.2	25.0			25.0	26.0	27.0	25.2
	<i>24</i>	<i>57</i>	<i>89</i>	<i>12</i>	<i>127</i>			<i>10</i>	260	68	192
Paramed. Study	27.8	27.5	27.5	28.0	27.0	27.9	28.5	27.9	27.5	28.6	27.0
	<i>149</i>	<i>1612</i>	<i>1791</i>	<i>21</i>	<i>454</i>	<i>20</i>	<i>10</i>	<i>30</i>	2419	331	2088
Pharmacy		23.0	23.0	21.0					21.0	20.5	21.0
		<i>39</i>	<i>48</i>	<i>144</i>					200	73	127
Physic. Sciences	31.7	26.2	28.8		30.0		26.0	30.0	29.4	30.0	29.0
	<i>17</i>	<i>20</i>	<i>40</i>		<i>124</i>		<i>14</i>	<i>23</i>	200	109	91
Psychology	27.5	28.0	27.6	24.0	25.0		30.0	30.0	27.0	26.5	27.0
	<i>41</i>	<i>56</i>	<i>100</i>	<i>10</i>	<i>163</i>		<i>24</i>	<i>31</i>	328	54	274
Social Work	32.5	29.0	29.0		28.0				28.9	29.8	28.8
	<i>14</i>	<i>61</i>	<i>80</i>		<i>15</i>				139	10	129
Vet Science				30.0					30.0	30.0	30.0
				<i>111</i>					117	51	66
TOTAL	28.5	28.0	28.0	27.0	28.0	29.0	29.0	29.0	28.0	30.0	27.5
	<i>944</i>	<i>2979</i>	<i>4165</i>	<i>2010</i>	<i>5775</i>	<i>1548</i>	<i>286</i>	<i>1834</i>	14448	5547	8901
Males	31.7	30.0	30.0	28.0	30.0	30.0	30.0	30.0		30.0	
<i>Males N</i>	<i>384</i>	<i>795</i>	<i>1272</i>	<i>1033</i>	<i>2722</i>	<i>252</i>	<i>115</i>	<i>367</i>		5547	
Females	28.0	28.0	28.0	26.0	26.9	29.0	27.9	29.0			27.5
<i>Females N.</i>	<i>560</i>	<i>2184</i>	<i>2893</i>	<i>977</i>	<i>3053</i>	<i>1296</i>	<i>171</i>	<i>1467</i>			8901
ABS 20-24 yrs * (1995)									24.0	24.4	23.4

* (1995) ABS data for 20-24 years olds is used here due to the unavailability of 1996 ABS data on median salaries by age group.

Median starting salaries for graduates expressed as a percentage of the annual rate of average weekly earnings, 1997 - 1996³

	1977	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
Accounting	90.6	87.6	85.6	85.1	84.2	83.7	79.6	81.0	81.9	88.0	92.0	89.6	87.1	83.3	80.4	77.0	76.9	76.7	77.6
Agricultural Science	102.1	97.3	99.2	94.3	92.1	88.8	87.8	89.3	86.0	87.6	89.2	85.8	84.3	83.3	80.4	78.6	76.9	79.4	74.7
Architecture & Bldg	90.6	85.0	94.4	87.9	82.4	78.1	76.0	84.4	78.3	83.3	77.9	80.2	79.4	70.0	70.7	72.3	70.8	73.7	74.7
Art & Design											85.5	76.1	69.7	69.3	67.5	72.3	67.7	69.0	69.0
Biological Sciences	97.9	91.2	88.8	87.2	83.6	84.3	80.6	85.9	86.0	85.8	86.7	83.6	82.9	81.0	80.4	78.6	78.5	76.7	78.7
Computer Science	106.2	100.0	100.0	98.6	95.8	96.1	92.9	94.6	93.2	96.6	99.2	96.3	94.1	93.3	90.0	88.1	86.2	87.0	86.2
Dentistry	159.4	153.1	144.0	134.8	129.1	116.9	130.1	125.4	123.1	129.2	123.3	119.4	127.5	116.7	128.6	110.1	120.0	123.9	114.9
Earth Sciences	101.0	97.3	95.2	101.4	95.2	87.1	89.8	90.7	95.0	98.3	106.0	93.3	87.1	82.3	87.5	94.3	92.3	88.8	100.6
Economics, Business	96.9	92.0	92.8	90.1	86.7	84.8	83.2	84.4	84.6	86.3	90.4	85.8	87.1	83.3	80.4	78.6	76.9	76.7	77.6
Education	104.2	100.9	97.6	97.9	93.9	95.5	93.9	91.7	90.5	88.8	90.4	85.8	84.0	86.7	82.3	79.6	81.5	81.4	83.3
Engineering	105.2	102.7	101.6	103.5	101.2	100.6	95.4	96.1	95.5	95.3	99.6	94.0	96.5	96.0	94.5	94.0	92.3	91.4	93.4
Humanities	96.9	86.7	86.4	83.7	81.8	81.5	78.1	80.5	81.0	80.7	85.5	78.7	76.7	76.7	74.0	72.3	73.8	73.7	71.8
Law	59.4	56.6	53.6	58.9	59.4	67.4	56.1	70.7	68.8	64.8	84.7	86.9	73.2	76.7	72.7	72.3	70.8	73.7	76.1
Mathematics	99.0	97.3	93.6	95.0	92.7	91.0	87.8	90.7	91.4	92.3	95.2	93.3	87.1	92.7	87.1	81.8	81.5	79.9	86.2
Medicine	138.5	108.8	120.0	121.3	120.0	123.6	119.4	122.9	112.7	109.9	111.6	104.5	122.0	103.3	115.8	125.8	123.1	118.0	114.9
Optometry											105.6	104.5	104.5	100.0	102.9	106.0	98.5	100.3	100.6
Other Social Sciences	99.0	85.0	83.2	85.8	83.0	80.9	78.1	80.5	82.4	84.1	86.3	82.1	80.1	79.3	77.2	73.9	76.9	75.5	74.7
Paramedical Studies											93.2	85.8	83.6	83.3	80.4	79.9	80.0	76.7	79.0
Pharmacy	72.9	73.5	68.8	69.5	64.2	66.9	64.8	65.9	65.2	64.8	63.9	58.2	62.7	58.7	57.9	62.9	64.6	64.9	60.3
Physical Sciences	97.9	97.3	95.2	96.5	90.3	89.9	85.2	89.8	88.2	89.3	92.0	87.8	87.1	86.7	86.2	84.9	83.1	82.6	84.5
Psychology	97.9	89.4	88.0	85.8	85.5	83.7	81.1	85.4	84.2	86.3	87.1	83.2	81.9	80.0	79.7	78.6	76.9	76.7	77.6
Social Work	106.2	98.2	99.2	95.0	89.7	95.5	92.9	94.6	91.4	91.8	90.8	87.7	85.4	84.7	83.6	84.0	81.8	80.5	83.0
Veterinary Science	100.0	99.1	97.6	90.8	87.3	85.4	79.6	82.9	85.5	88.4	92.4	87.7	87.1	86.7	86.8	84.9	86.2	82.6	86.2
Male	102.1	98.2	96.8	96.5	92.7	91.0	89.8	90.7	91.9	91.8	95.6	93.7	89.5	88.3	86.8	84.9	83.1	82.6	86.2
Female	97.9	93.8	91.2	89.4	86.7	86.5	83.7	86.8	85.5	88.0	89.2	85.8	83.6	83.3	80.4	78.6	78.8	77.3	79.0
Total	100.0	96.5	94.4	93.6	90.3	89.3	87.8	88.8	89.6	89.7	92.4	89.6	86.8	84.3	82.6	80.2	80.0	79.6	80.5

⁴ Median Starting salaries of Bachelor Degree Graduates in first full-time employment and aged less than 25, 1996 (\$000). Numbers in cells are shown below related salary figures.

	Aust. Govt.	State Govt.	Total Govt.	Prof. Pract.	Ind./Comm.	School	Tert. Educ.	Total Ed.	Total	Male	Females
Humanity	26.6	27.0	27.0	26.0	25.0	29.3	25.0	28.0	25.0	26.0	25.0
	105	67	187	27	560	57	31	88	921	214	707
Psychol.	27.5	28.0	27.6	24.0	25.0		30.0	30.0	27.0	26.5	27.0
	41	56	100	10	163		24	31	328	54	274
Soc.Work	32.5	29.0	29.0		28.0				28.9	29.8	28.8
	14	61	80		15				139	10	129
OthSocSc	28.3	26.0	27.0	26.2	25.0			25.0	26.0	27.0	25.2
	24	57	89	12	127			10	260	68	192
Account	27.7	28.0	27.8	26.0	27.5			27.3	27.0	27.0	26.6
	54	63	134	696	552			11	1445	690	755
Econ.Bus.	27.5	27.5	27.5	26.0	27.0		29.0	29.0	27.0	28.0	27.0
	170	107	296	91	1273		31	36	1771	715	1056
Law	29.0	28.1	28.5	24.0	31.9				26.5	27.3	26.0
	51	52	103	350	61				521	230	291
Education	27.2	27.5	27.2		24.0	29.0	29.5	29.0	29.0	30.0	28.6
	12	26	53		111	1411	16	1427	1660	260	1400
Phys.Scie	31.7	26.2	28.8		30.0		26.0	30.0	29.4	30.0	29.0
	17	20	40		124		14	23	200	109	91
Biol. Scie	27.9	27.0	27.6	28.0	26.5		28.5	28.2	27.4	27.7	27.3
	68	111	206	24	351		69	78	723	245	478
Math's.	28.4		28.2		30.5				30.0	31.0	28.0
	24		34		82				134	72	62
Comp.Sci	32.5	29.0	31.0	28.7	30.0		30.0	30.0	30.0	30.1	30.0
	41	53	98	22	430		22	26	604	413	191
Agric.Sci.		26.8	26.8		25.0				26.0	26.7	26.0
		61	73		138				227	146	81
Earth Sci.		29.0	30.0		35.0				35.0	35.0	34.2
		11	19		116				147	99	48
Vet.Sci.				30.0					30.0	30.0	30.0
				111					117	51	66
Engineer.	34.0	31.7	32.3	31.0	33.5		30.1	30.1	32.5	32.5	33.0
	120	129	289	286	925		32	32	1562	1260	302
ArchBldg		27.4	30.0	22.0	27.0				26.0	27.2	25.0
		14	58	87	118				272	158	114
Medicine	40.0	40.0	40.0						40.0	40.0	40.0
	16	384	401						416	210	206
Paramed.	27.8	27.5	27.5	28.0	27.0	27.9	28.5	27.9	27.5	28.6	27.0
	149	1612	1791	21	454	20	10	30	2419	331	2088
Dentistry		39.5	39.5	41.6					40.0	40.0	40.0
		39	48	43					91	48	43
Pharmacy		23.0	23.0	21.0					21.0	20.5	21.0
		39	48	43					200	73	127
Optomet.				35.0					35.0	35.0	35.0
				59					61	26	35
Art/Desig			26.3		23.0	29.3		28.6	24.0	24.0	24.0
			16		171	13		21	230	65	165
All Fields	28.5	28.0	28.0	27.0	28.0	29.0	29.0	29.0	28.0	30.0	27.5
	944	2979	4165	2010	5775	1548	286	1834	14448	5547	8901
Male	31.7	30.0	30.0	28.0	30.0	30.0	30.0	30.0		30.0	
	384	795	1272	1033	2722	252	115	367		5547	
Female	28.0	28.0	28.0	26.0	26.9	29.0	27.9	29.0			27.5
	560	2184	2893	977	3053	1296	171	1467			8901

Fields of study ranked according to level of starting salary, 1993 - 1996⁵

Fields of study	1993	1994	1995	1996
Dentistry	2	2	1	=1
Medicine	1	1	2	=1
Optometry	3	3	3	=2
Earth Science	4	=4	5	=2
Engineering	5	=4	4	3
Mathematics	9	=8	10	=4
Computer Science	6	=5	6	=4
Veterinary Science	7	=5	=7	=4
Physical Science	=8	6	=7	5
Education	11	=8	8	6
Social Work	=8	7	9	7
Paramedical Studies	10	9	=12	8
Biological Science	=12	10	=12	9
Psychology	=12	=11	=12	=10
Accounting	13	=11	=12	=10
Economics & Business	=12	=11	=12	=10
Law	=15	=13	=14	11
Other Social Sciences	14	=11	13	=12
Agricultural Science	=12	=11	11	=12
Architecture & Buildings	=15	=13	=14	=12
Humanities	=15	12	=14	13
Art & Design	=15	14	15	14
Pharmacy	16	15	16	15

Source: Graduate Destination Survey, 1996 p.13

⁵ Graduate Destination Survey, 1996, Table G5, Page 13

APPENDIX THREE SUBMISSIONS TO THE INQUIRY

- 1 Monash University, Professor Jeff Northfield, Head of School
Peninsula School of Education VIC
- 2 Mr Thor May, VIC
- 3 Ms Christine Hooper, VIC
- 4 Mr Trevor Conomy, NSW
- 5 Mr D Lardner, NSW
- 6 Mr Dean Davidson
- 7 Mr Verne Jones, WA
- 8 Ms Suzan Redlande, VIC
- 9 Wavell High School
Mr J B O'Connor, Principal QLD
- 10 Mr Malcolm Oliver, NSW
- 11 Mr Christopher Dyer, ACT
- 12 Ms Cathy Arnott, WA
- 13 Ms Kerry Mills, ACT
- 14 CONFIDENTIAL
- 15 Ms Cheryl Ratcliffe, QLD
- 16 Flinders University of South Australia, Assoc Prof Peter Westwood,
Batchelor of Special Education Coordinator SA
- 17 Ms Sue Gould, QLD
- 18 Mr Michael Smith, WA
- 19 Mr Paul Stockley, WA
- 20 Mrs Kerry Cribb, WA
- 21 Duncraig Senior High School
Mr/Ms G Swingler, Head of Department Social Studies WA
- 22 Mr L G Richardson, QLD
- 23 Strathcona Baptist Girls Grammar School
Mrs Ruth Bunyan, Principal, VIC
- 24 Ms Anne Matz, TAS
- 25 Ms Margaret Lonergan, TAS

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- 26 Narrabundah College
Ms Clare Byrne, Maths Teacher ACT
- 27 Ms Rosemary Montgomery, NSW
- 28 Jabiru Area School
Ms Jill Qualter, Assistant Principal NT
- 29 Ms E S Allison, WA
- 30 Mrs Roslyn Miles, TAS
- 31 St Mary's Catholic Primary School
Mrs Karen Jarvis, P & F Secretary WA
- 32 Educational Research and Professional Development Services
Dr Susan Groundwater Smith, NSW
- 33 Mr Gary Hurdle, QLD
- 34 Mr Duncan Macphail, WA
- 35 Bunbury and Districts Primary Principals' Association
Dr Barry Downes, Convenor, WA
- 36 Mr Michael Armstrong, WA
- 37 Maleny State School
Mr Russ Trudeau, Learning Support Teacher QLD
- 38 Mr Robert Thomas, WA
- 39 Ms Vicky Mcgahey, NSW
- 40 St Mary's Cathedral College
Mr Craig Knappick, Curriculum Co-ordinator NSW
- 41 Mr Jim Barns, WA
- 42 Ms Morag Whitney, WA
- 43 Mr Paul Blomme, WA
- 44 National 'Excellence in Teaching' Awards
Mr Terry O'Connell, Chairman VIC
- 45 Institute of Early Childhood
Ms June Wangmann, Head of School NSW
- 46 Mareeba State High School
Ms J L Walker, Head of Home Economics Department QLD
- 47 Mr Kenneth Newman, WA
- 48 Beerwah State High School, Teachers, QLD

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- 49 Ms Robyn Roper, WA
- 50 State School Teachers Union of WA Submitters, The Classroom Teachers &
Lecturers' Committee WA
- 51 CONFIDENTIAL
- 52 Mr Nicolas Ewbank, ACT
- 53 Ms Rosemary Jacob, NT
- 54 Mrs Dulcie Trobe O.A.M., WA
- 55 Mr Michael Keely, WA
- 56 Mr/Ms A M Beatty, WA
- 57 Ms D Stanway, VIC
- 58 Mrs Beverley Moss, VIC
- 59 Mr/Ms S Elliott, WA
- 60 Mrs Clare D Patterson, NSW
- 61 Ms Wendy Radform, VIC
- 62 Victorian Council of Deans
Professor Bernie Neville, Secretary VIC
- 63 Mr/Ms Maelor Himbury, VIC
- 64 Mrs Susan Grey, NSW
- 65 Parent Council of Deaf Education Inc
Mrs Cathy Clark, Community Project Worker NSW
- 66 NSW Teacher Education Council
Dr Steve Dinham, Catherine Scott NSW
- 67 Ms Carmen Coutts-Smith, ACT
- 68 Australian College of Education Qld
Mr/Ms C H Walker, Chapter Secretary QLD
- 69 Mr Kenneth Stewart, WA
- 70 Ms Chris Cowan, QLD
- 71 State School Teachers' Union of WA [AEU]
Ms Morag Whitney, Senior Vice President WA
- 72 Ms T Harris, WA
- 73 Dakabin State High School, Ms June Macqueen and Ms Richards,
Principal and Acting Head of Senior Schooling QLD
- 74 Ms Philippa Jacks and Kim Wilson, NSW

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- 75 School of Isolated & Distance Education, Mr Jim Barns, WA
76 Mr Clive Moore, SA
77 Mr/Ms J Bishop, WA
78 Mareeba State High School
Mrs Fay McGrath, Head of Department Business Education QLD
79 The Education Committee
State School Teachers Union of WA
80 University of Newcastle
Professor T Lovat, Dean, Faculty of Education NSW
81 Ms Anne Gisborne, WA
82 Mr Phil Rees, WA
83 Ms Lynne Bullivant, ACT
84 Mingenew Primary School, WA
85 Mr Ronald Lee, VIC
86 Child Health Research, Mr Stephen Zubrick & Mr Sven Silburn, WA
87 CONFIDENTIAL
88 Moriarty Primary School Sub Branch Tasmanian AEU, TAS
89 Mr Graemme Weston, WA
90 Australian Family Association, Mrs Susan Dekker, State Secretary QLD
91 Professor Andrew Sinclair, VIC
92 Mole Creek Primary School
Mrs Margaret Budgeon, TAS
93 Mr John Addie, VIC
94 Mr J Harding, VIC
95 Mr Kenn Allan, NSW
96 De La Salle Brothers, Brother David Ivers, NSW
97 Falcon School Development Group and School Staff, Mr Allan Rowe, WA
98 Australian Institute of Physics, Mr Ross McPhedran, Chair NSW Branch
99 Mr David Cornelius, NSW
100 North Beach School, Ms Gail Fuhrmann, Deputy Principal WA
101 Preschool Teachers' Professional Association of the ACT
Ms Gillian Styles, President ACT
102 Toorak College, Mr Noel Thomas, Head of School VIC

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- 103 Australian Catholic University
Professor Michael Doyle, Dean, Faculty of Education VIC
- 104 University of New South Wales
Professor Alan Watson, St George Campus School of Teacher Education
- 105 National Schools Network, Ms Vivien White, National Coordinator VIC
- 106 Country Education Project (Inc), Ms/r M. Chiswell, Executive Officer VIC
- 107 Catholic Primary Principals Association
Archdiocese of Sydney, Ms Rose-Marie Hoekstra, Chair NSW
- 108 The Council of Education Associations of South Australia
Ms Rosemary Sandstrom, President SA
- 109 Australian Association for Research in Education
Professor Elizabeth Hatton, Member of Executive NSW
- 110 Concerned Teachers, NSW
- 111 Australian Council for Education Through Technology
Mr J. W. Gibson, National President NSW
- 112 St Monica's College Parents & Friends Association
Ms Helen Martin, President QLD
- 113 Catholic Education Office, Sydney
Ms Natalie McNamara, Director of Human Resources NSW
- 114 Tasmanian Primary Principals Assc.
Mr Les Bishop, Executive Officer TAS
- 115 The Smith Family,
Ms Elizabeth Orr, General Manager Welfare Services NSW
- 116 Mr Paul Kellett, Teacher VIC
- 117 Ms Sharon Marie Hughes, NSW
- 118 Ms Ryan, De Nardi, McKenna, & Mr Adam, Kensington, NSW
- 119 RMIT, Professor Andrew Sinclair, Professor of Food Science VIC
- 120 Mr Douglas Huntley, ACT
- 121 Ms/r F. Busby, W.A
- 122 Narrabundah College
Mr William W Book, ACT
- 123 Faulconbridge Public School
Mr Peter Johnson, Principal NSW

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- 124 Concerned Teachers, NSW
- 125 Mr Andrew Munns, Head Teacher NSW
- 126 Bundaberg North Branch – QTU Mr Glenn Davies, Secretary QLD
- 127 Federation of Australian Scientific and Technological Societies
Dr Joe Baker, President ACT
- 128 The Association of Independent Schools of Queensland Inc.
Dr John Roulston, Executive Director QLD
- 129 ACT Executive Teacher’s Association, Ms/r P. Flett, President ACT
- 130 Teachers Registration Board of South Australia,
Ms C.A. Kerin, Chairperson SA
- 131 Saint Ursula's College, Mr Ian Hamilton, QLD
- 132 Department of Human Movement Studies
Dr Doune Macdonald, QLD
- 133 Ms Verona Curtis-Silk, QLD
- 134 Ms Audrey Guy, ACT
- 135 The Grange Public School Staff, NSW
- 136 The Ethnic Schools Association of South Australia Inc.
Ms Melissa Pedro, President SA
- 137 Australian School Library Association ACT Inc
Ms Karen Visser, President ACT
- 138 James Cook University, Faculty of Law and Education
Dr Ken Smith, A/Exec Dean Faculty of Law & Educ.
Dr John King, A/Head of School of Education QLD
- 139 Ms Marianne Neave, WA
- 140 Department of Education Services,
Mr Peter Browne, A/Chief Executive Officer WA
- 141 The Council of Education Associations of South Australia
Ms Vicki Hattam, SA
- 142 Senior Secondary Assessment Board of South Australia
Ms Janet V. Keightley, Chief Executive SA
- 143 Ms Wendy Baarda, NT Branch AEU , YUENDUMU via Alice Springs
- 144 Mr Walter Aich, VIC
- 145 Ms Sandra Mahar, VIC

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- 146 Victorian Federation of State School Parents' Clubs Inc.
Ms Margaret Bode, VIC
- 147 Dripstone High School, Ms Vicki Stokes, Principal NT
- 148 The Federation of Parents & Friends Associations of Catholic Schools in
Queensland, Ms/r Kel Ryan, Assistant Executive Officer QLD
- 149 Australian Mathematical Sciences Council
Ms Jan Thomas, Vice-President ACT
- 150 Gundagai High School, Mr Peter Franks, Principal NSW
- 151 Australian Council of Trade Unions, Ms Jennie George, President VIC
- 152 Education Policy Committee, NSW Division of the Liberal Party
Mr Peter White, Chairman NSW
- 153 Education Policy Committee, NSW Division of the Liberal Party
Mrs Cherry Cordner, Member NSW
- 154 Australian Council for Educational Administration
New South Wales Inc., Ms Jenny Lewis, President NSW
- 155 Australian Joint Council of Professional Teaching Associations Ltd
Ms Dorothy Hoddinott, President NSW
- 156 Ms/r Viv Jennings, Assistant Principal NT
- 157 Merredin Senior High School
Mr Andrew Bell, Head of Department Social Studies WA
- 158 Marryatville High School Concerned Teachers, SA
- 160 Board of Teacher Registration, Dr Marie Jansen, Director QLD
- 161 St Peter's Catholic College Staff, ACT
- 162 Applecross Senior High School, Ms Isabelle Josso, Reading Resource
Teacher WA
- 163 The Greens (WA) Education Committee, WA
- 164 Morawa District High School, Mr Rob Stewart, Teacher WA
- 165 Early Childhood Alliance, Ms Marie Martin, Secretary
- 166 Chapel Hill Primary School Staff, QLD
- 167 John Pirie Secondary School, Ms/r M. Sired, SA
- 168 Mrs Meredith Matthews, SA
- 169 Teachers, Department for Education and Children's Services
Curriculum Division, SA

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- 170 Department for Educ. & Children's Services
Curriculum Division, Ms Connie Khoo, C/- LOTE TEAM, SA
- 171 Dr Rupert Goodman, QLD
- 172 Falcon Primary School, Ms Jennifer Douglas, Senior Teacher WA
- 173 Mr A. T. Kenos, Teacher, VIC
- 174 Dr Evert Jansen, Teacher, TAS
- 175 Professor Bernard T Harrison, Dean Faculty of Education
Edith Cowan University, WA
- 176 Mr Bill Shorter, Darwin High School, NT
- 177 Mr Chris Curtis, The Kermitage, Huntsbridge, VIC
- 178 The Queensland Independent Education Union
Mr Terry Burke, General Secretary QLD
- 179 Hollywood Senior High School Council, Ms Jan Stuart, President WA
- 180 Mr Rodney R Wise, VIC
- 181 Association of Heads of Independent Schools of Australia
Ms Judith Hancock, Chair VIC
- 182 CONFIDENTIAL
- 183 Lucas Street Child Care Centre, Mr Trevor Donnelly, NSW
- 184 Ms Elizabeth J Geeson, VIC
- 185 Ms Margaret McGoldrick, NSW
- 186 Ms/r J M Sadler, Convenor Current Issues Subcommittee
Dept of Science & Mathematics Education, University of Melbourne, VIC
- 187 Damascus College, Ms Mary Fitz-Gerald, Professional Development Co-ordinator, Mr John Shannon, Principal VIC
- 188 Archdiocese of Brisbane, Catholic Education, V.J. O'Rourke, Director, QLD
- 189 The Creche & Kindergarten Association, Community Early Childhood Services, Mrs Susan Whitaker, Director QLD
- 190 Cleveland District State High School,
Mr Bill Jeffcoat, Chair Welfare Committee QLD
- 191 Board of Senior Secondary School Studies
Mr John A Pitman, Director QLD
- 192 Cranbourne Secondary College, Mr Ross Huggard, Head of Senior School VIC
- 193 Mr Stephen Mysliwy, QLD

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- 194 Professor David Ingram, Centre for Applied Linguistics and Languages
Griffith University, QLD
- 195 Australian Council of State School Organisations Inc.
Ms Lindsay Ferguson, Executive Officer ACT
- 196 Ms Deborah Morgan-Hughes, QLD
- 197 Department of Human Movement Studies
Professor David Kirk, QLD
- 198 CONFIDENTIAL
- 199 Lutheran Church of Australia, Mr Adrienne Jericho, National Director SA
- 200 Mr Keith Maynard, SA
- 201 Mr Marcus L'Estrange, VIC
- 202 National Standards & Guidelines for Initial Teacher Education Project
Professor Kym Adey, Chair SA
- 203 A/Professor Owen F Watts, Dean Faculty of Education
Curtin University of Technology, WA
- 204 Institute of Early Childhood Educators Inc. SA Chapter
Ms Anita Howard, President SA
- 205 Queensland Council of Parents & Citizens' Assoc. Inc.
Mr Bruce Kimball, Executive Officer QLD
- 206 South Australian Independent Schools Board Inc.
Mr Garry Le Duff, Executive Director SA
- 207 School Library Assoc. of Queensland Inc.
Ms Joan Jenkins, President QLD
- 208 Kepnock State High School, Miss A. Freeman, Principal QLD
- 209 Sydney South West Primary Principals' Forum
Mr B. Chudleigh, Principal NSW
- 210 Australian Association of Mathematics Teachers Inc.
Ms Dianne Siemon, President-Elect SA
- 211 Mr Llew Davies, QLD
- 212 Australian Science Teachers Association
Ms Jan Althorp, Executive Director ACT
- 213 Deafness Forum of Australia
Mr Brian C Rope, Chief Executive Officer ACT

-
- 214 Ms E Hatton, Research Group Teacher Education
Charles Sturt University, NSW
- 215 Mr David Jaques, Manual Arts Teacher Imbil Secondary Department, QLD
- 216 The Grange Public School Council, Mrs Jan Phillips, Co-ordinator NSW
- 217 The Australian College of Education,
Dr Norman McCulla, Chapter Chair, NSW
- 218 Ardoch Youth Foundation, Ms Jenny Gray, Senior Projects Officer
Ms Kathy Hilton, Director, VIC
- 219 Ms Anne Horan, NSW
- 220 Mount Lawley Senior High School Education Committee
Mr W. Horeb, Chairman, WA
- 221 The University of Sydney, Faculty of Education
Professor Ken Sinclair, Associate Professor, Acting Dean NSW
- 222 University of Tasmania, Faculty of Education, Dr Neville Grady, Academic
Dean, Professor Bill Mulford, Executive Dean, TAS
- 223 Ms Hannah Cuthbertson, VIC
- 224 Catholic Education Commission of Victoria,
Rev. T.M. Doyle, Executive Director VIC
- 225 Ms Margaret McLennan, QLD
- 226 Language Australia, Professor Joseph Lo Bianco, Chief Executive ACT
- 227 Good Shepherd Youth & Family Service
Ms Leanne Farnsworth, Consumer Advocate VIC
- 228 Australian Council of Deans of Education
Professor Kym L. Adey, President SA
- 229 Ms Wendy O'Connor, VIC
- 230 Balaklava High School, Ms Ruth Arikawe, Agriculture Teacher, SA
- 231 Australian Curriculum Studies Association Inc.
Ms Joan Warhurst, Executive Director ACT
- 232 Gympie West State School, Mr Greg Pountney, Classroom Teacher, QLD
- 233 Association of Professional Teachers, Ms/r R.B. Fenton, VIC
- 234 Univeristy of Melbourne, Faculty of Education
Dr Ray Misson, Associate Dean, VIC
- 235 University of South Australia, Ms C. Mathews, School of Education, SA

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- 236 University of Technology, Kuring-gai Campus Sydney,
Professor Mark Cosgrove, Head School of Teacher Education , NSW
- 237 Bradbury Primary School, Dr Lyle Whan, Principal NSW
- 238 Tasmanian Secondary Principals' Association
Mr David Billing, President-Elect TAS
- 239 Mr John Liston, Head Teacher Technological & Applied Studies
Temora High School, NSW
- 240 AEU - NT Branch, Mr Christopher Sharpe, President NT
- 241 Mr Seth Vruthan, WA
- 242 Como Senior High School, Ms Laura Longley, Principal WA
- 243 Isolated Children's Parents' Association of Australia
Mrs Jenny McLellan, Federal President NSW
- 244 Apple Computer Australia Pty Ltd, Mr Gary Ferguson-Smith, NSW
- 245 Anonymous Teacher Queensland Government Education,QLD
- 246 Dr Chris Floyd, WA
- 247 ACT Drama Association
Ms Jeanne Arthur, Workplace Project Co-ordinator ACT
- 248 Lake Tuggeranong College, Mr David Edmunds,
Executive Officer Science and Computing ACT
- 249 Australian Early Childhood Association Inc.
Mrs Susan Whitaker, National President ACT
- 250 Ms Jenifer Murdock, ACT
- 251 Yeshivah College, Mr A. Ford, Senior Master VIC
- 252 Australian Education Union Tasmanian Branch
Ms Penny Cocker, TAS
- 253 Balcatta Senior High School Staff Association
Mr Kevin Castensen, WA
- 254 Australian Education Union ACT Branch
Mr Clive Haggar, President ACT
- 255 Australian Primary Principals' Association Inc.
Mr Chris Cameron, President ACT
- 256 Australian Library and Information Association

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- Ms Virginia Walsh, Executive Director ACT
- 257 CONFIDENTIAL
- 258 Western Australian Secondary Principals Association
Ms Jan Little, President WA
- 259 Australian College of Physical Education Ltd
Ms/r J.D. Butt, Principal NSW
- 260 Joint Council of NSW Professional Teachers Associations
Ms Pam Smith, Executive Officer NSW
- 261 Macquarie University, Mr Grant Kleeman, Lecturer NSW
- 262 The NSW Federation of School Community Organisations
Ms Shirley Allen, General Secretary NSW
- 263 Australian Education Union, Mr Robert Durbridge, Federal Secretary
Ms Sharan Burrow, Federal President VIC
- 264 SA Chapter The Australian College of Education
Ms Helen Sanderson, Chair SA
- 265 Mr F J Peach, Director-General of Education, QLD
- 266 NSW Primary Principals' Association, Mr Tom Croker, President NSW
- 267 Australian Education Union Victorian Branch
Mr Peter Lord, Branch President VIC
- 268 Women's Electoral Lobby, Ms Gemma Albroyd NSW
- 269 National Catholic Education Commission
Mr Kevin Vassarotti, Executive Secretary, ACT
- 270 University of NSW, School of Biological Science
Dr Robert Stanley Vickery, NSW
- 271 Hon. Phillip Gude MP, Mr Phil Honeywood MP,
Ministers for Education, & Tertiary Education & Training, VIC
- 272 Dr Nathan Hoffman, WA
- 273 Monash University, Faculty of Education School of Graduate Studies,
Professor Lawrence Ingvarson, Associate Professor VIC
- 274 Catholic Education Office, Mr Tony Webb, Professional Assistant, TAS
- 275 Early Childhood Teachers Association, Ms Cathy Holyoak, Secretary QLD
- 276 Department of Employment, Education, Training and Youth Affairs, Mr Bill
Daniels, First Assistant Secretary ACT

-
- 277 CONFIDENTIAL
- 278 Ms Sarah Allen, Co-convenor Association of Women Educators ACT
- 279 National Industry Education Forum, Ms Anne McLeish, Director VIC
- 280 National Schools Network, Department of School Education
Ms Viv White, National Coordinator NSW
- 281 Independent Education Union of Australia
Ms Lynne Rolley, Federal Secretary VIC
- 282 Australian Education Union Victorian Branch
Ms Anne Marie Darke, Branch Secretary VIC
- 283 Ms Lindsay Stirling, W.A.
- 284 S.A. Association of School Parents' Clubs Inc,
Ms Glenda Woolford, President S.A.
- 285 Barbara Preston Research
Ms Barbara Preston, ACT
- 286 QUT Kelvin Grove Campus School of Professional Studies
Dr Terry Simpson, Senior Lecturer QLD
- 287 Hon. Robert Lucas, Minister for Education & Children's Services SA
- 288 Mr John Aquilina MP, Minister for Education & Training, NSW
- 289 Australian Secondary Principals' Association
Mr Peter Martin, Executive Officer VIC
- 290 Australian College of Education
Ms Beverley Pope, Executive Director ACT
- 291 Catholic Education Office Townsville
Mr Peter Ryan, Assistant Director Secondary School Services QLD
- 292 Murdoch University, School of Education, Mr David Tripp, WA
- 293 Murdoch University, School of Education, Dr Anne Jasman, WA
- 294 Chapel Hill Primary School Teachers, Qld
- 295 Mr Kenneth Newman, WA
- 296 Mareeba State High School, Ms J. Walker, Home Economics Dept QLD
- 297 Mr L.G. Richardson, NSW
- 298 Department of Education, Mr Chris Makepeace, Deputy Secretary NT
- 299 Australian Education Union Victorian Branch
Mr Peter Lord, Branch President VIC

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- 300 Mrs B. Hockley, VIC
- 301 Mr Peter Toyne MLA, Shadow Minister for Education & Training, SA
- 302 NT Joint Council of Professional Teaching Associations Inc.
Mr Robert Laird, President NT
- 303 Australian Vice-Chancellors' Committee
Mr Stuart Hamilton, Executive Director ACT
- 304 Australind Senior High School
Mr T. Tuffin, Principal WA
- 305 Mr Trevor Shiell, NT
- 306 Ms Rosemary Jacob, NT
- 307 AEU - NT Branch, Mr Chris Sharpe, President NT
- 308 Swinburne University of Technology
Head of Dept. of Industrial Sciences, Ms Joan Cashion, VIC
- 309 CUTSD Secretariat, Professor Ingrid Moses, Chair, ACT
- 310 Mr Tony Rundle, MHA, Premier Tasmania
- 311 Dr Evert Jansen, TAS
- 312 Ms Anne Moloney, VIC
- 313 Queensland Teachers' Union
- 314 Marian College, Mr Gerard Stafford, Principal VIC
- 315 Hollywood Senior High, Mr Andrew West, WA
- 316 AMES, Department of Education, Ms Joan Masters, Director NSW
- 317 Australian Education Union, National Principals' Committee VIC

APPENDIX FOUR

LIST OF PUBLIC HEARING WITNESSES

SYDNEY - 29 August 1997

AITKEN, Mrs Susan Valerie, Delegate, Sydney South West Primary Principals Forum, c/- Robert Townson Primary School, Shuttleworth Avenue, Raby, New South Wales 2566

BURVILL, Ms Chris, Director, Cross Sectoral Policy Coordination Branch, Department of Training and Education Coordination, Education Building, 2 Farrer Place, Sydney, New South Wales

CANAVAN, Brother Kelvin, Executive Director of Schools, Catholic Education Office, Sydney, PO Box 217, Leichhardt, New South Wales 2040

CHUDLEIGH, Mr Brian Lawrence, President, Sydney South West Primary Principals Forum, c/- Robert Townson Primary School, Shuttleworth Avenue, Raby, New South Wales 2566

COLLINS, Mrs Julie Anne, Treasurer and Executive Member, New South Wales Federation of School Community Organisations, 590 Bourke Street, Surry Hills, New South Wales 2010

DEARSLEY, Ms Robyn Anne, Delegate, Sydney South West Primary Principals Forum, c/- Robert Townson Public School, Shuttleworth Avenue, Raby, New South Wales 2566

DINHAM, Dr Stephen, Associate Dean, Faculty of Education, University of Western Sydney, Nepean, PO Box 10, Kingswood, New South Wales

DINHAM, Dr Stephen, Member, New South Wales Teacher Education Council, c/- Faculty of Education, University of Western Sydney, Macarthur Bankstown Campus, Milperra, New South Wales 2214

ELTIS, Professor Kenneth John, Member, New South Wales Ministerial Advisory Council on the Quality of Teaching, Education Building, 2 Farrer Place, Sydney, New South Wales 2000

FRENCH, Ms Susan Denise, New South Wales Coordinator, National Schools Network, 3a Smalls Road, Ryde, New South Wales 2112

GRANT, Mr Mark David, Delegate, Sydney South West Primary Principals Forum, c/- Robert Townson Primary School, Shuttleworth Avenue, Raby, New South Wales 2566

HATTON, Mr Neville George, Senior Lecturer In Education, Education (A36), University of Sydney, New South Wales 2006

HATTON, Professor Elizabeth Jane, President, Australian Teacher Education Association, c/- School of Teacher Education, Charles Sturt University, Panorama Avenue, Bathurst, New South Wales 2795

HATTON, Professor Elizabeth, School of Teacher Education, Charles Sturt University, Panorama Avenue, Bathurst, New South Wales 2795

IRVING, Mr Paul, Director, Personnel and Employee Relations, New South Wales Department of School Education, 35 Bridge Street, Sydney, New South Wales

KLEEMAN, Mr Grant, Lecturer in Education (Secondary Social Sciences), School of Education, Macquarie University, New South Wales 2109

LEE, Ms Linda Joy, Senior Policy Officer, Cross Sectoral Policy Coordination Branch, Department of Training and Education Coordination, Education Building, 2 Farrer Place, Sydney, New South Wales 2000

McBRIDE, Mrs Cheryl Patricia, Secretary, Sydney South West Primary Principals Forum, c/- Robert Townson Primary School, Shuttleworth Avenue, Raby, New South Wales 2566

McNAMARA, Ms Natalie June, Director of Human Resources, Catholic Education Office, Sydney, PO Box 217, Leichhardt, New South Wales 2040

MOORE, Mrs Gillian Margaret, Member, New South Wales Ministerial Advisory Council on the Quality of Teaching, Education Building, 2 Farrer Place, Sydney, New South Wales 2000

NETTLE, Dr Edward Bruce, Senior Lecturer and Coordinator of Practice Teaching, St George Campus, University of New South Wales, PO Box 88, Oatley, New South Wales 2223

PRESS, Ms Frances Louise, Lecturer, Institute of Early Childhood, Macquarie University, New South Wales 2109

SHADWICK, Ms Gillian Lorraine, Member, New South Wales Ministerial Council on the Quality of Teaching; and Assistant Director-General, Department of School Education, 35 Bridge Street, Sydney, New South Wales

SHARP, Ms Alexandra Vivian, Delegate, New South Wales Ministerial Council on the Quality of Teaching, Education Building, 2 Farrer Place, Sydney, New South Wales 2000

TAYLOR, Mr Mark Leonard Morris, Delegate, Sydney South West Primary Principals Association, c/- Robert Townson Public School, Shuttleworth Avenue, Raby, New South Wales 2566

WATSON, Associate Professor Alan John, Coordinator Past Graduate Programs and Chair, St George 2000 Committee, St George Campus, University of New South Wales, PO Box 88, Oatley, New South Wales 2223

WHITE, Mrs Judith Gay, Executive Member, New South Wales Federation of School Community Organisations, 590 Bourke Street, Surry Hills, New South Wales 2010

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MELBOURNE - 9 October 1997

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MELBOURNE - 10 October 1997

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