Quality Matters

Revitalising teaching:
Critical times, critical choices

Gregor Ramsey, November 2000
Dear Minister

I am pleased to submit this Report following my review of teacher education in New South Wales. I appreciated the flexibility you accorded me in this task by making me the sole reviewer. In consulting widely and taking into account a range of views, I have endeavoured to test ideas against three criteria. What would be in the best interests of young learners in this State? How can the professional interests of teachers be advanced? How can the necessary changes be brought about?

The quality of teacher education and of teaching matter in ways which are matched in few other occupations, callings or professions. I am convinced that the quality of professional practice in classrooms, in government and non-government schools and other educational settings, will be improved by reconnecting universities and schools in initial and continuing teacher education and by strengthening teacher professionalism. The proposals contained in this Report are designed to align teacher education and teaching with the needs of our times; in too many current instances this seemed not to be the case. Unless new approaches are developed in a number of important areas, my belief is that like the twenty previous reviews of teacher education of national significance over the same number of years, little will happen as a result of this Report and good ideas will languish.

I believe solid support exists for the proposals contained in the Report. While the imperatives for change are great, the need to respond to them is now well recognised, by the education community and more broadly.

The issues at stake are largely professional. They will be best addressed by dealing with them through structures and processes which make teaching the quality profession so many want it to be.

I see the report of the Review as a step in an on-going process of change which has now begun.

Thank you for the opportunity to undertake this Review, especially given the critical importance of teaching for the future of the State and the people of New South Wales.

Yours sincerely

Gregor Ramsey
Acknowledgements

The Reviewer is alone responsible for the conclusions, recommendations, directions and indeed all aspects of this Report. Yet none of this would have been possible without the tremendous support of the Review Team. The opportunity for professional discussion and debate, the testing of ideas with members of the team was particularly important in coming to terms with the wide range of issues we have canvassed.

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The cooperation of the universities was greatly valued. They arranged forums and provided many opportunities for discussion among the various stakeholders.

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Teaching has a long and proud tradition of service to children, young people and to society. Most can recall a teacher who changed their life for the better by broadening their horizons and giving them new understandings about their potential as a human being. Over the decades, people have chosen teaching as their life’s work because they genuinely believed that they could make a difference to the lives of children and adolescents. So it is now for the majority of those who are teachers or are preparing themselves to be part of the teaching profession.

The society we have is largely created in our schools. It is primarily from teachers that a love of learning is acquired. The intellectual energy underpinning our society begins in classrooms where teachers develop the talents and capacities of their students. In partnership with parents, teachers have an important role in shaping the values and attitudes of young people. These include core values about respecting the rights of others, compassion for those who are less fortunate and a commitment to democracy and equality. Teachers have been at the forefront of creating modern Australia by teaching and modelling these important values. The results of their work are everywhere to be seen.

We live in a society where to be well educated is a necessity. Modern life demands that our citizens have the greatest possible range and depth of knowledge and skills. A basic education is no longer adequate as a preparation for life. The days are long past when it was possible for a young person to leave school with only minimal learning and have expectations of success in adulthood. We are a ‘learning society’, increasingly reliant on the creation of knowledge, the acquisition of new skills and the communication of information. The boundaries between learning, work and social participation are becoming blurred. The work of teachers in such a society becomes more, not less, important.

In our rush to focus on the instrumental goals of education we must not lose sight of the important social goals of schooling. This applies particularly in a society where, despite the move to greater globalisation, there is increasing tribalisation at the local level. Teachers have a central role in addressing often complex issues, including the development and maintenance of social cohesion.

The community acknowledges that the work of teachers is not easy. This is especially so in times characterised by uncertainty about what the future holds in terms of how society functions, the kinds of employment available to people and the ways in which they will go about their work. Given that teaching is becoming more important, society and teachers themselves need to be sure that the work of teachers is of the highest possible quality. We must be confident that our systems of teacher education equip teachers with knowledge and skills relevant to the needs of young people preparing for the transition to work and participation in an ever-changing world. These are critical issues, and teachers have a vital role in addressing them.

The community at large has always had substantial expectations of its teachers. These are coming more sharply into focus because of the new demands on learners in a society where the creation, acquisition and communication of knowledge are increasingly critical. Our highly pluralist society with its diverse sets of values and expectations puts a level of pressure on teachers the like of which they have never before encountered. Parents, who have primary responsibility for decisions about their children’s education, want to know how well they are progressing. They now have a level of interest and knowledge that challenges teachers in a way that some at least have not experienced previously.

For a new teacher, on their own and without the level of support other professions give their new entrants, it can be all too daunting. Views were expressed in advice to the Review which indicate that many experienced teachers feel that the authority and respect they once enjoyed as teachers are now declining. Some express a loss of confidence in their capacity to make the kinds of differences in the lives of children and young people which first motivated them to become teachers.

Teaching as a profession has powerful antecedents. Over centuries, we can look to the contributions of teacher-philosophers such as Socrates, Confucius, Arnold, Montessori, Dewey and Bruner and in Australia to Winifred West, Harold Wyndham and Garth Boomer. It compares with any profession that has a profound effect on the community at large. A four-year degree or its equivalent is now the norm for entry into teaching, which
matches professions such as engineering, accountancy, physiotherapy, law and nursing. Only medicine, dentistry, veterinary science and architecture have longer periods of initial training.

Although the level of competence required of teachers is at least as great as for other professions, the general community does not give them the right and responsibility to act from the principles that underpin what they do. Teachers operate only from within requirements set by the employer or according to industrial agreements between their union and their employer. They have none of their own.

Nor are teachers expected as a matter of course to investigate and share with others the effectiveness of their work, and be part of establishing the guidelines that should be followed in dealing with the clients they serve, in this case, the young people of New South Wales. The community has expectations that teachers should behave as professional practitioners, but in terms of having the responsibilities of a profession, the answer is ‘not yet’.

1.1 The Review

In commissioning the Review, the Minister for Education and Training, the Honourable John Aquilina MP, raised four critical issues to be addressed. These were:

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

These summarised succinctly issues raised by various groups. Teachers want the complexity of their work to be better understood and more highly valued. They want to know how better to communicate their knowledge and to foster learning in their students. Parents want to be reassured that all teachers are sufficiently well-prepared to give their children contemporary knowledge and skills for a new century. Employers want to know that the curriculum is well taught, including the effective integration of the new technologies into classroom practice. Students and their parents want to know how the distractions, and particularly those behaviours and influences that from time-to-time act against learning, can be removed from schools and classrooms. Finally, universities and particularly teacher educators want to know how they can continue to offer the kinds of professional experiences that teachers in initial teacher education and on the job will need for them to teach effectively.

Such challenges are professional challenges and must be dealt with in a professional way.

The process of the Review has endeavoured to be inclusive of all teachers in New South Wales, irrespective of their employer. The contexts of teaching are now too diverse to always separate issues according to where teachers are employed. Statements made in this Report are inclusive, unless specifically stated otherwise.

The terms of reference for the Review (Appendix 1) were wide-ranging and provided every opportunity to pursue issues and develop perspectives on what was needed to improve teacher education in all of its aspects.

Including the specific issues raised by the Minister, the terms of reference required advice on both the initial and continuing development of teachers, paying attention to teachers’ knowledge and experience in their teaching areas, classroom and student management, and human development. The Review was to take into account the changing nature of schools and the education and training needs of the wider community, giving attention to policy priorities and directions. The important abilities of teachers were to be focused on, including skills to provide a general education, preparation for work and community responsibility. Importantly, teachers need skills in modern technology, managing classrooms, ethical behaviour and above all they need to be committed to their students. These are all critical professional issues about how the individual teacher should behave.

As well as the basic implications of the art and science of teaching and professional expectations, a number of important issues arising from the terms of reference guided the direction and outcomes of the Review. These were:

- changes in the nature of teaching
- the range of pathways into teaching
- strategies to attract high quality students to teaching
- the effectiveness of current initial teacher preparation
The effectiveness of the current practicum model
the standards required of teachers
priorities for the use of resources
the relevance and utility of existing teacher education programs
the structures necessary to guarantee quality in teacher education and in teaching.

The Review was expected to consult widely and to give the various stakeholders every opportunity to make effective contributions. To fulfil these last expectations required more time than originally intended but the Report of the Review is the more comprehensive for these detailed discussions.

1.2 Advice to the Review

The Review received nothing but the closest cooperation and the most considered advice. There seemed to be a view that the Review had been given a welcome opportunity that should be used wisely. The opportunity may not come this way again, and if not taken up teaching would continue to be poorly positioned to meet emerging challenges and opportunities.

Many concerned teachers and employer representatives provided advice to the Review through submissions and participation in meetings. This proved central to shaping the directions of the Review.

The universities put significant resources into providing a wide range of advice to the Review by arranging eight forums on issues of concern. The forums were attended by teacher educators and others with a stake or interest in teacher education. Two seminar-style meetings were held with the vice-chancellors, as well as many individual meetings with them.

The Department of Education and Training proved an excellent host for the Review and its Secretariat, which included being the venue for extensive individual discussions, the provision of data and supporting a major forum on information technology at the Australian Technology Park, Redfern.

Comment was made during the course of the Review that it generated debates which previously would not have been possible. The observation was also made that there are great expectations about the Review and what it can achieve for teacher education in New South Wales. While this is understood, those who shared in the Review or who have a stake or interest in teacher education and teaching in New South Wales, need also to have expectations about themselves and the institutions in which they work. Change and improvement in teacher education will not occur unless this happens. The challenge is to sustain the momentum identified by participants as having begun with the Review process so that future approaches and systems benefit teachers and the society they are called to serve.

1.3 The nature of the Report

At times the Report had to take on a more negative cast than was either hoped for or intended. Yet this is how the world of teaching is presented so often, whether by teachers, teacher educators, administrators or the general public.

During the course of the Review attention was drawn to an article in the Washington Post titled, ‘The engine of achievement is hope, not intelligence’. High-hope people, when presented with an obstacle, immediately make plans and find more productive paths. Low-hope people look at the same obstacle and see it as another failure coming. Such bi-polar views characterise the teaching profession. Many examples of high-hope teaching and teacher education were evident. On the other hand, there were too many examples of low-hope teachers and teacher educators, with much talk about problems, given with an air of resignation that nothing could be done about them. A much more optimistic view should be taken: something can be done about the difficulties being faced, provided the structures exist, and if there are people of good will who are prepared to take their professional responsibilities seriously. The problems are by no means insurmountable, so long as they are tackled purposefully and from the perspective of hope.

A dilemma exists in trying to describe what it is conceptually that teachers serve. Education is a service industry, no matter how much that notion rankles with some people in the field. In spite of attempts to avoid hard-nosed economic terms like market forces, quality assurance, accountability, performance, benchmarking, client, fee-for-service, efficiency, effectiveness, it must be recognised these are the lenses through which increasingly
teachers and teacher educators are being forced to view the world. They are not going to disappear just because we do not like them.

The experience in other industries is that we will be told to go away by our employer if we do not adjust to this much sharper view of the world and use these perspectives to our advantage to serve our professional ends. The sooner teaching is constituted as a quality, rather than a mass, profession the sooner it will be possible to put these issues in a proper professional framework.

The Report sets out what are termed policy directions, leading to recommendations for change. The use of the word direction is deliberate. These are not directives: no review has any real power in this regard. They are directions necessary for improvement and change to occur, a road map as it were for future policy setting and action across the different jurisdictions. The recommendations refer in the majority of cases to actions which the Government will need to take to enable the establishment of better systems of teacher education.

1.4 Areas of focus

There is one issue that now seems to have been put to rest, judging by the current level of acceptance in so many segments of the community: by parents who have always known it, employers, the media, the university sector, and the learned academies. This is that the teacher really does make the difference in student learning. More particularly, even though their role will change, good teachers will be even more important in the society now developing around us, so reliant on the creation of knowledge and the transfer of information.

The Review came to focus, therefore, on first, the fact that good teachers are essential to effective learning and second, on the professional systems needed to support quality teaching.

Underpinning these two is the importance of teacher learning to improving professional practice. Schools are places where people learn: young people as students, teachers, teachers-in-training and parents. Resources provided to education should be used to enhance learning among all participants. In terms of enhanced student learning, the research shows clearly that improving teaching is one of the most effective methods we have. It is arguably a more effective strategy than to reduce class sizes, institute system-wide testing or develop a new curriculum, unless these occur in parallel with improving teacher knowledge.

The Review has not focused on teaching at university level as it was outside the terms of reference. Nor has it given more than passing reference to teaching in the TAFE system or more broadly in vocational education and training. In the case of universities, the issue of quality teaching has been taken up at the Commonwealth level, with the establishment of the Australian Universities Teaching Committee and the proposed Australian University Quality Agency.

In the case of vocational education, the philosophical approach is different from that generally accepted in school teaching. The needs of industry are the focal point. In addition, the number of full-time teachers in training for TAFE is virtually zero and hence the issue of providing quality teachers is less urgent. There are training certificates which could be useful for preparing specialists in school education but this is not core business as yet in schools, except for vocational education and training teachers. Little advice was received which focused strongly on quality teaching in TAFE.

An investigation of the appropriateness of courses to prepare teachers at a quality level in TAFE should be undertaken. The processes for accreditation proposed in this Review may well be seen as appropriate for the vocational education sector as well.

1.5 Good teaching

On a visit to a rural high school, the Reviewer met the school captains along with senior staff. The captains were asked, after about 11 years of experience being taught, what they thought were the marks of a good teacher. Their response was immediate and unequivocal:

In summary, they wanted their teachers to:

- know and understand their subject
- treat each student as an individual
- make learning the core of what happens in the classroom
- manage distractions that prevent learning.
These are all highly professional activities and are at the core of the Minister’s expectations of this Review. There are issues contained in these powerful statements that need to be addressed in an on-going way by every school in the State. There is plenty of pedagogical knowledge available to teachers if they know where to seek it, to take what they do well beyond the realm of the ‘trial and error’ that some teachers acknowledged was how they learned to teach.

1.6 Integrating pedagogy and curriculum

Considerations of quality teaching raises inevitably issues about the curriculum and therefore consideration of the important role of the Board of Studies: a State-funded organisation with responsibility to develop and endorse syllabuses and conduct examinations for all schools in New South Wales. The Board made a most helpful submission, and the President and members of its staff attended many of the forums arranged for the Review. A meeting was also held with the members of the Board on one occasion.

Neither teachers nor the profession are mentioned in the section of the New South Wales Education Act 1990 which refers to the Board of Studies. The curriculum and syllabuses stand apart from the teaching of them, as does their assessment, which are directed at student rather than teacher learning.

It is now known that one of the most important factors affecting what students learn is the way they are taught. Pedagogy cannot be separated from the curriculum: the dancer cannot be separated from the dance. The only rational explanation for the separation is to assume there is a professional structure to be responsible for the pedagogical aspects of teaching. The flaw is, we have a structure for curriculum but no similar structure which addresses the processes of teaching the curriculum.

Inordinate interest exists in universities in the school curriculum, especially in the Higher School Certificate, but at other levels as well. When the question is asked about the pedagogy needed to teach a prepared syllabus, the discipline areas have little to offer. The history departments at Macquarie University proved an interesting exception in this regard. They saw as one of their core responsibilities the quality of history teaching in schools. For a university to be at the forefront of research in its discipline without being expert on the pedagogy required to pass on its major concepts to others, is an anomaly that universities must address.

Many commented on the increasing sophistication of school curricula at all levels of schooling and the very high level of skills expected of teachers if they are to teach effectively. There has been very significant work undertaken in New South Wales to equip teachers with curricula which will enable the incorporation of ‘best practice’ pedagogy.

The 1995 report of the review of outcomes and profiles, Focusing on Learning, chaired by Ken Eltis and the 1997 report of the review of the Higher School Certificate by Barry McGaw, Securing their Future, have been seminal in requiring a focus on the importance of relevant and engaging pedagogy to achieve improved student outcomes. The view was put that requirements to assess against outcomes had the potential to challenge pedagogy to an extent not evident in the past. A focus on outcomes and standards challenges conceptions about teaching, how children learn and the extent to which they can learn. These major reviews have been complemented by some outstanding work in specific curriculum areas. Most frequently mentioned during the Review were the Department of Education and Training’s Count Me in Too and Counting On programs in mathematics.

Significant issues arise for students in those instances where the quality of teaching lags behind the quality of the curriculum; the effect on student learning is less damaging where the reverse applies. Many teachers raised concerns about the demands that formative assessment, team-based projects and technology place on them, to the point where it could be said that curriculum should be designed more to suit the teacher than at present.

These are fundamental professional issues which the profession itself needs to address.

1.7 Teaching as a profession

Teachers in New South Wales have limited mechanisms for their wider professional interests to be represented and no capacity to develop professional guidelines and standards for their practice. It is true that there are professional associations representing special teaching interests such as science, mathematics and English, unions representing industrial matters for teachers, as well as a
whole range of stakeholders representing special interests. While they have important roles, the professional associations serve only a limited function in relation to the wider professional interests of teachers, and especially the practitioner-client relationship. Attempts to develop an inclusive, profession-wide structure have not met with success and, in general, the considerable expertise which resides within subject-based professional associations remains under-utilised. Some of the reasons for the lack of a strong professional focus at the wider level are taken up elsewhere in the Report.

There must be a fundamental reason why the recommendations from the more than 20 reviews of teaching and teacher education over the past two decades about what should happen have had such limited impact. Reviews of engineering education, accountancy, law and medicine, to name a few, have made a significant difference to the status quo. Critically, those professions had a structure representing the interests of their members that could carry through and see that the recommendations were taken seriously by universities, employers, governments and the general community.

The challenge for this Review came down in the end to a view about whether teaching was a recognisable profession, and if it were not, whether a process could be recommended for it to become so. The failure of previous attempts to establish a profession was noted. It became clear that teachers either could not or would not be able to do so without help, and in this case it had to be from government. Much of what is proposed in the Report flows from a proposition to constitute teaching as a true profession. This needs to occur if teacher education and teaching are to meet the challenges confronting them. The failure to provide the means for teachers to exercise fully their professional responsibilities explains in large measure why so few of the recommendations of previous reviews have been implemented.

Not that the establishment of teaching as a properly constituted profession will guarantee success: naivety comes generally in much smaller parcels than this. Rather, this Report seeks to establish an environment in which teacher education and teaching can be revitalised and provided with hope, not only through the establishment of a professional structure but through other strategies as well.

Any structure for teaching to be a profession needs to be owned by its members, exercising responsibility in areas which are at the core of any profession: initial preparation and continuing education; and setting and managing standards of professional practice. While the Government has an especially important role by taking the initiative to establish a professional system for teachers in New South Wales, for the changes proposed in this Report to succeed, all those with a stake in the quality of teaching must provide on-going support.

1.8 Critical issues requiring attention

There are two critical points at which extensive attention is needed. Both are issues raised in previous reviews to little effect. The first is the need to improve the transition from teacher-in-training to fully-fledged teacher, using mentoring, internships and better induction. A professional structure, with responsibility for standards and working with the universities and employers to define their respective responsibilities in teacher education, would have an important role in enabling this important transition to occur more effectively than is the case at present.

The second issue is the development of professional leaders to take teaching forward and to manage schools effectively in an educational development sense. Repeatedly, the point was made in advice to the Review that the quality of educational leadership is critical to raising the quality of teaching. Leadership development is done well in many other professions and some notice should be taken of what they do in this regard. A key question for teaching is to determine the characteristics of good educational leadership in contemporary society, to set standards and to structure continuing teacher education programs which align educational leadership with the times. Certainly, the talent and expertise which exists within professional teaching associations will be important in advancing this agenda.

1.9 The Review as a process of change

The Review should be seen as initiating a process to change many things that relate to the way teachers are regarded, how they are prepared and supported, and how they may take up their professional responsibilities. The process must not stop with the publication of this Report,
as so often happened with past reviews; it is really just the beginning. As in so many areas important to society, government is asked to give a lead: in this case to put in place the basic elements that can make the profession of teaching flourish. Government can then step back and allow the system which has been created to take over professional responsibilities and in the process remove some of the dysfunctional elements that exist today in schools and which prevent effective learning.

To return to one of the school captains mentioned earlier, when asked if he would like to be a teacher, he said he was thinking about it, but his mother who was a teacher advised him against it. A teacher then questioned: ‘Who would want to be a teacher these days, anyway?’ This anecdote is not isolated. Considerable advice was received indicating that such attitudes are widespread.

The circumstances need to be created in which teachers will encourage others into their profession, and exclaim with pride that their career is teaching. Too often these days when teachers are asked about their employment they respond that they are ‘only a teacher’. It is unacceptable that one of the most critical roles in our society should be so described and dismissed. The young people of New South Wales both deserve and need the very best teachers and they are not going to have them when such attitudes are so endemic.

This Report takes the fullest possible account of the evidence gathered to show the ways forward to improve the quality of teacher education and therefore teaching in New South Wales. If established, a professional structure for teachers will have an important role in addressing the professional issues that have languished for so long and a key role in the revitalisation of the State’s most critical and public profession.
2. How the Review proceeded

Many provided advice that the Review’s numerous predecessors had been unable to generate the momentum to effect the changes needed. A discussion of these reviews is included in chapter 4 and they are listed in Appendix 7. Consideration of this fact figured prominently in structuring the Review process, as it did in laying out future directions and framing recommendations.

Previous reviews were almost unanimous in the prescriptions they recommended, and almost universally they have been ignored. This failure occurred in spite of the high level of support for their recommendations arising from within teaching and teacher education. Even now, there is still strong support for recommendations previous reviews made about such areas as professional teaching standards and teacher licensing.

Because of this rather compromising background of lack of action, the Review had to be conceptualised differently if it were not to meet a similar fate. As well as making recommendations, the Review had to initiate processes to produce a momentum for change that would continue. Five principles were established for the operation of the Review:

- the process was to be as important as the outcomes, by developing a momentum for change
- the outcomes must mean that the preparation of teachers would meet the needs of schools and teachers
- the views of teachers, parents, students and employers must be given equal consideration with those of teacher educators and universities
- preparing quality teachers is the responsibility of the whole university, school systems and the profession, not only teacher educators
- there had to be some on-going system at the end of the process that could carry forward the ideas generated by the Review.

Consultation for the Review took various forms and involved several phases. The initial phase of public consultation commenced with the development of a web site for the Review and the placement of advertisements in major newspapers calling for submissions. These sought advice relating to eight questions.

- How have teaching and the work of teachers changed and how is it likely to alter in the decades ahead?
- To what extent does the current range of pathways into teaching and progression throughout their careers guarantee the quality and supply of teachers and to what extent are these pathways consistent with accepted practice in other professions?
- Are current teacher education programs producing graduates with the subject content and pedagogic knowledge, skills and personal attributes expected by the community and required by teacher employers?
- What is the balance of theory and on-the-job practical experiences needed for beginning teachers to prepare them effectively for managing the complex range of social justice, student, peer, classroom and school contexts?
- What post-initial and continuing education programs, including experience outside of teaching, do teachers require if they are to meet the changing demands of the community for education and training throughout their careers?
- What impact will developments in communications technology have on the practice and processes for training teachers?
- How should resources for the preparation and continuing education of teachers – both those currently available and those likely to become available – be allocated to meet current and future priorities?
- What advisory structures and quality assurance processes are needed in New South Wales to guarantee the quality and number of teachers for the future?

A facility to support an online discussion forum was also made available through the web site. Irrespective of the publicity given to it, few comments were received through this medium during the course of the Review.

In addition, letters were written to universities, school systems, and organisations representing the interests of
teachers, parents and students in schools, community groups and representatives of industry seeking their response to the issues raised in the questions and the terms of reference. This communication played an important role as the basis for further discussion and consideration of the issues.

The Review began with an intense period of discussion. Initially, meetings were arranged with universities, organisations represented on the Ministerial Advisory Council for the Quality of Teaching, community organisations, employers of teachers, and teachers in schools. Other people and organisations took the initiative and sought their own meetings with the Reviewer or members of the Review Secretariat. Meetings were held with both the New South Wales Teachers Federation and the Independent Education Union.

During the course of this information gathering phase some 130 meetings were held.

Consistent with the Minister’s brief to work with the universities, the Reviewer met with all vice-chancellors, individually and collectively, and with deans of education and other university personnel with an interest in preparing quality teachers.

The discussion during meetings with universities was essentially about how they could participate in the process in ways that would initiate and contribute to long-term change. In some universities offers of assistance extended to the hosting of major forums on issues of importance to the Review. A full listing and reports of these forums is included at Appendix 5. Others contributed through the commissioning of papers and in the case of The University of Sydney, by the part-time secondment of a staff member from its Faculty of Education to work with the Review. Visits were made to individual universities on several occasions.

Although individual courses were read with interest, early in the Review process it was decided not to analyse the curriculum of initial teacher education courses. Such analyses have been undertaken in previous reviews to little obvious effect. They are inevitably time-consuming exercises focusing on content and process, rather than outcomes. Also, the relationship between a written curriculum and what happens during the course is difficult to assess.

A second phase consultation strategy was initiated in December 1999. Subsequent to the close of public submissions, an analysis was undertaken of submissions received to determine emerging themes and issues. This analysis was placed on the Review web site to generate further comment on the issues. In spite of an explicit statement about its purpose, a number of responses referred incorrectly to this analysis as being the report of the Review. Further submissions and comments were then provided. A total of 206 submissions was received. These were analysed to identify the major themes and issues.

To complement this consultation and submission process, extensive research was undertaken of teacher education developments, both in Australia and overseas. Research was commissioned as well as drawing on that undertaken by individual universities and in one instance by the Australian Student Traineeship Foundation.

Meetings were held also with people involved in the reform of teacher education in the United Kingdom, the United States, Mexico, Denmark, Canada, Finland, Hong Kong and Singapore as well as with senior officers from the Organisation for Economic Cooperation and Development (OECD). In addition, meetings were held with the Commonwealth Department of Education, Training and Youth Affairs, and with various relevant State departments.

Most importantly, throughout the Review schools were visited, seeking the direct input of practising teachers. This latter source of evidence had a powerful influence on the directions of the Review.

These various sources of information, written submissions, comments made in meetings, forum reports, research, and analyses of statistical data and policy trends, provided the evidence upon which this Report bases discussion of the issues, suggests policy directions and makes recommendations for change.
3. Teaching in critical times

Today we have an educational environment which is characterised by uncertainty and constant change – a reflection of the state in the wider society\(^1\).

In the broadest context, teaching has become the front line for apportioning responsibility (or blame) for changes brought about by globalisation and the rapid growth in communication technologies\(^2\).

3.1 Introduction

The challenges confronting teacher education and teaching at the start of a new century are greater and more diverse than those facing most other professions. Despite a sense of urgency amongst many who have a stake in the quality of teacher preparation and teaching, few see clearly what the future holds. So much of what is presently in place seems not to work as well as once was the case; the old structures are unlikely to work for very much longer.

It is possible to identify a growing view that many of the systems within which teacher educators and teachers work are, by-and-large, not well positioned to meet contemporary and emerging challenges. Change in society is so continuous and so pervasive that well-established beliefs and practices about how best to prepare teachers and how best to guarantee the quality of teaching in schools and educational institutions become increasingly difficult to defend. These are critical times in teacher education and in teaching.

The profession is ageing\(^3\), and ageing professions are unlikely to be readily attractive to newcomers. In a May 2000 edition, the North American edition of *Time* magazine identified ten careers likely to grow and ten likely to disappear in the years ahead. Teaching was identified as the second most likely to disappear after stockbrokers. True or not, the frequent and open canvassing of such ideas in the public domain is indicative of the level of uncertainty which now surrounds teaching.

This chapter explores some of these challenges and aspects of the times insofar as they have implications for teacher educators, universities, teachers and schools. During its course, considerable comment was made on the importance which attaches to the Review. The times are such that we cannot continue, as has been the case over at least two decades, to accumulate through reviews and research, understandings about teacher education and teaching, but irrespective of these findings make no response. By failing to adequately support teachers, whose work is so critical, we fail students, parents and the society which schools serve.

3.2 Societal change

The contemporary environment in which teacher educators and teachers work is an increasingly uncertain one. Changes of great significance are occurring in the wider world, in most instances with outcomes impossible to predict.

Accompanying globalisation and the massive industrial restructuring of the last decade, has been the collapse of the liberal consensus. As a consequence, there has been deep uncertainty about what education is for. Those inside educational institutions are having to mediate between the various groups who have an interest in education: students (or their parents) who see themselves increasingly as consumers; governments, which are demanding that education contribute to national or State needs as they define them; industry/business/professions, that pressure the various educational sectors to develop outcomes which facilitate the transition from education to work and which will enable lifelong learning\(^4\).

One of the most dramatic changes is the extent to which technology is permeating so many aspects of life. A society based on knowledge and communication and dependent on advanced technologies and the skills of people to apply them is now being constructed. Whatever

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\(^1\) Submission 118.
\(^2\) Submission 70.
\(^3\) The average age of DET teachers in 2000 is 43.3 years, from 41.7 in 1996.
\(^4\) Submission 118.
the eventual form, this society will be as different from what we now know as was the pre-print world from that which followed the printing press, or as was the late 19th century world of cities and factories from the mostly agrarian world of the 18th century.

Additionally, the structure of our society is becoming increasingly complex. Australia has charted a course to create a democratic, socially cohesive, ethnically diverse civil society based on the rule of law. Only in North America is it possible to identify a similar story of social transformation. Overlaying this is the imperative to achieve reconciliation between indigenous and non-indigenous Australians.

Our society is confronted by compelling and not readily resolved social issues: the disadvantage suffered by some urban and rural communities and the extent to which they are excluded from broader national prosperity and well-being; the social destruction wrought in some communities and families by the impact of drugs; and the incidence of violence, including domestic violence and abuse against children. Approaches adopted in the past to some of these issues are now identified as having been inadequate or as having failed; sometimes radically new ideas are proposed which even 10 years ago would have been regarded as unacceptable. For example, is the best way to improve the level of outcomes for disadvantaged communities to invest in their areas of strength rather than in their areas of deficit? Is a zero tolerance approach or an accepting approach which might include the legal provision of supervised rooms for heroin addicts the most effective way to respond to their health needs and society’s concerns?

In such times it is inevitable that the old certainties which defined how society works will be challenged. This questioning affects and reshapes the full range of the professions and employment more generally; teaching is not unique. There are now few occupations, vocations or professions that have not had to respond to the collapse of many of the certainties once underpinning their work. In the process they have re-defined how they conduct themselves and the role they have in our society.

For instance, engineering as a profession can no longer be defined as being made up of people who design, build and use machines. It has become more inter-disciplinary and people-oriented in approach and more responsive to powerful social influences, such as environmental and quality of life concerns. It is no longer characterised in its practice, as once it was, by narrowness of focus or isolation. Other professions could be equally cited to illustrate the point.

3.3 Past certainties in teaching

Teaching is a profession which over a long period of time has functioned within a framework of certainties. Not the least of these is the certainty that society has a high regard for the work teachers do. For over 100 years the teachers of New South Wales have in part derived their status from the fact that they have acquired, though their training, qualifications and experience, the knowledge, skills and values which society wants to be passed on for the intellectual and social growth of children and adolescents and to guarantee social cohesion. This is important work; any person charged with this level of responsibility is an important person.

Until now, nothing has shaken significantly this core certainty; together with university academics, teachers were seen as possessing or being able to access the majority of the sum total of society’s most important knowledge. Teacher education operated on the premise that there existed a relatively well-defined body of knowledge and skills which student teachers needed to acquire before being considered qualified to teach. A consequence of this view was that teacher education needed to make only limited connections with schools, hence the concept of the practicum as a brief ‘trial and error’ experience located externally to the core course components.

Certainty also characterised the traditional career route for teachers in both government and non-government schools. Most followed the well worn one which took them from school, into teacher education at college or university and then back to school as a qualified teacher.

A permanent appointment was a guaranteed job for a teacher’s working life, most usually with the one employer. Salaries were negotiated between the employer and the union acting on the teacher’s behalf and once agreed could not individually be altered, no matter how well or how badly a teacher performed. A handbook instructed government school teachers in what they needed to know about their conditions and entitlements. Reaching the final salary increment level, twenty-five year service
certificates and retirement medals were some of the symbols marking the passage of the years. For many a well-funded superannuation scheme gave assurance about security in retirement.

The professional practice of most teachers took place within a highly regulated environment: prescribed school hours, invariably broken into timed segments punctuated by the ringing of a bell; the number of students in a class governed by industrial agreements; and organisational arrangements which focused primarily on the good management of often large numbers gathered in one place. Promotion meant undertaking roles and responsibilities characterised by the high level of similarity across positions irrespective of the differences between schools. This was a world formed by the busy but certain cycle of activities to support teaching such as calling the roll, lesson preparation and marking, morning assemblies, playground duty, sports afternoons and staff meetings.

Equally, the basic structure within which teachers work is still built on certainties. The concept of the school is an efficient organisational answer to the questions born out of the industrial revolution of the 19th century of how to give every one at least a basic education and how best to conduct the work of teachers.

For most of the 20th century, New South Wales schools operated as sorting and clearing houses. What teachers taught and how they taught it was governed in large measure by a prescribed curriculum and by a regime of examinations, the more significant of which were set and marked externally. These played an important role in determining the pathways which young people would follow, either into immediate employment, into training in a specific vocation, or into tertiary education. Over the course of the century, much of the examining and sorting simply occurred later as governments legislated for or encouraged students to stay at school longer.

The fundamentals of these certainties, and more, still apply. This was not necessarily a world of teachers’ own making, nor the one they may have wanted; it was the way things were, institutionalised to the point where significant change became impossible.

### 3.4 Emerging uncertainties in teaching

Issues are arising, however, which must at the very least bring into question the extent to which many of these certainties can continue to be the defining markers of teacher education, teaching and schooling in New South Wales in the 21st century.

The emerging uncertainties are great in number and difficult to resolve for teacher education and for teaching more generally.

There is no doubt that the roles of teachers in all educational settings, and the knowledge and skills needed to undertake these roles professionally, are changing dramatically. There has been a huge increase in the social welfare demands on teachers in the past twenty years, whether they are in schools or other early childhood settings. Recent policies of ‘inclusion’ have meant that teachers are now dealing with a much larger range of academic abilities and behavioural problems. For high school teachers, increased retention rates and high youth unemployment rates have changed the student mix in classes, especially in the senior school. At the same time, the teacher has had to become expert in forms of knowledge delivery that did not exist until recently, particularly in the area of information technology. For primary school teachers, the curriculum demands are unrealistic. These and many other changes require responses from teacher education programs. The changing expectations of school education around social justice issues, diversity, information technology, and modern approaches to pedagogy all have impacts on teacher education.

Many who provided advice to the Review spoke about how complex and varied are the contexts in which teachers now work.

Teaching itself has become a globalised activity with teachers staging their professional lives across states, systems and countries in varying institutional settings including child care centres, community outreach services, schools,
bureaucracies, aid and development programs and private language centres⁶.

For an increasing number in the general workforce, work means high levels of self-reliance in individual or small group enterprises, a significant capacity for adaptation, flexibility about the kinds of work undertaken, negotiated contracts rather than long-term permanent employment, performance-related remuneration, regular re-training to acquire new knowledge and skills and the expectation of major career shifts over time in response to emerging opportunities. In many professions, vocations and occupations there has been increased integration between preparation and training and the workplace.

Contributors expressed the belief that in the years ahead teaching will assume more of the characteristics of work in the wider community.

One of the most critical elements of the emerging age is the change in employment patterns that is predicted to accompany it. Like other workers, teachers will progress through a number of career changes in a lifetime and will most often work as out-sourced consultants specialising in a field rather than be employed full-time by a school⁷.

At the same time the view was expressed that, in general, teacher education gives inadequate attention to equipping tomorrow’s teachers with the skills and outlook which emphasise how teaching will require them to be adaptive and flexible in their practice over their careers. Additionally, comment was made that greater account should be taken of the need for those who educate young people for a society which values adaptation, flexibility and entrepreneurship to themselves demonstrate that these qualities also define how they work. During the course of the Review the view was expressed that teacher education needs to equip future and current teachers with much greater awareness about and knowledge of the rapidly changing nature of work and the expectations which employers now have of education systems and teachers.

The traditional approach to teacher education no doubt provides teachers with the necessary skills to facilitate and manage the learning process in the classroom and impart the traditional skills and knowledge of math, English and science. However it may do little to provide the teachers with any practical knowledge of the modern and changing society that they are preparing students for⁸.

The view was expressed that some at least of the systems in which teachers are prepared and in which they work do not provide sufficient opportunity for talented and skilled people to give of their best, and is a factor in the perceived declining appeal of teaching.

Why is the profession no longer valued as one of the most important influencers in our society? Like any job, pay and conditions are critical to the retention of good people, but they also have to remain within the parameters of what society will accept as reasonable. But pay and conditions are only a small part of the issue of attracting and retaining people in any job. In the long term, more important is the sense of fulfilment in the job, the degree to which a job matches a person’s needs, and the overall self-image and image of the job in society. These issues impact on people’s job choices and whether they feel good about remaining in the job⁹.

Critically, we need to be sure that the environments in which teachers are prepared and in which they work are aligned with the times and enable them to enjoy success. For instance, it is impossible to imagine any teacher enjoying success in a school where the teaching and learning environment does not encourage their professional creativity and where the school is not closely attuned to the needs and realities of the wider world.

A recent review of teacher education in Finland made some observations on the nature of possible learning environments in schools in the period 2005-2010 given the sorts of challenges and opportunities now confronting them. The review suggested that a most significant factor in the future of the school as an institution will be the importance it gives to the learning of teachers and the extent to which the school acts not as a monopoly but as a partner in the delivery of education. In such an environment it is likely that teaching will become a more

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⁶ Submission 70.
⁷ Submission 202.
⁸ Submission 203.
⁹ Submission 143.
dynamic and professionally rewarding activity than in learning environments which are structured traditionally and are defensive in the face of change.

If school still exists as an institution, the following may be reality at the same time – although with individual emphases:

Toleration of deviance – privatization of schools, strongly individualized schools – there will be more clearly bad and clearly good schools; the result: increased educational inequality;

Old-fashioned, defensive schools – hierarchic organizational structures; management as in times of industrial society – learning will be mainly based on the reception of knowledge;

Elite school – requires everybody’s commitment – leads to more social exclusion – not within everybody’s reach;

The model of a society of learners – schools will differentiate, but society will take care of everybody’s educational needs – requires a self-steering learning culture.

School will inevitably lose its monopoly as a place for learning. The various paths to qualification will differ even more and leave behind the traditional forms of education and training…

The model and the challenges it poses are universal.

3.5 Economic change and schooling

Advice was received about how great has been the transformation in most aspects of Australian life and society over the past 20 or 30 years. Comment was made on how these changes, such as immigration, social issues related to families and young people, and technology, have all had major implications for teaching.

One of the most significant areas of change has been in how Australians work, the kinds of jobs available to them and the knowledge and skills the economy demands they have.

Over the past two decades there have been, broadly, two major waves of change affecting national economic and industrial life.

In the 1980s the Australian economy was re-shaped significantly by forces which included globalisation, necessitating industry and finance sector restructuring on a scale without precedent in Australian industrial history. This period especially saw large-scale job losses as a result of their relocation off-shore and the reconfiguration of employment for low, semi-skilled and some skilled occupations. Many low socio-economic status communities were affected deeply by this economic transformation.

It was this wave which in large measure drove the competencies agenda. There was a stronger focus on greater retention of young people in education and training to such a level that they could obtain the skills required in an economy where many of the traditional occupations no longer existed. Work increasingly required people who had high levels of literacy and numeracy skills, reflecting a change in the components of human capital which were valued. Changes in the wider economy began to influence the agenda of what was taught, but less so the structure and organisation of the education sector.

Schools were faced with the challenge of increased numbers of students staying on in the post-compulsory senior years. Questions arose about the appropriateness of much of the curriculum for these students, who by-and-large did not adjust well to structures and teaching styles directed at academically able students.

The culture, the expectations and the needs of our senior school students are now as diverse as the society itself. The traditional homogeneity of students in Years 11 and 12 has gone and teachers are finding the new clientele disaffected and sometimes disinterested in the curriculum choices which they present.

The backgrounds and working experiences of school teachers are generally linear (school, university, work) and grounded in the culture of the school and the value of a broad and general education. Whilst this is no cause for criticism of either their abilities or intentions it is a cause for scrutiny. The diverging group of senior secondary students would be better served by teachers with a more generous range of teaching and training

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backgrounds. The parallels and experiences of a “new breed” of VET teachers would provide variety and give expression to the links between school culture and the real world which would ensure greater student identification and engagement\textsuperscript{11}.

While retention rates initially rose, they have since declined and the target of 95 per cent of 19 year olds completing Year 12 or equivalent identified by the committee chaired by Finn\textsuperscript{12} in 1991 has not been met. The reasons for this are now well canvassed: greater job opportunities, too many curricula seen as lacking relevance, and a break from schooling seen as being increasingly attractive with easier pathways to return have all been cited.

The Government has responded in more recent times to some of these issues through the reform of the Higher School Certificate, to broaden access in schools to vocational education and a focus on outcomes which has set the scene for greater priority on improving the quality of teaching.

Universities and TAFE institutions were also faced with a need to change to meet the broadening range of jobs and the demand by employers that education and training be more closely directed at their needs. The TAFE sector especially is illuminating in the extent to which it created a client-driven culture in response to employer concerns in the 1980s about the quality of workforce preparation programs. Indeed, the TAFE NSW charter explicitly states that it must ‘recognise the changing nature of the working environment and the need for new skills and retraining’. Closer integration with industry has seen TAFE become much more entrepreneurial in outlook, customising employer-specific training and winning major commercial contracts.

In the 1990s the impact of digital technology and telecommunications became an additional factor in changing the economy and the nature of employment. Those most affected by this second wave of transformation were often skilled technicians and people in middle and senior management positions, caught up in restructuring in a range of industries as employers(10,7),(996,974) attempted to survive in a new economic environment. It was this wave which largely broke the notion of assured employment with often huge and dominant blue chip companies. Downsizing, redundancy and outplacement counselling became a reality for many who 20 and 30 years previously had looked forward to well paid and assured long-term careers.

There were several consequences of this second wave of economic change. Not only was the whole concept of a guaranteed job for a person’s working life largely swept away, so was the notion that the nature of work was predictable. There was recognition that smaller organisations were often far more successful in responding to changing economic circumstances than larger, monolithic ones. Many who had once worked as employees in big companies re-invented themselves to work individually or in small groups to fulfil a growing tendency to outsource specific aspects of an enterprise’s activities.

Generating solutions to workplace and community needs became the focus. Entrepreneurship and a capacity for marketing emerged as important capabilities. The target of much work shifted from organising and arranging inputs to identifying and assessing expected outcomes. The quality of data management systems became critical, for both improving performance and meeting accountability requirements.

Inevitably, these changes also impacted on schools and other educational institutions. The 1990s saw a significant investment in curriculum reform, substantially in response to concern about the adequacy of content and standards to meet the challenges of the changing work environment. The view was expressed more readily than had been the case in the past that the work of teachers was inextricably a core part of the preparation of young people for employment. The argument was developed that there needed to be an even closer relationship between the workplace and the educational institution. Work-based learning became an issue not only for vocational education, but for universities and schools as well.

The far-reaching economic changes of the past two decades have not so far greatly affected employment conditions in teaching. An argument could be put that in general the gulf between the conditions under which teachers work and how the parents of their students work is now wider than it has ever been. Parents have been made redundant, become unemployed, had to find or

\textsuperscript{11} Submission 170.
create new jobs and retrain. At the same time there have been opportunities for incentive remuneration and rapid promotion and the creation of work environments which value and reward creativity and initiative. Although teachers have had relatively secure employment over this period they largely have missed out on the positive effects of new work cultures.

3.6 Imperatives for change in teacher education

The cumulative effect of the challenges of the past two decades and more has been to raise issues which go to the very core of the work of teachers. If we put vocational education to one side, all too frequently established concepts about the purposes of teaching, who a teacher is, how a teacher should work and appropriate forms of accountability seem to have been built on assumptions which are increasingly doubtful.

The current way of conceptualising ‘teacher’ reflects a traditional adherence to discipline areas, and precludes the involvement of multi-skilled educators in the school environment. This approach freezes schools into traditional cultural practices, and makes it difficult for them to respond with flexibility. The current paradigm for thinking about teacher preparation programs is outdated, and has been over-taken by changes to work patterns and practices13.

Teacher education is less connected to the other disciplines in universities than it has ever been. In the very period when the university disciplines should have engaged with teacher education, they have distanced themselves from it, as much as teacher education has from them. Equally, teacher education in the State’s universities does not generally operate within models which make strong connections with schools, with a consequence being that traditional practices are insufficiently challenged in both. Teachers see teacher educators as largely disconnected from schools and as people who in too many instances have little capacity to come to terms with the complexities and demands of teaching in contemporary times.

Policies to integrate schools more closely with the training and employment sectors have met, at this stage, with a level of success which some who provided advice to the Review viewed as insufficient. Indeed, these initiatives rather than being embraced by teacher educators have been challenged and resisted by many, largely on philosophic grounds. Yet the wider university sector has been transformed to focus on vocational preparation and further education. Additionally, attempts in New South Wales, to change some aspects of the working conditions of teachers around vocational education courses in schools have been viewed with a degree of suspicion by many.

Frank Blount, former CEO of Telstra and former CEO of the New American Schools Development Corporation, commented that business has an interest in the extent to which education systems are:

…turning out a competent, effective workforce within a well-rounded, creative and confident civil society. The Henry Ford model of isolated individuals perfecting discrete, repetitive tasks is over. In a changing, technology–driven world, workers need to be active, creative and capable of continuous adaptation if they are to contribute fully. Successful companies treat all their workers, no matter what level, as knowledge workers14.

Equally, teaching needs to be ‘…active, creative and capable of continuous adaptation…’ if teachers are to have a successful and purposeful role in our society. Teachers will only successfully prepare tomorrow’s ‘knowledge workers’ if in their professional practice they too are ‘knowledge workers’. This is not to say that good teachers do not adapt; they do, but they are constrained by systems seemingly more focused on compliance rather than emphasising and valuing the professional capacity and responsibility of the teacher.

While there is acknowledgement that the professional practice of our best teachers is highly responsive to the changing environment, there is questioning of whether all teachers incorporate sufficiently the skill and knowledge requirements now dominating the wider economy and which their students will need. Certainly, there is recognition of the importance of the provision of relevant and adequately funded professional development to enable all

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13 Submission 6.

teacher educators and teachers to maintain the currency of their knowledge and professional practice.

Professional practice grounded in the idea of the teacher as the direct provider of knowledge in a mainly instructional mode appears increasingly unsuited to the needs of students, something which teachers, students and parents often spoke about during the Review.

Much outstanding teaching occurs in the State’s government and non-government schools and is so important that it should be recognised and celebrated at every available opportunity. The Minister’s awards for excellence in teaching represent a positive step in this direction.

It remains a fact, however, that in too many instances students, especially in the upper primary and secondary years, describe the teaching they experience as consisting of such practices as copying blackboard notes, taking dictated notes, writing up summaries from textbooks, watching large numbers of videos and doing work which seems more about occupying time than purposeful learning. The view put that teacher-centred pedagogy best prepares students for external examinations, particularly the Higher School Certificate, needs to be more vigorously challenged from within the profession.

The gap between the most effective and least effective pedagogy in schools appears to be widening, driven to a significant extent by the impact of information technology. Our very best teachers have embraced and created classroom practices which place them at the leading edge of their profession. Research shows that their teaching is grounded in a sophisticated knowledge of the curriculum and how it is best taught: they are adaptable and reflective and they constantly challenge the processes of teaching so that their craft is always improving.

Importantly, these teachers connect with students by actively involving them in their own learning. Their teaching suits the times.

The achievements of our best teachers point to the salient fact that change in the classroom comes not from imposed priorities and bureaucratic regulation, but is drawn from the deep well of the teacher’s professionalism. Parents know that the quality of teaching matters critically. They are, after all, their children’s first teachers. The quality of teaching experienced by their children should not be dependent on who the teacher is. Not only must the profession’s best practitioners be more valued, their skills and knowledge must be drawn on to raise the overall standard of teacher preparation and teaching.

The emphasis on lifelong learning is another feature of the changing environment in which teaching now occurs. There are few professions, vocations or occupations where there is not an expectation about participation in further learning to develop and acquire new knowledge and skills. For many in the workforce such learning is intrinsically a part of what contemporary employment and entrepreneurship mean.

Even so, this concept has not been widely embraced in teaching. As one measure, the percentage of teachers who undertook further external study, such as a Masters degree, declined during the 1990s. At a time when society is placing greater value on lifelong learning, its profile in teacher education and its value in teaching has declined substantially. There are many reasons for this: too often graduate courses were not seen as relevant by teachers; successful completion gave only limited career advantage; and course costs, under the Higher Education Contribution Scheme (HECS), were too high for their perceived benefits.

3.7 Conclusion

In teacher education and teaching, as in society more generally, many of the old certainties are being challenged on the grounds of relevance and appropriateness.

A society which gives priority to the creation of knowledge and the communication of information places demands on teachers for the highest possible quality in their work. There are consequent and on-going demands on the systems in which they are prepared and where they work, to support them in their professional practice.

This is becoming obvious in the extent to which other countries are creating cultures based on innovation and enterprise through their education systems. By properly harnessing and adapting the digital information and communications technology revolution universities, schools and other education providers will have the capacity to give the State’s citizens an immediacy of access to information and knowledge unparalleled in human history. The diversity of how people learn will continue to increase, as will the ways in which teachers work.
It is likely that major aspects of how education providers are currently structured will need to change in order to ensure their relevance and appropriateness. For example, in the age of digital communications and the internet it is difficult to envisage that universities will be able to sustain the mass lecture model as a core feature of university teaching and learning. The potential for time and resources to be restructured in teacher education courses will enable a much stronger focus on professional experience in the workplace for student teachers. These same changes will have implications for teaching in schools and for the structure of schools, especially in the post-compulsory years. For example, rigidly set class sizes may be seen as inconsistent with the ways in which the highest quality teaching and learning should occur in the senior years of schooling.

A number of contributors to the Review warned against attempting to foretell too specifically the future of teaching, arguing that the diversity and rate of change in society makes this an academic exercise with no tangible benefit for decisions which need to be made now. Even so, the view was also expressed that those who prepare teachers need to be more accountable for the quality of their work and in particular the extent to which teacher preparation programs are responsive to educational and societal changes. Similarly, the view was put that teacher educators have given too great a priority in courses to learning about Education as a discipline in its own right whereas their fundamental priority has to be preparing teachers to teach.

In a society where the continuous creation, acquisition and communication of knowledge are central, teacher education needs to be understood as a lifelong learning process. It begins in a pre-service program, and extends over time by providing opportunities for all teachers to maintain and improve the relevance of their knowledge and pedagogy. This understanding must be matched by creating the conditions in which teaching can be created as a quality profession. We need to champion teachers and the critical work they do and guarantee the quality of teaching in all New South Wales educational institutions.
4. Review contexts

The Review took place within four important contexts:

- the complex and diverse structure of education in New South Wales
- previous reviews at national and state levels in recent decades which have dealt with aspects of teacher education
- perceptions of teaching as a profession
- the extent to which there is growing awareness in the education community and more broadly of research into teacher quality.

4.1 Education in New South Wales: an overview

The following is an indicative overview of those who make up the broad membership of the State’s education community.

The most important members are the students who learn in educational institutions, including universities, TAFE institutes, government and non-government schools and colleges; the teachers who teach in them; and the families who send their children to these institutions to be educated. Education is by far the largest and most truly public undertaking in New South Wales. It impacts on virtually every family, with over one million school students, some 427,000 TAFE students and approximately 198,000 in higher education. This activity takes place within a context shaped and influenced by many forces and players, often with competing interests. Both the New South Wales Government and the Federal Government have a responsibility for and interest in all levels of education, either directly or through funding arrangements.

The New South Wales Department of Education and Training is by far the largest employer, with more than 50,000 full-time teaching staff in schools and more than 15,000 staff in TAFE institutes. However, in the non-government sector where many schools have responsibility for direct employment of staff there are numerous employers as well as each of the Catholic diocesan authorities and respective Bishops with responsibility for Catholic systemic schools. In New South Wales there are almost 22,000 teachers in non-government schools.

There are employer associations or coordinating and policy bodies which in general do not have a direct employing authority, such as the Catholic Education Commission, the Association of Independent Schools and the Anglican Schools Commission.

The Board of Studies has responsibility for curriculum and for registering all non-government schools. There are two teacher unions, the New South Wales Teachers Federation and the Independent Education Union as well as the National Tertiary Education Union which covers teacher educators. There is a substantial number of professional associations, some sector specific such as principals’ associations and others covering both government and non-government teachers, especially the subject-based professional associations. The subject-based associations are represented by the Professional Teachers’ Council of New South Wales.

There are organisations representing important stakeholders in education, including parent and community bodies specific to the government and non-government sectors, ranging from school to statewide levels. As well, there are organisations with particular interests such as special education and the education of students living in isolated areas of the State.

There are ten universities in New South Wales established under State legislation, the Australian Catholic University and the University of Canberra in the Australian Capital Territory which prepare the great majority of the State’s teachers, each exercising considerable autonomy in the ways courses are structured and delivered.

All-in-all, the structure of education in New South Wales is a complex pattern of constituent parts, highly connected in some regards and yet significantly disconnected in others. Within it are wide cultural differences and many traditions, including religious ones which sit at the very core of many schools, their values and ethos. This is an important factor, given in particular the size (15,000 teachers) and geographic spread (593 schools) of the Catholic education system.

The very nature of this complex educational structure makes consensus building difficult and the achievement of
major reform invariably an enormously challenging exercise. Often, the barricades blocking reform are quickly erected and mounted, on territorial and industrial grounds rather than educational or professional ones.

4.2 Previous reviews

Several submissions, mainly from universities and teacher educators, commented on the many reviews which have been undertaken previously in teacher education. In large measure, they were seen as failing to generate any significant level of reform; entrenched interests within the education community had often been able to thwart the successful implementation of their recommendations.

Those undertaking this review will be well aware of the plethora of reports, with accompanying recommendations, that have been made at the national and state levels over the past 20 years…

Change arising from the reports and recommendations has, generally speaking, been minimal. Why is this so?

Recommendations run into opposition in at least two major ways. First, even when recommendations are tagged there is usually no sanction for not implementing them…Second, the diverse range of stakeholders in teacher education have their own agendas which often thwart the implementation of worthwhile recommendations15.

Research conducted during the Review identified 20 previous significant reviews of teacher education, beginning with the Auchmuty report of 198016 (Appendix 7). Within these there are over 400 recommendations and conclusions. No other profession in the nation has been the subject of so much inquiry, nor had so many recommendations made about it, in terms of the preparation and education of its members as has teaching, yet made so little progress.

Teacher supply

One of the continuing themes in consideration of issues in teacher education is that of teacher supply. Advice to the Review raised concerns about perceived shortages in some areas of teaching and the related matter of the possible decline in the quality of teaching, especially in difficult-to-staff secondary subject disciplines.

Again, this is an area which has been the subject of comment in previous reviews. In 1989 Speedy called for employers of teachers to develop innovative ways of attracting people to teach mathematics and science.

That employers of teachers offer scholarships to attract students to prepare as teachers of secondary mathematics and secondary science17.

The report canvassed the concept of differentiated salaries for secondary mathematics and science teachers, an issue also taken up in this Review.

That in determining the starting salary of mathematics and science teachers, employers take into account the background and experience of people entering the profession after careers in business, industry and other occupations18.

and,

That employers establish criteria for rewarding, by additional salary increments, teachers who have participated in award or non-award further related studies related to mathematics and science teaching, beyond the minimum qualification, to improve their knowledge and skills for teaching19.

None of these proposals was taken up and employers still have difficulty in attracting quality mathematics and science teachers.

Composition of the profession

In broad terms, contributors to this Review expressed support for the concept that in its composition the teaching profession should reflect the wider society. Observations on this can be found in reports going back 20 years. In 1980 Auchmuty recommended that:

…concerted efforts should be made by education systems in co-operation with teacher education institutions to identify suitable Aboriginal and ethnic teacher aides and instructors in ethnic community

15 Submission 110.
18 Speedy, p. xxx (p. 30).
19 Speedy, p. xxx (p. 30).
schools who should be assisted to qualify fully as teachers²⁰.

In relation to Aboriginal teachers specifically, Correy in 1980 recommended that:

…priority be given to the appointment by the NSW Department of Education of at least one qualified Aboriginal teacher to each school where there are significant numbers of Aboriginal children and that a number of special scholarships be allocated to Aboriginal students²¹.

Accreditation

A central focus of advice given to the Review was the need to establish a process to evaluate and accredit teacher education programs. The concept is not new, although it is certainly more prominent in recent reports. For instance, in 1998, Adey, in Preparing a Profession, commented:

There should be clearly articulated, valid and effective provisions for regularly monitoring and evaluating the effectiveness of initial teacher education programs, and for facilitating appropriate changes²².

Adey proposed a number of options for external accreditation, including:

…an accreditation body made up of major stakeholders, but independent from any one particular stakeholder²³.

This proposal has not yet been implemented.

Professional experience

Another area of focus over these reviews was that of professional experience, the structured time which student teachers spend in schools or other educational settings as a part of the teacher education course. Traditionally, the word practicum is used to describe professional experience in teacher education.

Any number of reports commented on the importance of professional experience, and in particular the need for students to be supported by an effective relationship between the teacher education lecturer and the cooperating or supervising teacher. In 1989, Speedy recommended:

That Deans of Schools of Teacher Education review the structure, the quality and the effectiveness of the practicum in teacher education… In particular, attention should be given to:

- establishment of a joint committee to oversee the practicum
- arrangements for selection, contracting and training of school supervisors
- clarification of the roles and the responsibilities of school supervisors
- seeking means to ensure that, as far as possible, students are free of other academic commitments during the practicum
- ensuring that there is a close relationship between curriculum studies/methodology and the practicum²⁴.

Adey commented on its importance 10 years later.

Field experience should be planned, conducted and evaluated in close collaboration with appropriate school-based personnel and developed within the framework of the collaborative arrangements and partnerships of the course as a whole²⁵.

This is another important recommendation, still largely unfulfilled.

Teacher registration

Submissions raised issues related to teacher registration, an area also dealt with in previous reviews and one which has been the focus of continuing debate at national and state levels in recent years. A decade ago, the National Board of Employment, Education and Training 1990 report, Teacher Education in Australia, recommended:

…the establishment of a voluntary system of national teacher registration²⁶.
through a body representative of State/Territory teacher registration agencies which wish to participate and that the AEC appoint a task force to prepare a detailed proposal for implementation of the scheme.\(^{26}\)

In 1998, the Senate Employment, Education and Training Reference Committee report, *A Class Act*, expressed support for the national registration of teachers, linked to standards.

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.\(^{27}\)

Certainly, this recommendation, like so many others, remains unfulfilled even though in 1998 a Bill to register teachers was deferred by the Legislative Council, the upper house of the State Parliament. Interestingly, this Review raises some doubt about whether a system of teacher registration would lead to higher standards in teacher performance.

**Induction**

In 1980, Auchmuty raised concerns about the quality of induction which, two decades later, are remarkably similar to issues raised with this Review.

Beginning teachers should not be placed in schools or assigned to teach classes for which they are not prepared. For example, schools and classes with a majority of pupils from cultural and language backgrounds substantially different from their own, or subjects in which they have not been trained. Further, employers and principals should avoid appointing beginning teachers to ‘difficult’ schools or classes.\(^{28}\)

The issue of teaching load for beginning teachers figured prominently in advice to this Review. Correy canvassed the same issue in 1980.

That there be at least 10 per cent reduction in the teaching load of teachers in their first year and that there be a time reduction provision for teachers involved in supervision dependent upon the extent of their supervisory responsibilities.\(^{29}\)

A decade later Speedy made a recommendation dealing with precisely the same issue.

That schools and school systems review induction procedures with a view to increasing support to new teachers and reducing first year teaching loads.\(^{30}\)

**Continuing teacher education**

Generally, a focus on continuing teacher education is more apparent in those reports which are more recent. However, even as far back as 1980 Auchmuty was explicit about what should be done to encourage and facilitate teacher learning.

Authorities involved in the provision of in-service programs and activities should ensure that every teacher has the opportunity to participate in at least five days of in-service education outside of school hours in each year.

Each teacher should be eligible for full-time paid release for one school term, or its equivalent, after every seven years of service in order to follow an approved program of professional development.\(^{31}\)

*A Class Act* explored issues related to professional development and observed that:

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.\(^{32}\)

Information received during this Review resonated with this observation. Teachers believe that continuing teacher education should focus more strongly on professional growth relevant to pedagogy.

\(^{28}\) Auchmuty, p. xxvi (p. 26).
\(^{29}\) Correy, p. xiii (p. 13).
\(^{30}\) Speedy, p. xxviii (p. 28).
\(^{31}\) Auchmuty, p. xxvi (p. 26).
\(^{32}\) Senate Employment, Education and Training Reference Committee, p. 218.
A Class Act also touched on the need for professional development to be constructed within a sequential framework, an issue which figured prominently in this Review.

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. A Class Act made recommendations concerning the accreditation of professional development providers and courses, and establishing requirements about teacher participation in professional development for licensing.

Professional standards

Many of the reports considered here, and particularly those which are more recent, dealt at length with issues related to the development of standards of professional practice. It remains a singular fact that the oft-repeated call for the development and implementation of standards of professional practice in teaching, from a variety of sources but including some of these major reviews and reports, remains unheeded. Few deny the centrality of their potential importance in teacher education and teaching.

The evidence indicates that failure, including at a national level, either to establish standards of professional teaching practice or to embed them deeply into the profession is now impacting in a negative way on the direction and quality of initial and continuing teacher education, and hence teaching.

That so much work has been done in an area of such national importance for so few tangible outcomes emphasises not only the challenges confronting the current Review but also the importance of establishing structures and processes which will carry forward the recommendations made.

Indeed, the conclusion could be drawn from a reading of most previous reports that no matter how well the issues were canvassed, they perhaps placed insufficient importance on the new structures and processes needed to guarantee genuine reform in teacher education. Most importantly, the reform agendas the reports laid out were frustrated substantially by either lack of leadership from within universities or by employers, or entrenched positions in opposition to them. Opportunities have been missed; they do not present themselves endlessly.

The debate of the past 20 years about standards and how to improve the quality of teacher education has run its course. It is time to move forward. Most teacher educators and teachers are now at the point where they are disillusioned by seemingly endless debate and a repetitive chain of reviews which, in spite of their findings and recommendations in such critical areas as funding, standards of professional practice, accreditation of initial teacher education programs and teacher licensing, fail them.

A number of contributors to the Review dealt at length with possible structures which would provide a better system of teacher education in New South Wales and a higher quality teaching profession over time. The view was put that the Government should ‘kick start’ a structure to support teacher education and the profession in an ongoing way which will enable real progress to be made where little has been made before.

4.3 Teaching as a profession

Any number of the reports on teacher education and teaching over the past decade and more has explored issues related to whether teaching is a profession. The most recent was the 1998 report of the Senate Employment, Education and Training References Committee, A Class Act. The Committee’s conclusion was that there:

…is 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.

When tested against the Committee’s criteria, including standards and accountability, it is difficult to sustain the view that teaching is a profession. There are no standards to describe teacher practice in New South Wales, and teachers have no accountability other than to meet minimum competency requirements set by employers.

33 Senate Employment, Education and Training Reference Committee, p. 218.
34 Senate Employment, Education and Training Reference Committee, p. 228.
35 Senate Employment, Education and Training Reference Committee, p. 6.
There does not exist a governing structure through which teachers can set, maintain and assure their standards of practice. Self-regulation, so prominent in many other professions, is not a feature of the teaching profession in New South Wales. These issues are considered in chapter 6.

**Societal expectations**

In today’s society the performance of all service providers is a matter of considerable scrutiny; teachers are no different. As mentioned in chapter 1, parents and the wider community have substantial expectations of what teachers and schools can achieve for their children. Most want them to be well-prepared for successful and productive lives as adults in a society they see as increasingly complex and offering few of the certainties that existed when they were entering the workforce. Over recent years these expectations have driven:

- increased debate about teacher quality, both at entry and continuing throughout their career
- increased structure and frequency in the assessment and reporting of student outcomes
- debate about increased accountability at the individual teacher level
- more information provided to parents on the school’s profile and achievements
- the development of more sophisticated approaches to managing the discipline and welfare of students, including child protection and drug education.

At a time of rising expectations it is ironic that two trends are clearly discernible. First, the status of teaching as an occupation in New South Wales and nationally has declined, a view widely expressed in submissions and discussion as part of the Review process. This view is not limited to the popular press. For instance, the President of the National Academies Forum commented that the Forum was dismayed at:

> …the continuing decline in the status of the teaching profession...

and expressed concern

> …at the anti-scholastic ethos of significant sectors of the profession.

Second, the belief expressed by some parents that their expectations may best be met by schools being made to look more like the sorts of institutions they attended when they were students and by more traditional approaches to teaching and discipline. In other words, dealing with uncertainty by embracing the familiar. Astute teachers and educational leaders, in all phases of schooling, from the early to the post-compulsory years, know that such a response is basically flawed.

The constructed expectations of schools by the communities they serve have, in recent years, appeared even more conservative and out of step with the changing world and its implicit demands for ‘portfolio careers’, flexibility, critique, and multiple skills.

**The profession’s response**

Teachers are restricted in their capacity to respond to the debates surrounding societal expectations as they have no framework of standards from within which they can demonstrate the quality of their professional practice. In too many instances they become the punching bag for populist but often ill-informed views which gain credibility because they largely go unchallenged.

The professional associations, irrespective of any commitments they may have made over the past decade to their desirability, have failed to achieve what is integral to

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36 Submission 183.
37 Submission 190.
38 Submission 171.
any profession: the development of well-defined and applied standards. On the core issue of standards of professional practice, the professional associations have at best facilitated the debate without being able to resolve it. They have not been able to play the important role they should have. A consequence is that responsibility for professional matters is exercised largely by the employers and the unions. For instance, on a key issue such as teacher registration it was the Government, supported by the unions, which in New South Wales in 1998 had to take the lead in arguing for it. On matters of great interest to any profession, whether and how its members should be licensed, there were legitimate and important employer and industrial voices but there was no separate professional one.

The industrial and professional identities of teachers are not separated in New South Wales, except through the voluntary professional associations which are not representative of the wider profession. As a consequence, too often professional matters are turned into contentious industrial issues.

The centre ground is held by a dated, adversarial industrial relationship between the employers and the unions that pushes key questions and issues of teacher professionalism to the periphery rather than the centre of the debate⁴⁹.

Issues of teacher professionalism need to be the subject of significantly greater focus than is presently the case by establishing the means for teaching to have the attributes of a profession focused on the quality of its performance and service.

Professional identity

The Review found that teachers do not have a strong, shared identity as professional practitioners. They are more likely to identify with:

- employer-determined structures such as a primary school grade, a secondary subject faculty or the school in which they teach
- a professional association covering a subject discipline, with priority generally given to supporting teachers’ knowledge and understanding of the curriculum rather than a focus on pedagogy
- a teacher union.

The imperative for teaching to be constructed as a profession focused on quality is likely to increase in the years ahead. The work of teachers, particularly at more senior levels, is becoming increasingly difficult to define. This is especially so when account is taken of the growing importance of the role which communications experts have in education through online technology, and the challenge to school learning coming from non-traditional sources that have little to do with school.

It is time that the debate about whether teaching is a profession was brought to an end. Its inconclusive nature is a contributing factor to the malaise perceived by many as characterising teaching. Rather, the education community should emphasise and increase wider community understanding of the importance of teaching, the increased value which it should have in a ‘learning society’ and how greatly the work of teachers adds to the sum of the State’s and the nation’s human capital.

This will do far more to enhance perceptions of teaching in New South Wales than engagement in a fruitless debate about professional status. It should be a profession: let us get on and make it one.

In any event, all professions are different, having different codes of conduct, expectations, control systems and remuneration structures. It is sufficient to say teaching should be considered a profession along with the others, and for governments to support this contention by providing the basis for it to act like one.

4.4 Awareness of research on teacher quality

Across the New South Wales education community and more broadly, the Review found considerable interest in teacher quality. This is indicated by the extent to which such issues are now being canvassed in the media, with recent research being cited. For example, Sydney radio broadcaster Alan Jones on 4 May 2000 reported:

…studies in the US have clearly shown that the way to get the best educational results for kids is to invest in their teachers.
A study which examined nearly 900 Texan school districts found the best return for the educational dollar was obtained by directing spending to increasing teachers’ teaching skills.

A 1996 study of 60 factors that might affect student achievements concluded that spending on teacher education was the most productive investment, far better than reducing class size\textsuperscript{40}.

The research which was commented upon most frequently during the course of the Review was that contained in a paper published in January 2000 by Linda Darling-Hammond, of Stanford University, titled *Teacher Quality and Student Achievement: A Review of State Policy Evidence*\textsuperscript{41}.

Darling-Hammond’s paper investigates the issues of teacher quality and student achievement in the United States. Darling-Hammond’s major findings are that:

- the effect of poor quality teaching on student outcomes is debilitating and cumulative. Well-qualified teachers, those with adequate subject content and pedagogic preparation, make a significant difference to student learning. The effects of quality teaching on educational outcomes are greater than those that arise from student backgrounds
- states establishing, enforcing and supporting high standards for teachers appear to do better in all comparisons of statewide test results. States with high rates of students in poverty that have maintained policies aimed at increasing teacher quality have outperformed more affluent states where teacher qualification requirements have been reduced. A reliance on curriculum standards and statewide assessment strategies without paying due attention to teacher quality appears to be insufficient to gain the improvements in student outcomes sought
- while student demographic characteristics are strongly related to student outcomes at the state level, they are less influential in predicting achievement levels at the school level than variables assessing the quality of the teaching force. When aggregated at the state level, the quality of teacher education and teaching appear to be more strongly related to student achievement than class sizes, overall spending levels or teacher salaries.

The research sets out a compelling case for the view that government policies directed at raising the quality of teachers and teaching can have a highly significant impact on student outcomes. There are several consequences of this finding. First, the teacher matters. Second, teachers themselves will be held increasingly responsible for the learning outcomes of their students. Third, teachers have to be prepared to do some learning themselves if they wish to improve that of their students. And last, employers need to give increased support for teachers’ professional learning.

Awareness of this particular paper is substantial. It was referred to in an article titled ‘Teachers and the Learning Curve’ by Tony Harris in the *Australian Financial Review* on 18 April 2000. Harris commented that the research shows:

…teachers should be trained in the subject they teach (such as mathematics and English). But more important than subject knowledge is the training that teachers have in teaching. And it is not just generalist specialist education degrees that are critical. Teachers knowing how to teach in broad terms is less valuable than teachers knowing how to impart their subject knowledge to the students in their classrooms.

If this finding is accurate, and there are a number of confirming research projects, it should be important to universities that conduct teacher training courses and to those in State education departments who devise in-service professional development courses\textsuperscript{42}.

Darling-Hammond’s research was undertaken in the context of American education and care must be exercised when drawing implications from it for education in Australia. However, it should be noted that the growing interest in teacher quality in New South Wales is paralleled across the English-speaking world. Globally, there is increasing appreciation that inadequate attention has been given to the importance of raising teacher quality to improve student outcomes. The Organisation for Economic Cooperation and Development (OECD) has

\textsuperscript{40} Radio Station 2UE Transcript, 4 May 2000.


come to recognise this fact, and in its new work plan is placing increased emphasis on improving teacher quality\textsuperscript{43}.

International contributors to the Review readily identified with the issues being canvassed about teacher education in New South Wales. For any in the broader education community in this State to either deny or ignore research such as Darling-Hammond’s because of its American context would be a most parochial response. Indeed, the globalisation of education and the increasing opportunities which teachers have to teach in other countries emphasises the relevance of such international research.

In fact, available Australian research aligns well with Darling-Hammond’s findings. Writing in 1998, Lawrence Ingvarson commented:

> The research program of Rowe, Holmes-Smith and Hill (1993)... shows... it is essentially through the quality of teaching that effective schools ‘make a difference’; in fact, on the basis of our findings to date it could be argued that effective schools are only ‘effective’ to the extent that they have ‘effective’ teachers\textsuperscript{44}.

This research, as well as demonstrating the importance of the quality of classroom teaching on student outcomes, also demonstrates the critical roles which schools have to ensure good teaching by the teachers who work in them. Unless educational leaders and schools are strongly focused on quality teaching and have in place the systems which guarantee it, they cannot be effective.

Recent Australian studies have demonstrated that educational research does have an impact on schools. Teachers make pedagogical decisions grounded in research in ways which are seemingly unstructured, encompassing:

> ...initial teacher education, their own reading, their colleagues’ suggestions and remarks, in-service courses, courses of postgraduate study, and their own experiments and investigations\textsuperscript{45}.

The evidence suggests that substantial importance attaches to opportunities which teachers have to interact with teacher education researchers. In this regard, the universities should value, budget for and give priority to facilitating customer-oriented strategies which enable relevant research to be shared with teachers.

Strategies for disseminating research findings in teacher education, curriculum and pedagogy are as important as the research. Unless it has impact in some form on education, teaching and schools there is little point in undertaking the research. Commitment to its effective dissemination will assist in reconnecting universities with schools, and is likely to open the way for especially talented and interested teachers to make major contributions themselves as researchers. The Commonwealth could play an important national role in this regard.

\textsuperscript{43} Discussion with OECD officers.

\textsuperscript{44} L. Ingvarson, Professional development as the pursuit of professional standards, paper presented to the professional standards and status of teaching conference, Edith Cowan University, Perth, 24-26 February 1998, pp. 20-21.

\textsuperscript{45} Department of Education, Training and Youth Affairs, The impact of education research, Canberra, 2000, p. 8.
5. Issues and directions

I love my job. I don’t love the money or the tiredness and stress I feel or the responsibility, but I love that I am helping every student I teach to grow and learn with knowledge, that I can be creative and teach others what I love in art and to care for our precious earth and to find fun, easy ways to enjoy learning. I am happy with the belief that I am doing something so worthwhile and that most children really appreciate it and I am proud of that.

Teachers are not the problem. The problem is a system that doesn’t work for teachers.

There are two simple but important premises which can be derived from these statements.

First, that teaching is a calling to be enjoyed and is still enjoyed by many teachers.

Second, that improving the quality of teaching must occur within a framework of improving the quality of the schools and systems, whether of employers, universities or unions, within which it occurs.

These two premises were at the core of much of the advice to the Review.

5.1 Contexts for the evidence

The timeliness of the commissioning of the Review by the Minister was recognised by many. The observation was made that it was well positioned to provide the basis for practical action which will take teacher education to a new era.

Contributors to the Review commented that much interest was generated during its course and that it was acting as a catalyst for change.

The process of the review has provided much stimulus to teacher education in NSW and, in many instances, has broadened the number and variety of potential stakeholders. The NSW Teacher Education Council believes the review has been positive for teacher education in NSW and awaits its final report with great expectation.

Advice received through written submissions, meetings and forums, drew attention to current initiatives in teacher education; expressed the view that teacher education and teaching were confronted by emerging challenges which make reform imperative; and laid out possible directions and solutions in order to ensure the quality of tomorrow’s teachers.

In a number of instances, contributors to the Review used information shared in the process to provide further advice which constituted a development on their initial positions.

This chapter considers the evidence gathered, leading to policy directions identified as necessary to reforming teacher education in New South Wales and improving teacher quality. Other chapters of this Report contain more detailed consideration of issues raised during the Review.

5.2 Key issues

From the evidence, five areas were identified within which there are issues of critical importance to teacher education and teaching, leading to key policy directions for change.

Giving priority to teacher education

First, teaching is integral to maintaining the continuity of the knowledge, skills, values and beliefs which bind our social fabric. Teaching is a critical profession, particularly for those with children in the education system or for the range of employers seeking people to fill key positions.

Many implications arise, not the least of which is the need for the universities to demonstrate that teacher education holds a central place in their priorities and commitments.

At present, in many universities such a priority is not

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46 Submission 12.
48 Submission 162.
Liping Ma’s work points to the fact, given the similarities between teacher preparation in the United States and Australia, that the often inadequate treatment of mathematics as a content subject in primary teacher education courses means that teachers are not being sufficiently equipped to teach the subject to the standard needed. This issue will only be addressed when mathematics faculties become prominent in the preparation of primary teachers, complemented by their active involvement in professional development programs for existing teachers.

At a time when expectations have increased greatly about the knowledge and skills teachers need to be competent practitioners, engagement by those who hold much of this knowledge and skill has declined. Structures and processes must be developed which engage the disciplines with teacher education so that the pedagogy fulfils the expectations of the curriculum in all subjects.

In exercising their responsibilities to teacher education, university academics must make the connection between the content of the discipline and the pedagogy which enables the most effective learning to occur.

Further, there are now expectations about the preparation of teachers which teacher education faculties, acting in isolation, are not well placed to meet. They have neither the resources nor the expertise. For example, drug education involves a specialised body of knowledge, not to mention issues related to ethics, which make necessary the participation of other relevant disciplines, in addition to the teacher education faculty, in the preparation of teachers.

A focus on standards

Third, there is growing acceptance of the research showing that quality teacher preparation and quality teaching make a difference to learning. There is powerful, unambiguous support for a much stronger focus on improving teacher quality in New South Wales. The implications of this finding are far-reaching, but include the need to see that
those aspiring to enter teaching are educated in models and courses to a level which meet explicit standards.

The shift to a quality focus in teaching in New South Wales needs to begin in pre-service teacher education, and then be maintained throughout the professional lives of all our teachers. It is reasonable for any society to expect that teachers and educational leaders will demonstrate the continuing relevance of their competence consistent with changes in schools and teaching.

Ensuring the standard of its members’ preparation and their practice sits at the heart of what it means to be a profession. A system of accreditation, in which a professional body verifies that standards have been reached and maintained, is needed for initial teacher education and for teaching.

**Connecting schools and teacher education**

Fourth, teacher education must be much more closely connected to what happens in schools. The present divide between universities, schools and the profession brought about by the significant withdrawal of teacher educators from teaching in schools is unsustainable if quality teachers are to be prepared to meet the demands of schools into the future. In advice to the Review, many drew attention to the apparent dichotomy between theory and practice which seems to apply too often in approaches to teacher education. Their separation works against the preparation of a quality profession.

Teachers value the opportunity for professional dialogue with teacher educators and their active involvement in schools. This is a factor which accounts in part for the comments teachers make frequently about the low profile of teacher educators in schools. Astute teacher educators know that they have much to learn from schools and teachers.

To achieve improved links between schools and universities, teacher preparation must be characterised more strongly by the centrality of professional experience. To do so, the universities and employers will have to develop new structures of teacher education in which university teacher educators are able to engage with schools and the work of the teaching profession, just as much as schools and teachers are able to engage with them.

Models of teacher education are needed in which accredited practising teachers are able to exercise responsibility for the professional growth of aspiring and new teachers. Teacher education in New South Wales must be reconnected with schools and other educational settings.

**Professional responsibility**

Fifth, irrespective of the talent and commitment of individual teachers and teacher educators, many contributors to the Review identified the teaching profession as one which is largely incapable of addressing the range of challenges confronting it. Attention was drawn especially to the gulf which exists between teachers in large systems and employers. When discussing those situations, words such as *malaise* were used during the Review to describe the sense of disengagement from the employer and low-hope which characterise the outlook of too many teachers.

Critically, there is a need to view teacher education as being integrated into the careers of all teachers and educational leaders in a systematic, planned and developmental way.

Structures, systems and immediate work environments have to be developed which will enable all teachers to work toward and practise at the highest possible standards of professional performance, and to be recognised for this. Building and promoting professional responsibility is the key to addressing many of the issues now confronting teaching.

**Key policy directions**

In order for the issues raised in these five key areas to be addressed, it will be necessary that:

- those universities involved in and committed to teaching as a profession give teacher education the highest priority in their strategic planning, funding and reporting
  
  *(Policy direction 1)*

- universities involved in teacher education develop arrangements to enable responsibility for the preparation of teachers, including appropriate knowledge, pedagogy and the values required, to be shared by the faculty of teacher education, other
relevant disciplines in the university and professional associations

(Policy direction 2)

In particular, academics in these disciplines need to be involved actively in the preparation of teachers for their content areas.

- employers of teachers, together with universities and the profession, support the development of standards to be applied at all stages of initial and continuing teacher education

(Policy direction 3)

- universities, in cooperation with employers of teachers and the profession, develop models of initial teacher education which place professional experience at their core and require joint planning, delivery and reporting

(Policy direction 4)

- teaching be established formally as a profession in which teachers can exercise responsibilities as professional people, consistent with other self-regulating professions.

(Policy direction 5)

5.3 Pathways into teaching

School leavers

For most who choose teaching as a career the primary pathway remains that which takes them from school direct to university. The factors which influence young people to choose teaching are undoubtedly many and varied. Not the least is the extent to which outstanding teachers, deeply committed to students and to their profession and its craft, have acted as powerful and positive role models.

Evidence was provided to the Review, however, which indicates that there is not a strong culture in many schools which encourages students to consider teaching as a career. Some teachers actively dissuade their students, as well as their own children, from following a pathway into teaching. Such advice compounds the declining image of teaching in the eyes of the wider community.

…there needs to be a greater awareness and a willingness by those in the profession of the need to promote teaching in a positive manner.\(^{50}\)

Well-structured programs in schools aimed at promoting an appreciation of teaching as a career by students are notable in the exception rather than the rule. There is nothing in New South Wales which approximates the formalised Teacher Cadet program in some American states whereby high school students can undertake a course of study which gives them theoretical grounding and practical experience in teaching. These programs also give advanced standing into a university teacher education course.

Teachers and employers in New South Wales do little to take advantage of the unique position which they have in the marketplace, and there is no Board of Studies course to this effect. If the academic disciplines can promote themselves through such strategies as targeted courses for outstanding school students and national competitions, it is not unreasonable for teaching to be promoted in similar ways. A program whereby, for instance, senior male and female students could have opportunities for practical experience as ‘teaching cadets’ in primary schools, linked to their studies, has the potential to make a significant contribution to addressing the reluctance of males to consider primary school teaching as a career. The issue of the current gender imbalance in teaching is considered later in this chapter.

Teaching is now one of a myriad of possible career pathways which students have laid out before them as they make choices about further studies after the Higher School Certificate. The range of choice is far greater than when many current teachers chose teaching as their career.

Once teaching as a career was attractive to young people because, together with the rewards of teaching children and young people, it offered stability and long-term security especially valued in the labour market at that time. However, in the contemporary labour market which emphasises mobility, flexibility and adaptability, it is apparent that the strong appeal which teaching once had has declined.

It is important here to recognise that we are attracting to the University students with a different set of expectations than

\(^{50}\) Submission 60.
those of ten or even five years ago, and with a different view of their own educational needs. Many students are wary now of being “locked into” a single profession or discipline for the rest of their working lives. They know that employment opportunities will change often in their lifetimes, and they want the flexibility to respond to those changes\(^1\).

As it happens, teacher education graduates and many young teachers have skills, including high-order interpersonal skills so critical in the profession, which are valued in the wider labour market.

Evidence was gathered about those teachers who do not enter teaching at all or only briefly. When such teachers contacted the Review, they invariably commented on the value of their teacher education or teaching experience. They believed their background as teachers strengthened their employability by enhancing their communication skills and ability to deal with people. At the same time they expressed the belief that a career other than teaching brought opportunities for greater flexibility and the prospect of a higher level of salary over time. Data provided to the Review by Morgan and Banks are illuminating about the marketability of teachers and the extent to which they are employed in a diversity of occupations (Table 5.1). The data are based on an audit of applicants holding a Bachelor of Education qualification who approached the company seeking placement in an industry other than education in the twelve months prior to February 2000. Of 443 applicants, only 105 or 23 per cent were currently working in education. The other industries in which they were most represented included other government agencies; financial services; human services; retail; information technology; and property. The data also indicate that people with teaching backgrounds are generally well represented at middle and upper management levels within these industries.

There has been considerable debate in recent years, including media coverage, about the decline in the academic standard of young people who gain places in teacher education courses. There have undoubtedly been instances where applicants with a comparatively low Tertiary Education Rank (TER) or Universities Admission Index (UAI), have secured places in teacher education courses. Nonetheless, the extent to which students with good academic records have entered teacher education continues to be largely overlooked. Figures 5.1 and 5.2 provide information about University Admission Index

### Table 5.1 Teachers in the labour market. Sample of job applicants with a Bachelor of Education, February 1999 - February 2000

<table>
<thead>
<tr>
<th></th>
<th>Education</th>
<th>Other Govt</th>
<th>Banking/ Finance</th>
<th>Insurance/ Legal</th>
<th>Hospitality/ Tourism</th>
<th>IT/Ops/ Property</th>
<th>HR/ Recruitment</th>
<th>Sales/ Marketing</th>
<th>Retail</th>
<th>Medical/ Science</th>
<th>Sports/ Entertainment</th>
<th>Property/ Industry</th>
<th>Total by Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Upper Management Roles</td>
<td>11</td>
<td>1</td>
<td>2</td>
<td>4</td>
<td>4</td>
<td>1</td>
<td>8</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>33</td>
<td></td>
</tr>
<tr>
<td>Middle Management Roles</td>
<td>30</td>
<td>15</td>
<td>15</td>
<td>15</td>
<td>7</td>
<td>15</td>
<td>4</td>
<td>8</td>
<td>19</td>
<td>5</td>
<td>2</td>
<td>4</td>
<td>139</td>
</tr>
<tr>
<td>Non-Management Roles</td>
<td>58</td>
<td>21</td>
<td>33</td>
<td>8</td>
<td>5</td>
<td>24</td>
<td>25</td>
<td>7</td>
<td>24</td>
<td>10</td>
<td>4</td>
<td>15</td>
<td>234</td>
</tr>
<tr>
<td>Graduate/ Assistant Roles</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>PA/Admin Support Roles</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>13</td>
<td></td>
</tr>
<tr>
<td>Self Employed</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td>8</td>
</tr>
<tr>
<td>Total by Industry</td>
<td>105</td>
<td>41</td>
<td>54</td>
<td>27</td>
<td>12</td>
<td>45</td>
<td>41</td>
<td>17</td>
<td>55</td>
<td>17</td>
<td>7</td>
<td>22</td>
<td>443</td>
</tr>
</tbody>
</table>

\(^1\) Submission 163.
(UAI) deciles for 1998 for entry into teacher education and other university courses.

Teaching continues to appeal to able and committed young people at a time when its standing in the wider community is seen to have declined. This in large measure is testament to the claim teaching has as a calling for many young people who are idealistic and highly motivated to serve others. An appreciation of this highlights the opportunity which undoubtedly exists for strategies to increase the size of the pool from which quality applicants for teacher education may be drawn. Promoting teaching as a quality profession should be one of these strategies.

The view was expressed that, as retirement rates accelerate in the years ahead, concern about the ability and suitability of new entrants to the profession is likely to increase. The opportunity for the revitalisation of the profession will be
lost if the quality of new entrants into the profession continues to be questioned by the profession itself and in the wider community.

Critically, unless bright school leavers see teaching as a profession in which they will work and mix with similarly talented and high achieving people, they are unlikely to see it as their preferred career option.

Selecting students
Evidence was provided about the need for more flexible ways of selecting applicants for teacher education programs.

The entry criteria…may not be the best means to screen (teacher education) candidates for either the university or the profession\textsuperscript{52}.

In general, the view was put that the selection criteria should always include, in addition to the academic record, consideration of an applicant’s suitability for teaching, perhaps by interview or portfolio submission, or both.

The Honourable John Aquilina MP, Minister for Education and Training, reflected on the complex skills required of a teacher:

Teaching is the ultimate communication skill. It is complex and sophisticated. It not only involves the passing on of knowledge, but the development of skills, the appreciation of values and the capacity to think critically and evaluate\textsuperscript{53}.

One of the models for selecting teacher education students which could be considered is that which applies in medicine. The Graduate Australian Medical School Admissions Test (GAMSAT) is conducted by the Australian Council for Educational Research (ACER) Admissions Centre for all applicants for Australian government-funded quota places at graduate-entry medical schools. GAMSAT is designed to serve five major purposes:

- recognise those applicants who have a broad understanding of basic concepts in the social sciences and humanities which are considered advantageous to the study and practice of medicine
- ensure that applicants have an acceptable standard of written communication in English
- provide valid and reliable information that will allow ranking of applicants
- indicate to potential applicants the background knowledge necessary to commence the course and the standards required. (How an applicant gains this knowledge is an individual choice.)

Such a model and process may be an appropriate starting point to address issues which are fundamental to the quality of the teachers in New South Wales. The GAMSAT model is essentially different from teacher entrance tests in the United States which are largely a test of basic skills. Comment was made during the Review that the standard for entry into both professional and para-professional preservice programs, especially in the area of literacy and numeracy skills, needs to be appropriate to academic studies and to the professional work which follows. All students, whatever their background or context, deserve to be taught by people who have knowledge and skills of educational significance to pass on.

Competence at entry into teaching
Concerns were raised about essential competencies in literacy and numeracy at the point of entry into teaching. A parent organisation observed that instances of teacher inadequacy in such basic skill areas accounted significantly for the declining status of the profession.

Within our schools today there are teachers who would not be able to pass a basic spelling test or whose use of basic English grammar leaves a lot to be desired. In previous years this would prevent a teacher receiving the teachers’ certificate. Unless the training institutions and the Department of Education and Training demand an acceptable standard, the general public will criticise teaching as a profession\textsuperscript{54}.

\textsuperscript{52} Submission 177.
\textsuperscript{53} Address to the New South Wales Teacher Education Council, 26 June 2000.
\textsuperscript{54} Submission 88.
There needs to be a much stronger focus on the assessment of the standard of a potential teacher’s performance in professional experience prior to accreditation and appointment. Such performance must be a significant factor in the award of a teacher qualification and in the appointment of a teacher. The employers need to have the fullest confidence in the standards attained by graduates in teacher education, and particularly in the standard of their professional experience in the workplace. At graduation, the universities should certify that the graduate has reached and demonstrated the essential competencies needed to teach.

Initial teacher education programs ought to be structured so that a student who decides against teaching should be able to transfer readily to another program with full credit for the work done. Especially in the professional experience component of the program, students should have ample and varied opportunities to ‘test’ their suitability for teaching. They should have expectations that supervising teachers and teacher education lecturers will be involved actively with them and give sound advice. Student teachers should not reach graduation uncertain about the pathway they have chosen.

Additionally, if in the future New South Wales adopts a system to endorse the standard of courses in initial teacher education, interstate and overseas-trained teachers who apply to teach in the State should be required to undertake a paid, four-week, supervised professional experience in a school. They should be required to demonstrate that they have reached the required standard of professional practice for initial certification to teach in the State.

This approach will enable an issue to be addressed which a number of contributors to the Review commented on as an area of concern in the current system. At present, overseas-trained teachers who apply to teach in the New South Wales Department of Education and Training are offered employment after their qualifications have been verified by a staffing officer and, where necessary, they have sat for and passed a written English competency assessment. Many non-government schools employ teachers on the basis that they have also been accepted for employment to teach in a government school.

Nonetheless, there are instances where some overseas-trained teachers appointed under this procedure appear to be inadequately prepared for teaching in New South Wales. Such teachers need to understand the mores and culture of Australian schools and classrooms and be highly competent in the use of English.

A process which requires evidence of standard of performance in professional practice and is applied to all teachers, irrespective of entry pathway, will enable this issue to be addressed effectively.

Additionally, short-term teacher education courses to assist overseas-trained teachers, focused on issues in successful teaching in a contemporary Australian classroom, should be developed and made readily accessible. These courses ought to be available for teachers wishing to access them when preparing for initial certification. They could, for example, be similar to those currently offered by The University of Sydney for overseas-trained teachers.

Areas of teacher shortage

Issues related to teacher supply were raised by many in advice to the Review. There are clearly emerging shortages in some secondary subject areas, particularly mathematics, science, and technological and applied studies, although the extent is a matter of some dispute between those who make projections.

Consideration of the evidence about future supply cannot be separated from consideration of issues about teacher quality. For instance, concerns are expressed that the quality of some mathematics teachers being appointed is inferior to, say, history teachers, a situation which bodes ill for the level of numeracy in the community. As shortage in supply is commonly associated with an overall decline in quality, consideration will have to be given to strategies and programs which will increase the number and quality of available teachers of these subjects in New South Wales schools, including strategies to retain them. None of these strategies should involve sacrificing quality for the sake of finding someone to fill a vacant position. Employers should give consideration to:

- initiatives which provide guarantees about appointment to sought-after schools to outstanding student teachers during their initial teacher education program
- differentiated salaries and enhanced conditions to attract and retain teachers in difficult-to-staff disciplines and geographic areas.
There is increasing competition between school systems in attracting and retaining the very best teachers.

**Alternate and open pathways**

Evidence provided to the Review indicates that across the education community there is substantial support for increasing the diversity of teachers in New South Wales through expansion of mature-age entry pathways. Advice received, including that from school principals, was generally supportive of current initiatives. The most often cited factor was that such teachers invariably brought a wealth of broader experience which made schools more relevant for students.

The evidence indicates further flexible entry pathways are required which:

- value relevant prior learning
- have a strong focus on developing professional practice to meet entry-level standards
- provide a significant level of professional experience in the school as a workplace
- offer seamless transition into employment, perhaps through a paid internship or traineeship-style arrangements, with a high level of mentoring support.

Given the increasing attractiveness of other careers for people with backgrounds in disciplines in high demand in the new knowledge-based economy, entry pathways into teaching must take account of the labour market forces which operate more generally and from which teaching cannot be, and should not be, quarantined. While the employers and the universities have developed some exemplary pathway programs for mature-age entrants, more needs to be done to develop incentives for outstanding teacher education students and graduates in these disciplines to enter teaching.

Additionally, given the extent to which vocational education and training (VET) in schools will expand in the years ahead and current shortages of teachers in technological and applied studies (TAS), flexible, short-course teacher education modules should be developed and implemented by the employers and the universities.

There is a clear need for shorter and more concentrated courses for teacher accreditation which acknowledge the industrial backgrounds and experience of the students whilst giving them the curriculum understandings and cultural appreciations of the school context that will fit them well for working in a variety of sites, including schools. These courses should be so structured that they are seen by people in industry who already have the appropriate knowledge and skills as an attractive pathway into teaching which would not involve an unacceptable financial penalty for them or their families. The focus in such pathways should be on enabling participants to make the connections between their knowledge and the pedagogy required for successful teaching as well as on issues related to the school as a workplace.

A number of submissions cited as exemplary the joint initiative of the University of Newcastle, the Department of Education and Training and BHP to offer a teacher education program to employees affected by the closure of the BHP Newcastle steelworks. The program was identified as an especially effective model for facilitating the entry of highly skilled, mature-age people from other occupations into teaching. In its submission to the Review, the University expressed the view that the model has revitalised technological and applied studies in teacher education. Other submissions commented on the importance of the highly flexible delivery practices and the extent to which prior learning was genuinely valued and incorporated into the program. The following observation on the Newcastle initiative is instructive.

> I’ll leave comments on the performance of the participants in the classroom to the University – although I have personally received incredible feedback from School Education as to their superior delivery skills, subject knowledge and willingness.

We observed some interesting things during the closure with respect to the cohort groups. There was a level of energy amongst the employees on the program. They began studying and working in informal teams supporting each other (this spilt over to their day-to-day work as well), there was a marked increase in self-esteem in participants, and, equally as importantly, the groups

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55 Submission 30.
were a solid example of people taking charge of their lives…

The overall program was at the time and is currently an outstanding success. A win for all involved – ex-steelworkers sharing their knowledge with pride, University staff going way beyond the call of duty to assist them and make the program a truly innovative example of what can be done with a little risk-taking56.

Teaching in New South Wales should be characterised strongly by the extent to which entry pathways value the learning and experience of people in the wider workforce. The Newcastle model stands as an exemplar.

Universities, including the University of Technology, Sydney (UTS), Charles Sturt and Southern Cross, in their advice highlighted the importance of breaking down some of the traditional boundaries in teacher preparation in this area. For instance, Southern Cross University’s Bachelor of Education (Technologies) program:

...will allow students to graduate with both a four year education degree and an AQF level 2 Certificate. It also recognises up to 50% of the four year program, including the teaching practicum days, for students who enter having previously completed a TAFE AQF Diploma. In addition, the course will provide pathways for students, upon graduation, to complete higher levels of AQF qualifications should they choose to follow through on the TAFE component of their studies57.

This model is endorsed. Integrated programs between universities and the TAFE system should be more prominent in teacher education. Current initiatives to achieve this outcome are strongly supported.

Valuing quality

The flexibility built into some current mature-age entry initiatives contrasts with other practices affecting pathways into teaching.

Several former teachers contacted the Review to raise the issue of how generally difficult it is to re-enter teaching in the government sector after having left to pursue other career options or to undertake significant further education. At present, the appointment process places no value on either the experiences or the qualifications. Indeed, the Teaching Services Act 1980 acts against such an approach, an issue taken up in chapter 10.

As a consequence, teachers of potentially the highest quality with relevant other experience and qualifications are lost to government schools and possibly to teaching. The failure to focus on the quality of these people compounds the risk of creating closed cultures in those government schools where there is insufficient infusion of new blood and new ideas from a diversity of sources.

I unsuccessfully attempted to re-enter the teaching service on several occasions. This negative experience made me ask the question: do I really want to resume in a teaching service that (a) does not value my university experience (in fact actively resisted it) and (b) makes it so difficult to re-enter. Other aspects of disillusionment with teacher education in NSW contributed to my decision to now work overseas. I am now in a culture and mission context that is more meaningful and educationally more intensive than the one I left58.

The practice of waiting lists for appointment to a government school is inconsistent with contemporary human resource practice. The lists act as a barrier to entry and stand, as did the promotions lists discontinued in the 1980s, as a symbol of an inward-looking and closed culture of teaching.

The discontinuation of waiting lists for employment would be a significant contribution to improving the capacity of the government school system to identify and appoint teachers on merit. The best teacher available at the time should be chosen to fill a vacancy. The criterion should not be how long they have been on a waiting list. In any event, there will be no waiting lists in areas of shortage and long ones in areas of over-supply. Yet in both cases appointing the very best available ought to be the criterion. No parent would want any less for their child.

The Department of Education and Training’s Graduate Recruitment Program, in which graduates are selected by interview for preferential appointment, was supported by

56 Submission 69.
57 Submission 110.
58 Submission 4.
departmental officers in advice to the Review. The program was, however, criticised by some it impacts upon, namely teacher educators, beginning teachers, teachers and principals. The program’s processes were described as inadequate to assess the standards attained by the applicant and were not sufficiently focused on pedagogical knowledge within disciplines. The evidence is that insufficient account is taken of standards reached in professional experience.

Additionally, while the program seeks to give the impression that ‘the best’ are selected, many highly suitable and perhaps even ‘better’ candidates are excluded. They often wait an inordinate length of time for a permanent appointment, or seek alternative employment in a non-government school or another industry.

**Strengthening teacher diversity**

Comment was made during the Review that more needs to be done to increase the ethnic diversity of the teaching profession. The profession can best be enriched by its composition reflecting as fully as possible that of the society it serves.

While there is an increasing diversity of backgrounds represented, strategies which promote teaching should project the profession as one which values the diversity of its membership and believes that this diversity enriches the teaching and learning environment. In some schools people from particular backgrounds should be better represented, where their knowledge and skills would make a significant contribution to improving the quality of the teaching and learning environment, and broadening student aspirations.

Employers and universities should consider developing a para-professional role as an entry pathway into teaching, which relates more directly to classroom teaching than is presently the case in many para-professional positions. This issue is considered later in this section.

**Gender balance**

Issues about gender balance in teaching were referred to frequently during the Review, with particular comment made on the low proportion of male teachers in primary schools in both the government and non-government sectors. Table 5.2 shows the number and percentage of new teachers employed by the Department of Education and Training in 1999, by gender. Only 12 per cent of new primary teachers were male. Most contributors recognised that legislative requirements precluded preference in employment on the basis of gender. However, in general the view exists that more needs to be done to make particularly primary school teaching an attractive career proposition for males.

The importance of the presence of male teachers in creating a school culture, especially in lower socio-economic communities, so that learning and the pursuit of knowledge is seen by students as being valued equally by males and females in our society was often raised.

Some contributors also commented on how issues arising from The Royal Commission into the New South Wales Police Service Paedophile Inquiry were factors in generally deterring males from considering teaching as a career option:

_An emerging issue appears to be the problem generated for male primary_
school teachers as a consequence of some celebrated child sexual abuse cases and the resultant child protection legislation enacted in NSW in December 1998. We urge the Review to take these matters into consideration when addressing the question of the supply of teachers and the need of many children from single parent families for significant male role models.

Strategies to promote teaching so that it has increased appeal to males must be framed within an understanding of this difficult and complex issue. Nonetheless, at the same time concern about issues arising from child protection considerations is not the only reason for the seeming unattractiveness of teaching to males, at least insofar as government schools are concerned. Figure 5.3 (in section 11 of this chapter) shows that there has been a significant loss of male teachers in government schools when compared with the non-government sector.

Indigenous teachers

The issue of increasing the number of indigenous teachers is long-standing. Table 5.3 shows the number of Aboriginal and Torres Strait Islander (ATSI) people newly employed as teachers with the Department of Education and Training since 1994. The figures are well below the number needed for the proper representation of Aboriginal teachers in the profession, given that the Aboriginal and Torres Strait Islander student population in government schools is approximately 3.7 per cent. The Review was unable to ascertain the number of Aboriginal teachers in the different non-government systems and schools.

Issues of critical importance in Aboriginal education will not be addressed appropriately until this level of entry into teaching is increased substantially in both government and non-government schools. Current work being done in universities, including joint initiatives with the Department of Education and Training, provides a platform for future directions which will increase indigenous participation in the profession.

For instance, the two-year Diploma in Indigenous Australian Studies (Aboriginal Rural Education), with articulation into the three-year Bachelor of Teaching (Primary) degree at the University of Western Sydney is structured as a pathway into teaching for indigenous students from rural and remote New South Wales. The program is mixed-mode, with block residential and independent study through distance education.

In advice to the Review the University commented that changes have been made recently to enhance the program’s effectiveness, including reducing the size of distance education modules, introducing progressive assessment and strengthening ‘the Koori world view and social values’ in the way material is delivered. In the period 1998 to 2000,
25 diploma graduates successfully completed the Bachelor of Teaching (Primary) degree, with 23 of these graduates now in teaching positions. The Review’s attention was drawn to similar programs at the Australian Catholic University and at The University of Sydney.

Irrespective of the success of such initiatives, a high level of support exists within the education community for strengthening targeted strategies to increase the number of indigenous teachers, particularly through flexible pathways. Evidence provided indicates that pathways should be developed which involve a combination of scholarships and opportunities for initial employment as a para-professional with a role strongly focused on the classroom. Arrangements which involve a component of paid training in the workplace may be a suitable pathway for some.

The point about focusing para-professional pathways on the classroom is important, and applies more broadly to para-professional work in teaching. Para-professional positions and pathways must not be confined to technical support or community liaison. They ought to be more significant and more valued in teaching, brought to a level comparable with the situation which applies in many other fields of service where professionals and para-professionals work together.

For instance, in relation to a para-professional pathway for indigenous people who aspire to be teachers, their initial training could be concerned with well-defined areas, such as literacy and numeracy, where their impact will be potentially greatest. As they move further along the pathway the areas of learning could be broadened, supported by the professional experience they are gaining. Additionally, these pathways must provide a significant level of opportunity for Aboriginal teacher education students to work and learn with non-indigenous students in pre-service and para-professional training. This will assist in overcoming some of the problems caused by the generally small size of the cohorts. The TAFE system could have a special role in developing para-professional pathways within this model.

Data systems

A need exists for a greater range of data on teacher education, teacher qualifications and experience, and teaching practices which would enable reasonable conclusions to be drawn about teacher quality policies and make recommendations for improvement. The evidence suggests strongly that better quality data in teacher education and teaching must be gathered and made available publicly and particularly to employers, decision makers and, from time to time, reviews of progress.

In particular, issues such as:

- why students choose or do not choose teaching as a career
- the attitudes of students in teacher education courses toward their future career options
- gender insofar as it affects career choice and progression
- why teachers make particular career decisions
- teacher mobility between government and non-government schools
- teacher mobility between teaching and other professions and vocations
- the qualifications and experience of teachers in schools,

should be the subject of a greater body of research knowledge than presently exists in New South Wales. Data systems need to incorporate the information, and it should be readily and publicly available.

Aggregated data on teachers is held by all schools in the Australian Bureau of Statistics ‘Schools Australia Collection’. While valuable information, the data provide no insight into issues associated with teacher quality.

Policy directions for pathways into teaching

In order for issues related to pathways into teaching to be addressed, it will be necessary that:

- universities, employers, the TAFE system and the Board of Studies promote teaching in schools and other educational institutions, including the development of Higher School Certificate courses which will give advanced standing to students who aspire to become teachers (Policy direction 6)
- entry into initial teacher education include processes which enable the universities to assess suitability to teach, including personal qualities and capacities regarded as important to success in the profession (Policy direction 7)
In this regard, it will be necessary that work be done on establishing appropriate tests to parallel the Graduate Australian Medical School Admissions Test (GAMSAT) to assist in selecting those most suited for entry into teaching, both at undergraduate and graduate levels. It will be necessary for the vice-chancellors of universities seriously interested in teacher education courses to establish a committee in conjunction with the employers of teachers across all systems to put this into effect.

- the universities, in consultation with employers, the unions and the profession structure initial teacher education to give students significant professional experiences early in their course to inform them about their suitability for teaching and enable them, where teaching is not a suitable option, to pursue other study pathways
  (Policy direction 8)

- the universities be required to attest to those graduates who meet acceptable standards at the end of their course prior to employment
  (Policy direction 9)

No teacher should receive initial certification to teach who has not demonstrated the attainment of essential standards of professional practice.

- scholarships, traineeships and internships be offered to attract and retain outstanding students in initial teacher education programs, in ways that contribute to raising the quality of the profession
  (Policy direction 10)

- employers introduce, in negotiations where appropriate with relevant unions, a system of differentiated salaries and conditions of employment to attract and retain high quality teachers in difficult-to-staff teaching subject areas and schools
  (Policy direction 11)

- universities, employers and the TAFE system expand pathways into teaching for mature age entrants, including, where appropriate, guaranteed appointment to positions after completion of initial training
  (Policy direction 12)

Teaching needs to make greater use of the knowledge base in the existing workforce of people who would, with well structured initial teacher education, become excellent teachers.

- the Department of Education and Training in its recruitment practices give priority to teacher quality in making teaching appointments rather than time spent on a waiting list
  (Policy direction 13)

- the Graduate Recruitment Program of the Department of Education and Training be revised to give greater priority to assessing performance of such graduates in professional experience
  (Policy direction 14)

If this is not possible, it will be necessary to develop new processes which will:

- attract high achieving teacher education students during their course of study
- allow the appointment of the most meritorious on the basis of their achievements in initial teacher education, including their identification by supervisors and principals during professional experience.

- employers, in collaboration with universities, the TAFE system and schools, develop para-professional pathways into teaching which target talented and suitable applicants from a range of relevant backgrounds
  (Policy direction 15)

These para-professional positions should have a direct role in supporting pedagogical practice to improve student learning.

- strategies be developed cooperatively between employers and the profession which promote teaching as an attractive and rewarding career for talented and suitable male as well as female school leavers and those already in the workforce
  (Policy direction 16)

- universities and employers, in conjunction with schools and the TAFE system, develop further para-professional pathway programs into teaching for talented and suitable indigenous people
  (Policy direction 17)

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61 An internship refers to a period of professional experience provided to people who have completed their professional preparation to teach.
A traineeship refers to paid training arrangements for people participating in a program of initial teacher education or to those who have a non-teaching qualification and are simultaneously learning how to teach while completing their professional qualification.
universities, employers and the unions in conjunction with the profession facilitate and support increased research into the career and employment decisions of teachers in New South Wales to inform workforce planning.

(Policy direction 18)

This will require a review of the data kept by universities and employers so that appropriate information is available.

5.4 Initial teacher education

Imperatives for reform

The view was put repeatedly in written submissions, consultation meetings and forums that key aspects of initial teacher education in New South Wales need to be reformed. The view was less frequently expressed that relatively minor adjustments to or rebalancing of existing programs would be sufficient to improve the quality of teacher education.

…what is needed is a new vision of teacher education, a different structure that operates according to a different logic, and players other than the present universities alone.

The evidence indicates that there is no alternative. Teacher education cannot continue substantially within present models and structures. Reform is needed which reconnects teacher education and schools. The reform has to be at least as dramatic and government and employer driven as were the reforms in vocational education arising from the so-called training reform agenda of the early 1990s.

The missing element in those vocational education and training reforms was a professional view based on solid research. The current rethinking of the directions of the reforms of vocational education after a decade emphasises how important it is to have sound premises on which to base reform and the inadequacies of a ‘top-down’ approach.

As discussed earlier in this chapter, the commitments which exist presently within universities to reform teacher education in New South Wales will only be realised when those involved place teacher education at the centre of their agendas. The reform and revitalisation of teacher education will not be achieved in universities where perceptions prevail that little prestige attaches to teacher education and that it must inevitably be given a low priority. Nor will it occur if the preparation of teachers in particular fields is left to the teacher education faculty without significant input from relevant disciplines on the curriculum and pedagogy that should apply.

The separation of teacher education from the disciplines is symptomatic of a broader failure of public policy to develop coherent views about the discovery of knowledge (research), its application (development) and its communication (teaching). All too often policy development proceeds as if these are unrelated activities. Their coherence will be increasingly important in a society which gives primacy to the generation of knowledge and the communication of information.

Equally, teacher educators have to be connected with schools and the other places where teachers work.

Just as schools need to relate closely to their communities so teacher education faculties need to relate closely to schools and to the profession. Some faculties are diffident about this, preferring to look inwards to the university.

Rationalising providers

One of the more significant issues which must be addressed is the need to rationalise teacher education programs across the State’s universities. Those universities wishing to maintain or build a strong profile in teacher education should be able to do so by concentrating on well defined areas in which they can develop excellence rather than thinly spreading limited resources over a multiplicity of programs. The viability of a number of current teacher education programs is questionable. If their viability is in question, so is their quality, especially if they continue to act in isolation.

Rationalisation driven by a commitment to quality will facilitate better planning and levels of cooperation between those who prepare teachers and those who employ them. Difficult issues of scale in some programs need to be addressed. Good planning should enable programs to be expanded quickly when demand changes.

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62 Submission 118.

63 Submission 110.
Instances of cooperative programs and initiatives between universities did not feature in advice given, yet such approaches seem so obvious to the outsider that it is difficult to believe they are not prominent features of teacher education to be celebrated by the universities. It is also difficult to understand why, given the issues and challenges which have confronted teacher education over the past decade and more, a common structure has not been developed within which credit transfer arrangements are a central feature. Indeed, there is often more co-operation between a New South Wales and an overseas university than between two universities within the State.

No structure exists which will enable the universities to work with the employers and the professions to secure the changes involved in the rationalisation of teacher education in New South Wales. Nor is there a process to customise teacher preparation and development programs that are integrated with the employers’ recruitment and continuing teacher education needs. The evidence gathered indicates that coordinating responsibility for rationalisation and future planning, including possible market bidding for places, should occur within a structure which brings the parties together.

Centres of excellence

Several universities indicated that the way ahead should be to develop centres of excellence in teacher education in particular disciplines or in specialised fields, such as regional and rural education. Such an approach, involving cooperation between the universities and strong links with the employers, the professional associations and business, was seen as a structural response to the need to focus more strongly on the quality of initial provision.

Such centres could also have an important role in preparing future teachers who may have been targeted through scholarships provided by employers. In general, the view was put that they would enable people from a range of backgrounds, including other disciplines, to make a major contribution to teacher quality in the State’s schools.

The concept is, of course, not new. For example, the Institute of Early Childhood at Macquarie University is an example of a centre with a sense of its identity in teacher education; diverse and structured entry pathways; and orientation to building and maintaining linkages with the wider profession and other agencies.

In the Institute, academic staff are drawn from a range of disciplinary backgrounds, including psychology, sociology, linguistics, social policy, cultural studies, management, and the arts, as well as education.64

Innovative models which embed teacher education in an inter-disciplinary mix focused on building professional standards are ones which the Review endorses.

A number of university submissions raised the desirability of increased specialisation in teacher education. The most advanced of these was that proposed in a detailed submission from the University of New England’s School of Curriculum Studies. The University proposes to establish a national centre of excellence in the teaching areas of mathematics, science and information technology. The proposal seeks to increase provision for teachers of these subjects, especially for those who teach in rural, outer metropolitan and isolated areas.

The model seeks to build on the University’s national and international research reputation in this area. It incorporates use of technology and brings together experts from academic staff from the education and science faculties, as well as from professional teaching and industry organisations and classroom teachers.

The focus of the model is on addressing those factors which limit country students from achieving their potential in these important subject areas by breaking down the professional isolation of teachers in rural New South Wales. Too little of this activity has been done in the past and the proposed initiative is one which would be highly relevant to the needs of rural and regional New South Wales.

More specific strategies are required to meet the preparation and career-long professional development needs of teachers in outer metropolitan, rural and isolated communities, an area which State and Commonwealth governments, despite worthwhile attempts, have found difficult to target. In mathematics, science and technology this is becoming a matter of urgency, given the difficulty of attracting teachers in these subject areas.

A model such as that proposed in the University of New

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64 Submission 67.
England submission is strongly endorsed; it offers an innovative approach to the critical need to address issues related to the shortage of teachers in these subjects in rural and regional communities. Good science, mathematics and technology backgrounds in young people are critical to improving opportunities for them in rural and regional Australia.

Teacher educators

Submissions expressed the view that too few teacher educators regard themselves as teachers and members of the teaching profession, although they may wish to draw a distinction and describe themselves as educators. As a consequence, in the main they are regarded by teachers as not being part of the real world of school teaching and learning.

The Honourable Dr David Kemp MP, Minister for Education, Training and Youth Affairs expressed a similar sentiment in a broader context:

…universities have been less than fully responsive to the diverse needs of their students and somewhat insular from the real world where their students are working or seek to work. Teaching is still under-valued and two thirds of graduates have consistently expressed dissatisfaction with their teaching.

In too many instances teacher educators teach the academic content of a subject because that is their interest, not its pedagogy. Instances were cited of students consistently being set assignments which involve research into content but only rarely into the exploration of the pedagogy of their subjects. Too often teacher educators appear to be driven by an interest in the academic discipline of Education or an interest in passing on their own philosophies, rather than giving priority to preparing their students to be excellent teachers. The pursuit of narrowly-defined academic interests only serves to widen the gap between teacher educators and teachers in schools. Further, in too many instances teacher educators focus on pushing marginal student teachers across the line, rather than setting high standards for all.

Advice received made the point that any number of teacher educators would in fact be unqualified to teach in a New South Wales government school. To take this further, teaching is the only profession in which its most senior practitioners, namely the teachers in universities irrespective of the discipline, do not see themselves as members of the profession in which they practise. Rather, they see themselves as academics who have to teach.

During seminars conducted by the universities as part of the Review process, the point was made that teacher educators will not identify themselves as members of the teaching profession so long as there exists a university culture which values academic research and publishing over time spent in schools working with teachers and student teachers, developing their pedagogy and at the same time advancing the body of pedagogical knowledge. Comment was made that teacher educators who give priority to working in schools with teachers believe that their career prospects are limited.

A very different situation applies in other professions, where university staff are thoroughly integrated with cutting-edge action in that profession. Medicine is an obvious example. Educators in medical schools see themselves as clinicians first: members of the medical profession, rather than academics who happen to teach medical students.

Genuine partnerships between universities and schools in the initial education of teachers will be strengthened by structures and processes in which teacher educators and teachers work together with a shared identity as members of the teaching profession, jointly engaged in the broad range of activities their profession demands.

Industry participation

The involvement of industry in the preparation of teachers should be encouraged, facilitated and welcomed. Representatives of industry made a number of approaches to the Review, seeking to influence more directly the outcomes of schooling. Industry has a long history of providing specialised information resources and programs, especially curriculum materials not readily available to teachers. The capacity of industry to support pedagogy should also be harnessed.

One resource brought to the Review’s attention was that being developed by the National Network for Earth
Science and Engineering Learning. The resource provides state of the art techniques for analysis of satellite and other data pertinent to geological and environmental sciences. These are highly relevant to good science teaching.

Another quality program was that of the Australian Business Week, a not-for-profit organisation that is incorporated as a public company limited by guarantee. It is responsible to a committee of prominent business people and representatives from departments of education and universities in each participating state. It offers a one-week program involving participants in teams learning about business by running their own computer-simulated company, supported by a mentor on loan from a business. The program’s goal is to provide business skills to young people.

Another is in the area of literacy, the I Read program developed by Scholastic Australia which uses tests to establish the reading level (in lexiles) of children. Lists of books are then provided, interesting to the child and with the right amount of challenge to promote reading development. The program is based on fifteen years of university research in the United States from which the scheme was developed.

Opportunities for the collaboration and involvement of business and industry in the preparation and continuing education of teachers have not been developed sufficiently, particularly within the teacher education sector. Such collaboration is more likely to attract the involvement of other disciplines within a university. It is one area of opportunity which, if properly addressed, should grow following the Review.

Teaching in regional and rural settings

As discussed previously, greater priority should be given to cooperation between universities in teacher education. Given the resource demands, this should apply especially to ensure that teacher education meets the needs of regional, rural and remote communities. The University of New England and Charles Sturt University in particular have a very significant role in teacher education in these communities. It may be appropriate for the two universities to address jointly ways in which the unique issues confronting those involved in the preparation and professional development of teachers for rural and remote schools could be responded to most effectively.

If professional experience in schools and other educational settings is to be a more significant component of future models of teacher education, the resource issues which will apply are more likely to be resolved by arrangements which capitalise on the expertise and capacity existing in both schools and universities. The possibilities certainly should be explored by them.

Employers have incentives to attract teachers to and retain them in traditionally difficult-to-staff rural and remote locations. Comment was made, however, that more needs to be done to structure initial teacher education so that students, including those from such communities, are encouraged to enter teacher education and to take up teaching appointments in rural and remote schools.

In order to give the greatest possible profile to the quality of teachers in these schools, consideration ought to be given to rural teacher education scholarships for especially talented and suitable candidates. Consideration must also be given to funding arrangements which will enable appropriate professional experience in rural and remote schools to be undertaken.

The submission to the Review from the Isolated Children’s Parents’ Association canvassed some current initiatives which could perhaps be expanded.

In 1999 an intern scheme was arranged between Charles Sturt University and the State Advisory Council of the Country Areas Program whereby a final year student, studying secondary teaching, was selected, on merit and interest from the eligible applicants, to undertake the final practice period in an isolated high school. This student’s travel and living expenses were met as was the cost of releasing the student’s mentor from classroom duty for the required period.

In rural areas of Queensland students are encouraged to apply for isolated schools for a practicum. The students are billeted locally and the community takes responsibility for ensuring that the student is included in everything. This is a joint project…to attract new, young, enthusiastic teachers…on graduation.

One of the particular distance education issues which was

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Submission 88.
raised with the Review was that of the often important role played in the education of children and young people by older family members, especially mothers, but also and increasingly fathers and grandparents.

Consideration should be given by the employers and the universities to the development of accessible online courses through reliable forms of technology and other support which will contribute to the para-professional role these people already undertake in teaching, including the possibility of advanced standing into relevant courses of study.

Determining best practice

During the Review, instances were cited by the universities and individual teacher education lecturers of innovative and quality programs in teacher education which have been developed.

Nonetheless, few claims could be supported by substantiated, verifiable data. Individual perceptions and anecdote largely provide the framework for discussion about the quality of teacher education in New South Wales. Information which universities have about the quality of their teacher education programs is rarely shared. More public dissemination of internal reviews conducted by the universities would increase wider confidence in claims about best practice status.

There were instances where advice to the Review cited particular teacher education programs as constituting best practice which were in fact the subject of criticism from other sources, making highly problematic attempts to identify instances of best practice in teacher education. The reality is that at present there is no capacity to measure and describe teacher education programs in terms of the quality of their performance, from early childhood to secondary and vocational education.

Indeed, the perceptions which many teacher educators appear to hold about the quality of their programs were challenged during the Review by others.

If students and beginning teachers succeed in New South Wales, it is now often in spite of, not because of, the quality of teacher education 67.

Standards in teacher education programs

Uncertainty about the quality of initial teacher education in New South Wales must be addressed. Structures and processes which enable standards to be developed, applied and reported upon are required within programs of initial teacher education endorsed by an external body. Our teachers must be quality teachers because of the standard of their preparation.

The development of standards for teacher education programs and their regular assessment will make a significant contribution to improving the quality of teachers in New South Wales schools. These standards must be known. They must exist in both the professional and public domains.

The concept of a body with responsibilities including the endorsement of teacher education programs was strongly supported in submissions and advice from a range of sources, including the international forum on teacher education conducted by The University of Sydney as part of the Review process.

Teacher education should be conceived as a continuum relating to the development of professional standards. This is best achieved through the establishment of an autonomous College of Teaching comprising representatives from all stakeholders in teaching and teacher education in New South Wales. The College should focus on continuing enhancement of the teaching profession based on the articulation of a set of professional standards which should be developmental in nature relating to the multiple and diverse roles of teachers and the broad range of sites and contexts in which they work. As an accreditation agency, the College should be responsible for the accreditation of teacher education programs; the continuing professional development of teachers; and the continuing accreditation of teachers 68.

If a professional body for teacher education and teaching is established in New South Wales, one of its important roles should be to report on teacher education programs which constitute demonstrated best practice. This will address the concern a number of contributors to the Review made about the lack of any process which enables

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67 Submission 4.

68 Submission 153.
teacher educators to be well informed about initiatives and approaches outside the university in which they work.

The potential of a standards-based system of endorsement to improve the quality of initial teacher education is illustrated by beginning teacher preparation for the assessment and reporting of student learning outcomes, a central component of teaching. There appears to be considerable variation in what is taught in initial teacher education programs. Moreover, in general, issues related to assessment and reporting do not figure prominently in current practicum models. Beyond graduation, there is little continuity between professional experience gained in the university studies and what confronts beginning teachers.

Research is clear about the importance of teachers having contemporary knowledge, skills and understandings about student assessment, and in particular the need for formative evaluation at the classroom level to be strongly grounded in the teacher’s pedagogy.

…if assessment is not working effectively in our classrooms every day, then assessment at all other levels (district, state, national, or international) represents a complete waste of time and money…

and,

…no once-a-year standardized assessment can overcome the dire consequences for students that are caused by the ongoing mismeasurement of their achievement.

Teachers require sophisticated knowledge about student assessment and formative evaluation related to the classroom, acquired in both initial and continuing teacher education. For instance, a view was expressed that in recent years the emphasis on summative assessment at a State level has resulted in less importance being given by both the universities and the employers to teacher knowledge and skills in formative assessment.

As a logical follow-on from the New South Wales Government’s reforms, all teachers who enter the profession must be required to demonstrate that they have contemporary knowledge and skills in assessing and reporting student outcomes. Induction and professional development programs must enable teachers to extend their learning in this core area of teaching. Teachers who reach high standards in student assessment and reporting both formative, during the teaching program, and summative, at its conclusion, should be recognised for their advanced knowledge and skills through a process managed by the profession itself. In the 1998 report, Preparing a Profession, Adey, in writing about standards in initial teacher education, detailed those which graduates should be required to demonstrate, including:

…the knowledge and ability to implement a variety of appropriate student assessment and program evaluation strategies, including the ability to construct and undertake reliable and valid assessments of learners. They should have the knowledge and commitment to ensure inclusive assessment and evaluation practices which are consistent with equity and social justice.

The deans of education recognised that this critical area should be addressed through a standards-based accreditation system. It did not happen as a consequence of the 1998 report, but the imperative for it has not disappeared.

Another area which would benefit from the development of standards is that of the education of students with learning difficulties. Standards are needed to provide a focus on the complex range of knowledge and skills teachers require in order to teach those who find learning difficult. The standards will need to respond to the reality of the challenges involved for many teachers who are required often to deal with significant numbers of students with learning difficulties in any one setting. These challenges have increased significantly, and particularly, as a consequence of integration policies. The standards, as well as informing teachers, should also guide the design of teacher education courses and the range of support provided to teachers by employers.

A system which endorses teacher education programs in New South Wales will mean that teaching graduates have the required learning at well-defined standards to enter the profession. It will also enable the universities and the employers to achieve greater continuity from pre-service programs to induction, since in an area such as student assessment each will know their respective responsibilities and can work in partnership.

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70 Adey, p.16.
Mandated course components

A properly developed and applied standards-based endorsement process in teacher education should enable new approaches to the concept of mandated course components. Rather than mandating elements of courses, standards should require students to demonstrate explicit outcomes in such areas as special education, gifted and talented education, Aboriginal education and information technology, as well as subject disciplines.

Such an approach will mean that all students will graduate with required basic knowledge, skills and professional experience for teaching without impinging on the capacity of the universities to organise courses in ways they deem appropriate. The employers should then see that the further requirements they have in terms of knowledge and skills are dealt with in structured and appropriately delivered induction programs.

The role of schools in teacher education

Professional experience in schools must be at the centre of initial teacher education. The endorsement of teacher education programs by a professional body would be an incomplete exercise unless a process exists which focuses on standards in the professional experience component which schools provide.

Present practices mean that, in the main, schools have no input into the professional experience component other than to meet requests made by the university and to nominate a cooperating or supervising teacher. Their role and standing must be considerably more significant. Schools could, for instance, be recognised through an external process as partners with universities in tendering for the delivery of teacher education programs. This issue is discussed in chapter 8 of this Report.

Linking teacher education and school reform

Particular importance is attached by the Review to the observation made on the reform of teacher education by Alan Tom from the University of North Carolina at the forum organised by The University of Sydney as part of the Review process, Repositioning Teacher Education. Tom expressed the view that such reform needs to occur concurrently with the reform of schooling. This resonated positively with views expressed both by those representing teacher educators and those representing schools and employers.

The concept that teacher education and schools must not be treated separately was also raised by the American Federation of Teachers College-School Task Force on Student Achievement, Closing the Circle: Making Higher Education A Full Partner in Systemic Reform.

Colleges and universities train our public school teachers and construct the nation’s research into teaching and learning. Through their admission policies, colleges and universities exert a powerful influence on the content of the public school curriculum and on the courses taken by students who aspire to a college education. For school reform to work, higher education must become a full partner. For higher education to advance, schools must become stronger.

There are some obvious implications which arise from this view when it is applied to the New South Wales context.

First, the universities and the employers should work together to build teacher education into reformed models of schooling. An example is the government sector collegiate education model now emerging in New South Wales in which some Year 7-10 secondary schools are associated with a senior secondary school and are linked to TAFE and university campuses.

Evidence was provided to the Review about work currently being done to build a relationship between the University of Western Sydney and Chifley College in the Mount Druitt area of Sydney. Additionally, the Review notes the announcement of the Government’s plan to establish a Northern Beaches Secondary College, with a senior campus for students in Years 11 and 12 and four Year 7-10 campuses. The College will be linked with the Northern Sydney Institute of TAFE and with the University of Technology, Sydney (UTS) through the proposed UTS Study Centre. Similar developments are proposed for Newcastle and Dubbo.

Future reform of schooling in New South Wales should have as a major priority considerations of how new structures and cultures can be established which will

make major contributions to improving the quality and effectiveness of initial and continuing teacher education. New schooling structures will fulfil their great potential only if they lead to improved pedagogy. They will not do so if the pedagogy of past structures is simply translated into the new. Current work around shared and conjoint appointments point to an area which should be pursued vigorously. As an example, the Australian Catholic University (ACU), in an agreement with St Paul’s Greystanes in the Parramatta Diocese, has a member of the ACU faculty part-time at the school, working in teacher development.

Conjoint appointments between employers and universities must become prominent in teacher education, focused on reconnecting schools and universities in the provision of high quality and relevant initial and continuing teacher education programs. These appointments must be two-way: teachers from schools making an impact in universities as well as teacher educators, expert in their discipline and its pedagogy, making an impact in schools.

Second, partnership models between universities and employers should encompass new structures and programs, particularly those which increase the amount and quality of professional experience such as designated professional development schools.

Universities and employers have to be sure that the educational settings, including schools, in which student teachers develop their craft are high quality learning environments where excellent teaching, verified by standards attained, is the norm. University academics from the various discipline areas and school staff should be involved jointly in the preparation of beginning teachers in a manner similar to the way clinical experience is gained in a teaching hospital. After all, what fundamentally can be the difference between teaching Year 12 in school or first year university?

The potential of a professional experience model, involving problem-based and case-based learning is recognised in a number of universities. For instance, the University of Wollongong, together with the Department of Education and Training and the New South Wales Teachers Federation, has developed a pilot teacher education program to refocus teacher education delivery from a ‘campus-based-lecture-tutorial’ mode to a ‘problem-based-learning-within-a-school-site’ mode.

The structure of the pilot is designed to facilitate an inquiry and problem-solving approach such as that used in medicine and the health sciences by placing professional practice at the centre of the student’s learning. An important principle in the pilot has been to shift the approach in the practicum component from supervision to mentoring, which encompasses the learning of the student teacher and the mentor. The pilot is designed to explore a number of issues which are of critical importance to models of teacher education in New South Wales. Among other areas of investigation, the pilot is examining the extent to which:

…it is possible to reorganise the knowledge bases of undergraduate teacher education subjects so that they are more integrated with school and classroom culture, and therefore more relevant, more meaningful, better appreciated by student teachers, with less duplication across subject areas72.

Such an approach is consistent with the directions identified during the Review as necessary to improve the quality of initial teacher education. Evaluation of the pilot and other similar initiatives should be a matter of great interest to universities, employers, unions and the profession.

Third, universities and schools must take greater account of the research evidence which points to the need for a shift from seeing teaching as an individual, largely isolated practice to one which will become increasingly collaborative in response to the imperatives of the knowledge society. For instance, all student teachers should have substantial opportunities to work collaboratively with advanced practitioners rather than in a model which only provides opportunity for individual classroom teaching, albeit supervised.

In taking account of this research, principals have a major responsibility to shape pedagogy in their schools to incorporate a greater component of collaborative teaching and learning. The teaching environment must incorporate current knowledge about quality pedagogy so that the expectations of the universities about the quality of professional experience provided to student teachers can be met. This is an issue of educational leadership, and one which needs to be given far greater prominence than is presently the case. The examples of innovative practices

72 Submission 122.
in both government and non-government schools should be more widely known. The universities must take the fullest possible account of these practices in the design and delivery of teacher education programs.

**A reform agenda**

Evidence provided to the Review indicates that the reform of initial teacher education should encompass:

- conceptualising initial teacher education as fitting within a field of study broadly defined as ‘communication’ or ‘knowledge development’, from which not all graduates will necessarily work in schools
- placing professional experience and related learning at the centre of teacher education so that new responsibilities for preparing competent beginning teachers are defined for teacher educators, other disciplines in the universities, teachers and principals
- designing the teacher education curriculum so that it illuminates and is illuminated by professional experience, based on changes occurring in schools
- developing a new balance in teacher education between the universities, the TAFE system and schools built on contractual partnerships with well-defined roles
- making a significant number of conjoint appointments by universities and employers to strengthen the connections between teacher education and schools
- establishing greater continuity between pre-service teacher education and induction within a first teaching appointment, both of which should be conceptualised in a holistic way as constituting initial teacher education
- transforming the curriculum of teacher education to orientate it towards a case-based and problem-solving approach, consistent with current pilot projects in some universities
- strengthening the teacher education curriculum so that future teachers will be able to adapt relevant technology to their pedagogy
- guaranteeing that all teacher education students, irrespective of the phase of schooling for which they are being prepared or the subject discipline, have the necessary conceptual understandings to teach and reinforce reading, writing, numeracy and the use of computer technology
- requiring all students and teacher educators to acquire knowledge about relevant current Board of Studies syllabus documents and to understand the connections between the mandated curriculum and the pedagogy which best delivers it in a range of contexts
- linking more closely and formally teacher education faculties with the Board of Studies so that teacher educators have access to all current and relevant documents
- requiring all teacher education students to acquire contemporary knowledge and understandings about issues in the assessment and reporting of student learning outcomes
- allowing all students to gain contemporary understandings about how schools operate, issues related to school culture and implications for their teaching, and the role of the teacher in school, parent and community relations
- equipping students with knowledge and skills to fulfil and sustain the parent partnership critical to the quality of schooling outcomes
- integrating behaviour management into professional experience and course learning components
- increasing the orientation towards the diversity of employment settings which future teachers will enter, including contract work, for which most teachers are inadequately prepared, although it will be a reality for many
- building in the concepts of *just in time* and *just for you* learning, so that teachers have the skills to access prepared, quality information relevant to their teaching rather than constantly inserting additional content into the initial teacher education curriculum
- repositioning components of the mandated teacher education curriculum so that the employers take greater responsibility for the outcomes achieved, through a structure in which the universities also have a continuing role and responsibility
increasing the focus on good student teachers to make them better, rather than spending effort in pushing the marginal to pass

requiring teacher educators to provide clear advice to student teachers about their suitability for teaching

discontinuing the culture of not failing students, particularly in the professional experience component.

Such a reform agenda has implications reaching well beyond the universities. Indeed, reform of this nature and scope cannot proceed in isolation. It must inevitably involve commitment and participation across the education community.

It is impossible for any initial teacher education program using current Australian models to prepare students totally or even sufficiently for the increasing complexities and intensity of teachers’ work. That is why the partnership with practising professionals and the extension of such partnerships to induction and continuing teacher education is so important.

Key components of this reform agenda will necessitate a commitment to new approaches to the funding of teacher education on the part of those with responsibility for it, including the resourcing of the professional experience component. Issues related to funding are dealt with in chapter 10 of this Report. Within present funding arrangements, professional experience is too frequently the last component of a teacher education program to be funded, appearing to be an add-on, rather than the core of the initial preparation. If the universities are committed to the centrality of professional experience in teacher education, then, as seems much more the case in their preparation of other professionals, it should be the first item funded using the full range of resources available. Decisions then follow about other competing priorities.

Comment was made earlier in this chapter about the practice in the Department of Education and Training of waiting lists for employment. Waiting lists also influence initial teacher education in that student teachers know that placement on a list will almost certainly lead to eventual employment. Except for the relatively small number recruited under the Graduate Recruitment Program, there is no differentiation in terms of performance and therefore no real incentive to achieve the highest possible standards.

Policy directions for initial teacher education

In order for issues related to initial teacher education to be addressed, it will be necessary that:

- the provision of teacher education in the State be sought from a range of institutions which are prepared to meet pre-determined requirements and have a strong commitment to its provision
  (Policy direction 19)

- university teacher educators responsible for professional experience as members of the teaching profession be expected to undergo the same process of accreditation as teachers
  (Policy direction 20)

- universities value and reward academics in teacher education, irrespective of their faculty or discipline, particularly by recognising the role they have working with teachers and schools
  (Policy direction 21)

- teacher education be structured and funded to meet the unique needs of regional and rural communities
  (Policy direction 22)

In particular, talented and suitable people require special support in their professional practice which will enable them to be accredited for their expertise in the provision of education in rural and distance settings.

- courses be developed for para-professionals in rural and remote educational settings to provide credentials to people who have important roles in the teaching process
  (Policy direction 23)

- standards be established for the external assessment and endorsement of programs of initial teacher education
  (Policy direction 24)

- a process be established to attest to the quality of professional experience provided for student teachers in schools.
  (Policy direction 25)

79 Submission 129.
5.5 The practicum

The practicum model

The opportunities student teachers have to work in schools during their initial teacher education program is generally through the practicum model.

It is universally recognised that the practicum is central to teacher education programs as it is in the classroom that pedagogical skills are developed, and theories of teaching and learning are contested.

For most, the practicum is a limited period of time, recurring during their preparation program when student teachers are meant to apply what they have learned in their studies, usually with the assistance of an experienced teacher.

A range of evidence was presented about the extent to which the present practicum model is no longer appropriate.

Student teachers too often are unable to make worthwhile connections between the practicum experience and their learning in the pre-service course, with instances cited of student teachers having no opportunity to practise in an area being studied.

The range of practicum experiences provided to students is often too narrow, and insufficiently exposes them to the diversity of teaching in contemporary schools and other settings.

Generally, teacher educators are not sufficiently involved in the practicum or in the schools where it occurs, irrespective of the view some hold that supervising teachers should have sole responsibility.

Supervising teachers are often uncertain about their responsibilities and in general have had little, if any, formal preparation to undertake the role.

There is an element of chance about teachers who supervise student teachers, with factors taken into account including such considerations as the timetable, other work commitments, and attempts to distribute equally the role among staff.

There is an increasing unwillingness by teachers to accept the role of supervising teacher. Too often the student teacher is seen as a liability rather than an asset, providing opportunities for the teacher to extend their own professional horizons.

There are significant issues related to scheduling so that too often the practicum is programmed to fit the university timetable rather than that of the school.

The fact that none of the practicums need necessarily be undertaken in a type of school to which eventual appointment is likely to be made means that some students are poorly prepared and are being set up for professional failure.

In general, submissions did not explore the connection between the theoretical component, professional experience and induction, as a continuous thread. The conclusion could be drawn that present structures provide little or no opportunity to do so.

Information about practicum reports by supervising teachers from a current doctoral study was made available to the Review. It indicates, from a sample of 600 reports, that approximately 10 per cent could not describe in any meaningful way the work which teachers do and therefore were of no real value in the student teacher’s learning and development.

On a number of occasions the Review’s attention was drawn to what was described as a culture in initial teacher education of reluctance to fail students in the practicum. In large measure this culture has arisen because of a lack of confidence in the practicum as an appropriate model, on the part of both teacher educators and teachers, as well as insufficient priority being given to issues of quality.

…it is too easy for student teachers simply to slip through the net regardless of whether their skills are satisfactory or not. Supervisors and lecturers do not identify adequately enough those students in their programs who are under-performing in their teaching practice and therefore often correctable problems in early years become major issues on that final practicum. This issue is important for one central reason: if we wish to continue to attract enthusiastic, intelligent and hardworking individuals to our profession then we must be made more accountable

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74 Submission 67.
75 B. Mowbray, Current doctorate study.
for our performance, in just the same way as doctors, lawyers and accountants are. This accountability needs to begin at the practicum level, and for it to be a part of quality teaching in the future76.

While not specifically addressing the practicum, comment was made in advice to the Review about the extent to which most current models of pre-service preparation, and therefore including the practicum, are poorly preparing future teachers for their jobs. A submission noted:

…anecdotal and empirical evidence strongly suggests that the majority of teachers trained in traditional university courses arrive at schools after graduation very much unaware of how school and classroom cultures operate, unable to see the relationships between what they have studied and how it can be translated into classroom practice that produces effective student learning. Nor do they know how to solve the kinds of problems which will confront them77.

The Reviewer finds it difficult to believe that any university or any employer would be confident that the limited practicum experience in the one-year Diploma of Education has prepared such students adequately to teach, no matter how successful they were in their first degree. And yet, New South Wales is now the only State where such a low amount of practicum time is still accepted as sufficient to teach in a government school.

In addition, the Review became aware of an instance where a four-year course was proposed recently to the Teaching Qualifications Advisory Panel in which students were presented with two options for the practicum. The first proposed only 35 days of supervised practice for those wanting to teach in New South Wales. The second proposed 70 days for those seeking employment in other States. This is unacceptable and the 35 days is totally inadequate for the effective preparation of teachers.

Terminology

The practicum has long been a feature of teacher education in New South Wales. Its longevity is surprising, given its resource demands outside traditional university teaching, both of schools and universities. Lack of commitment by both teacher educators and teachers to it, and the uncertainties about just what it is supposed to achieve received considerable criticism during the Review.

The very word itself seems to belong to another age. Its implied notion of the student teacher spending a limited period of time, however organised, in a school to gain ‘practice’ in teaching is no longer sustainable. The word and the concepts it stands for should be consigned to the archives of teacher education in New South Wales.

A major shift needs to be made in teacher education from the idea of the practicum to the concept of professional experience, workplace learning which is integrated with academic preparation and educational studies.

Broadening professional experience

An extensive body of research and literature exists about the practicum and it is possible to identify a number of key themes, including:

- the importance which teacher education lecturers and student teachers consistently attach to the practicum
- the desirability of maximising the amount of time students engage in the practicum
- the importance of an effective and close partnership between the university and the school
- the importance of the ‘whole school’ context of the practicum.

For instance, Turney, Eltis, Towler and Wright78, writing in 1985, observed:

As presently conceived and implemented, the practicum curriculum focuses narrowly on the teacher’s role in the classroom, largely in terms of full-class teaching. This tends to have a negative effect on the student’s work and strengthens the influence of the class teacher. Perhaps, more importantly, the present curriculum neglects the important roles and responsibilities teachers must perform outside the classroom in the school and its community. A much broader conception of the teacher’s work needs to underpin the scope of practicum experiences79.

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76 Submission 205.
77 Submission 122.
79 Turney et al., p. 10.
Professional experience should be real workplace learning, not the separated world of ‘practice’ which sits at the heart of the practicum model. Although this was highlighted as far back as 1985, these principles have not been implemented more widely, substantially because the profession has failed to argue that they must apply in the preparation of its members.

In a professional experience model of initial teacher education, the student teacher would be expected to gain working capabilities in each of the areas listed below, to a standard which would enable effective teaching to occur under the kinds of supervision which should be provided for all beginning teachers on appointment.

These capabilities are set out in broad terms, in a form which extends the old adage that a student teacher needs to learn what to teach and how to teach it.

- What are the developmental characteristics (physical, social and intellectual) of children in the age group to be taught? (human development studies)
- What range of learning styles and capabilities is to be found among this age group? (learning theory)
- What is it that they will be expected to learn during this phase of schooling? (curriculum studies)
- What pedagogies will be relevant and useful? (instructional methodology)
- How should digital information and communications technologies be integrated into these pedagogies? (information and communications technology)
- How will a student reveal that learning has occurred and how will individual learners obtain constructive feedback about their learning progress and about actions which then need to be taken? (evaluation and assessment studies)
- How will both the learning environment and the individual students concerned be managed? (classroom and behaviour management)
- How can an appreciation of the range of roles which a professional teacher is going to be called upon to fulfil within a school and its related community be passed on? (professional roles and responsibilities)

And, as a crucial organisational question:

- How can the experience be structured with the active involvement of teachers and teacher educators to turn the student teacher’s professional experience in a school or educational setting into professional learning? (active mentoring and supervision)

Putting professional experience at the centre

Many contributors to the Review spoke about the importance in teacher education of professional experience in schools.

Learning the craft or art of teaching on the job is the most effective learning method and the more time spent on the job, the more effective the learning. Indeed, consideration of university submissions leads to the conclusion that they view their areas of greatest innovation and best practice as directly related to professional experience. The universities know that this is the central component of teacher education which determines how effective they are in preparing quality teachers.

For instance, Charles Sturt University at Bathurst has established a Practicum Reference Committee to focus specifically on improving the quality of professional experience in the University’s teacher education program. Those on the committee include government and non-government representatives from the early childhood, primary and secondary sectors, including systems administrators. The committee is designed specifically to facilitate a structured partnership between university-based, school-based and system-based teacher educators.

Such an approach is consistent with models of teacher education which place professional experience at the centre of learning how to teach. Professional experience should not be about testing by trial and error in a classroom the theory learned in a separate university setting. It should be about sustained immersion in the craft of the profession. Teacher educators and experienced practitioners together give meaning to the student teacher’s developing knowledge and skills.

Future models of teacher education should not only maximise time spent on the job; they need, as importantly, to structure this time to be integral and central to professional growth towards initial competence. In such

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80 Submission 48.
models universities and schools must build a relationship of shared responsibility for professional experience.

The practicum should be jointly owned by the higher education institution and the schools. There should be no minority partners in this joint ownership. Implied here is joint planning, joint implementation, joint review and joint revision. Structures for this require the establishment of a joint standing committee which includes representatives at least of teacher education staff, schools and students.\(^1\)

The concepts of increased professional experience time, shared responsibility between the school and the university and re-configuring how learning takes place can be identified in a number of current initiatives. During the Review one of the programs most frequently commented on was The University of Sydney’s Master of Teaching degree program.

An important factor in the model’s success was seen as the extent to which the University has consolidated the effectiveness of school partnerships. Especially cited was the partnership with Holroyd High School and the development of the electronic virtual school project within the program. Key components include part-time lectureships for school staff in the program; the development of case study units by the teaching staff; and the provision of online resources about the school to be accessed by students in their virtual school studies.

One of the issues highlighted during the Review was the need for student teachers to have professional experience in places other than schools. These included industry and special education units, given the increasing diversity of contexts in which teaching and learning now occurs and the broadening range of employment opportunities becoming available to teachers. Comment was also made that diversity of professional experience is important to assist student teachers to understand the realities and complexities of work in the wider world.

Time spent in industry needs to be a mandatory part of teacher education. The practicum should include time in industry learning facilities as well as schools.\(^2\)

The Review endorses this view.

### Key considerations

A number of key considerations should underpin professional experience in teacher education.

- There should be a diversity of professional experience, so that all student teachers have involvement in the widest range of settings, including special education, schools serving indigenous and culturally diverse communities, and non-school settings.
- Supervising teachers should be recognised as advanced practitioners, with a credential in mentoring or educational leadership.
- There should be a high level of practical partnership between the supervising teachers and university lecturers, including conjoint appointments with specific responsibilities for professional experience.
- The reports arising from professional experience should be a matter of significance in the development of the student teacher, significantly informing them, the university and the employer about competence and suitability to teach.
- Where possible, there should be a seamless transition from pre-service teacher education to initial appointment, perhaps through an internship in a school or type of school where the teacher is most likely to be eventually employed.

Issues related to how schools function, change and improve and the role of the teacher as a change agent are not prominent in most teacher preparation programs. They should be, as no teacher can work effectively unless the context in which their teaching occurs is fully understood.

### Policy directions in professional experience

In order for issues related to professional experience in initial teacher education to be addressed, it will be necessary that:

- the term ‘professional experience’ replace ‘practicum’ to emphasise the shift from ‘practice’ to ‘experience’ as being central to teacher preparation.\(^2\)
- the professional experience of student teachers over their total pre-service program be provided in a diversity of settings.\(^2\)
the final pre-service professional experience be substantial and occur in a setting similar to that where employment for the individual teacher is most likely to be found

(Policy direction 28)

■ teachers who supervise student teachers be professionally accredited in appropriate areas such as mentoring or educational leadership

(Policy direction 29)

■ universities and other potential providers of teacher education expand significantly the number of conjoint appointments

(Policy direction 30)

This will improve the quality of school-based professional experience and its integration into other course components.

■ the professional experience component of initial teacher education give all student teachers significant structured learning about the operation and culture of schools, including perspectives across different school systems, ethics in teaching and the role of the teacher as a change agent.

(Policy direction 31)

5.6 Teacher induction

…the beginning teacher must enter the profession with the potential to address the many facets of curriculum, classroom, and student life, as well as a commitment to professional development and professional responsibility.83

The quality of induction following appointment to a teaching position is one of the most important determiners of the self-perceptions which beginning teachers will hold as professional practitioners. What happens in induction is critical to shaping the quality of the teacher’s future performance. The induction period is a major test of the extent to which employers, school leaders and the profession are interested in and committed to the quality of teaching in schools.

Introduction to the profession

Evidence gathered during the Review indicates that:

■ there must be greater focus on ensuring quality induction for all teachers

■ in general, the employers must exercise increased responsibility for what occurs in induction programs

■ significant components of what the employers presently expect to take place within pre-service teacher education should occur within induction programs.

While there are undoubtedly many exemplary induction practices in schools in which new teachers have an outstanding introduction to the profession, concern was raised during the Review about the experiences of some teachers in the early years of teaching. Observations were made in advice about the sometimes poor quality of induction programs, in which new teachers received inadequate support by way of supervision or mentoring.

Cases were cited of teachers in their first appointment being escorted to their classroom and largely being left to make their own way, without guidance, encouragement, counselling or active supervision. Such a practice works against the new teacher building confidence, reflecting on their practice and properly accessing the wisdom and knowledge of experienced colleagues.

Too many new teachers appear to be allocated the more difficult classes, classes which would test the pedagogy and behaviour management skills of even the most experienced. Schools with strong hierarchical cultures seem often to reveal themselves in the practice of allocating new teachers to classes with major learning and behaviour management problems, with little support or mentoring.

Instances were cited where beginning teachers were excluded from teaching high-achieving students on the grounds that they were too inexperienced. This same level of concern did not extend to their teaching of less successful students. At the same time, evidence was given to the Review that beginning teachers often are expected to take more than their fair share of cross-school responsibilities. As an example, a submission from a

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beginning teacher discussed expectations which by any fair measure appear to be at odds with a quality introduction to the profession.

Last year I was in charge of Aboriginal studies, fundraising and the environment club. They were being kind that year. This year my management plan includes art, drama, environment, gymnastics and peer mediation. This means I am to assess how each of these is implemented in the school and to report on this, if any new resources or information comes from the Department of Education we must inform and educate the staff on it. I was also trained to be the anti-racist officer for my school.

Additionally, instances were cited where beginning teachers were appointed to undertake work assignments that in their complexity would challenge even the most competent and experienced teacher and for which little in their pre-service preparation had in fact prepared them. These teachers are being set up for failure, not because of their own inadequacies but because either the appointment or the expectations, or both, were inappropriate. The tradition is that as a beginner you cope; not a tradition any profession should accept.

Teachers appointed under the Department of Education and Training’s Graduate Recruitment Program generally are more successful in adjusting to teaching than those of other programs. However, even some of these appear to have less than satisfactory induction experiences. The Review received advice about instances where, upon appointment, these teachers were told that as they were ‘outstanding’ they did not need any particular support; or, instances where they were made to feel under unwarranted pressure to live up to the title. Equally, comment was made that some failed to take up opportunities made available to them and failed to meet expectations in the quality of their professional practice.

The experiences of these and other new teachers appear especially difficult in some schools characterised by low levels of staff mobility where views and outlooks are well entrenched. Reference was made during the course of the Review to the experiences of some new teachers appointed to schools in large regional centres where there had been little staff movement in the previous 20 years and more. Their sense of professional isolation was sometimes acute, their induction at most being simply familiarisation with school procedures. While not necessarily widespread, such practices are inconsistent with a quality profession.

**School based induction**

While induction programs developed and delivered by the employers outside the immediate context in which they are teaching are generally well regarded by participating teachers, advice to the Review indicated the need for higher quality induction programs in the immediate school setting. The view was expressed that many of the induction resources prepared by the Training and Development Directorate of the Department of Education and Training are too often not utilised in school based induction:

> …these resources do not penetrate the work of most schools as a general rule. The value of professional development resources, no matter how enlightened, amounts to little if the ideas and strategies they contain do not breach the classroom doorway.

In too many instances educational leaders are failing to establish the structures and processes which will enable new teachers to enjoy success and a sense of professional reward in their early years. In particular, greater attention needs to be given to how schools can use more effectively the expertise which resides with many established teachers about pedagogy and how to manage student behaviour.

These teachers, appropriately recognised within the profession, should have an important role in teacher preparation and induction programs conducted in the context of their schools. Expertise which is untapped or ignored runs the risk, over time, of transforming itself into detached cynicism. Issues in this area again demonstrate the importance of a strong culture of professional development at the school level, which should be appropriately resourced.

During the Review strong support was expressed for the concept of mentoring, the idea of a collegial relationship based on professional responsibility, the experienced for the less experienced. Many identified mentoring as one of the defining characteristics of a profession in which established practitioners exercise responsibility for the induction of new members. Highly positive comment was

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84 Name withheld.

85 Submission 193.
made about the work in progress of the Department of Education and Training in association with the Teacher Education Council and the universities to establish a credential in mentoring.

The pilot program will utilise online technology and will give participants advanced standing towards a Masters degree. As well as direct funding support, mentoring teachers will be eligible for relief from classroom teaching to assist interns, to undertake research in schools and to work collaboratively with school, university and TAFE staff. Such an initiative aligns well with directions the Review identifies as necessary to improve the overall quality of induction in schools.

A structure within which teachers can be accredited for advanced professional practice will make a significant contribution to improving the quality of teacher induction in New South Wales. Beginning teachers can only benefit from having highly accomplished teachers actively supervise and mentor them. The highest level of teacher accreditation should be given to teachers who have participated in professional development programs which will enable them to implement and lead high-quality induction programs for new members of the profession.

Induction programs should, to a significant extent, be designed so that the new teacher understands and can meet the specific requirements of the school or educational setting. The issue was taken up in advice to the Review.

There is little evidence to suggest that any generic, theory-based programs in managing cultural diversity in the classroom, presented in a pre-vocational course are particularly successful when translated into the “live” school situation.

Teachers appointed to schools with significant indigenous or non-English speaking background populations or schools dominated by low socio-economic status should participate in induction programs which examine in greater detail than would otherwise be the case the implications of the student and community profile for pedagogy and such areas as behaviour management and community relations. Teachers appointed to special education schools or to selective high schools and opportunity classes should participate in induction characterised by significant immersion in structured and challenging programs focused on the pedagogy required for successful teaching in these schools.

Such programs must be more sophisticated than introductory familiarisation programs, and may involve core packages developed cooperatively between the employers, universities and others with appropriate expertise. Those responsible for their delivery would have detailed knowledge and training in these programs as part of their own leadership development towards an advanced standard of professional practice. Indeed, such induction programs should be recognised in any system of teacher accreditation.

Joint responsibilities

Evidence gathered during the Review indicated uncertainty about the respective responsibilities of the universities and the employers for seeing that particular areas of knowledge were developed. For instance, a submission from a government primary school expressed concern that recent teacher education graduates were prepared inadequately to implement the State Literacy Strategy. Where should responsibility for this and other specific priority areas be best exercised, as distinct from, say, teaching about literacy in general?

The issue of literacy, at all levels in teacher education but particularly in relation to secondary trained teachers, is an important one. If in the future teacher education programs in the State’s universities are endorsed by an external body, the process needs to address specifically the question of teacher preparation for teaching literacy. A strong culture must be created in teacher education which recognises that all teachers are teachers of literacy, irrespective of level of schooling or subject discipline. Student teachers will have to acquire essential knowledge and skills in pre-service programs in order for universities to fulfil this accountability.

The issue is a generic one for all teacher education programs and schools. The same applies in relation to student teachers developing essential knowledge, skills and conceptual understanding of numeracy and computer technology. No matter their area of training, teacher education graduates cannot be effective teachers unless they have acquired essential knowledge and grasped core concepts in these critical areas.

As teacher education students graduate, whether primary or secondary trained, the universities must be able to certify that they have the essential generic competencies.
to teach, including essential competencies in the teaching of literacy and, irrespective of level of schooling, numeracy and computer skills.

On the basis that the universities guarantee this to be the case, employers then must decide how their specific programs and strategies which address literacy, numeracy and computer ability are incorporated effectively into an induction program, no matter the level of schooling.

Consideration should be given to the universities and the employers working together to define their respective responsibilities around induction. This should involve consideration of whether aspects at least of course components now mandated to be undertaken in pre-service teacher education would be better suited to being part of induction.

A level of interest exists in some universities in contributing to induction programs. For instance, the University of Technology, Sydney (UTS) has initiatives in place which address the need for continuity from pre-service teacher education to induction.

Normally the University is considered to have completed its work when its students graduate. Established teachers are being provided with the opportunity to work with UTS and Department of Education and Training educators in developing skills to mentor beginning teachers in their own schools and beginning teachers in other schools through the network. Interactions through the network can be on-line through the University Conferencing Program TopClass…

Initial workload

As mentioned earlier, many beginning teachers have considerable responsibilities imposed on them in their initial workload. There exists a significant level of support for new teachers during all or part of their first year of teaching having at least some reduction in their workload.

Beginning teachers need time to adjust to the profession, to observe experienced colleagues in the school context, to conference with mentors or supervisors, and to participate effectively in induction and beginning teacher programs. The cost of reduced allocation, even for one semester, would be outweighed by better adjustment to the profession, higher morale, more effective teaching and learning outcomes, more positive attitude to ongoing professional development and reduced stress, absenteeism and resignations.

Indeed, suggestions were made that the initial direct teaching load should be reduced by half for a period of up to one year. While there are resource implications of such a reduction, this idea to enable participation in a well-structured induction program over a significant period of time is desirable on professional grounds. Even a relatively small reduction in the direct teaching load for the first term of the school year is likely to bring substantial benefits, for the teacher, the quality of their professional practice and for their students. Other professions do it: why not teaching?

Employers, in negotiation with the relevant unions, must give consideration to ways in which the initial teaching load can be reduced. Beginning teachers need to have the space to deal with, reflect on and acquire knowledge about the range of complex issues which confront any beginning teacher. This includes those issues associated with the management of student behaviour. No other profession expects so much from their new practitioners in their early years on the job.

‘Casual’ teachers

Given the large relative size of the casual teacher component of the profession, so-called ‘casual teaching’ should be an area of greater focus in all areas of teacher education, by universities, employers, the unions and the profession at large.

Certainly, more needs to be done to better prepare students in initial teacher education programs for casual or contract work. It is surprising that the universities do not make it a more prominent focus of preparation programs given that many teachers undertake such work for prolonged periods while they wait for more permanent employment.

Additionally, a range of approaches needs to be developed to meet the induction needs of casual teachers, about whom often unrealistic expectations are made by employers and schools is required. There should be a commitment to

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87 Submission 118.
88 Submission 67.
quality induction for them, as for those appointed to permanent positions.

The Review commissioned a telephone survey to gather the views of 116 casual teachers employed at both primary and secondary schools in Sydney and regional centres of New South Wales. The survey focused on their role and their level of work satisfaction in terms of current practices and their access to training and development. The survey found that the teachers:

- tend to remain employed on an on-going casual basis, half having worked as casual teachers for up to three years, many enjoying the flexibility
- tend to prefer certain schools or regions due to specific circumstances of the schools, including their own assessment of disciplinary or behavioural problems with students
- feel they are qualified for work they undertake but generally believe there is a poor match to the area in which they are qualified when working as ‘casual relief’; a better match is achieved for ‘block relief’
- believe that the provision of additional support in the form of information packs or a liaison office related to the policy and procedures of a school would assist their integration into the school
- in general do not give a high priority to training and development as the majority had not engaged in any form of training for over five years
- who had undertaken training and development had usually attended school funded activities or had paid themselves.

The overwhelming majority of teachers employed on a ‘casual basis’ in government and non-government schools are anything but ‘casual’. It is an odd choice of word for any profession to use when describing the status of a significant number of its members. Further, the term casual or relief teacher now carries an implied ‘second class’ status in the profession which is unwarranted. The term contract teacher would seem more appropriate, especially given the likelihood that as the teaching market becomes more diverse in the years ahead, more teachers will find employment on either a self-employed or contractual basis.

### Policy directions in teacher induction

In order to address issues related to the induction of teachers, it will be necessary that:

- standards and guidelines for the induction of new teachers be established, making induction programs consistent in terms of quality  
  *(Policy direction 32)*
- teachers who exercise an educational leadership role in the induction or supervision of new teachers be professionally accredited  
  *(Policy direction 33)*
- universities, the TAFE system and employers work together to define their respective responsibilities in initial teacher education and induction  
  *(Policy direction 34)*
- universities, the TAFE system and employers work together to determine how best to develop and make available teacher induction programs directly related to the specific requirements of their new employment  
  *(Policy direction 35)*
- employers reduce the initial workload of teachers in the first year of service and provide effective mentoring in the early years of teaching  
  *(Policy direction 36)*
- universities, the TAFE system and employers give greater attention to the preparation and induction of casual or contract teachers, equivalent to the provision for permanent teachers.  
  *(Policy direction 37)*

### 5.7 Information technology

During the course of the Review, information technology was spoken of as one of the most significant challenges now confronting teacher education, teachers and schools. Discussion especially focused on how teacher education and teaching will be affected by the increasing pace of the digital information and communications technology revolution and the emergence of a knowledge society, where a much greater percentage of the workforce than previously will need skills to create, access and share knowledge.
Differing perspectives

There is no unanimity of views on the nature of the implications for teacher education, teachers and schools of the changes being generated by information technology. Views exist on a continuum.

At one end is a belief that teacher education and teaching will and should remain substantially unaffected by the information technology revolution. This view was expressed by Chris Woodhead, then HM Chief Inspector of Schools for England and Wales, in an article which appeared in The Times Education Supplement, 7 January 2000. Woodhead wrote:

Schools are not hi-tech electronics firms. The purpose of education in the 21st century is exactly what it was in the 19th and 20th: to initiate the young into those aspects of our culture upon which their (and our) humanity depends.

...is wrong with the formality of the traditional classroom? If “formality” means structure and purpose, then formality is to be applauded.

Good teachers, of course, know this. They know that it is their enthusiasm for and understanding of their subject that will capture the imagination of their pupils. They know that the more they expect the more their pupils will achieve.

They know that their effectiveness as teachers depends upon their ability to secure order, explain things clearly, ask the right question of the right pupil, joke, urge, coax, encourage and so on. There is nothing intellectually mysterious about these essential teaching skills. The new millennium does not mean that we must now jettison the traditional craft of the classroom in favour of what Professor Di Bentley once so memorably described in these pages as the pursuit of “a holistic problematised pedagogy”.

The teachers I know and admire simply laugh at self-indulgent nonsense of this kind! The challenge, as they see it, is to become better at the traditional craft of the classroom...

At the other end of the continuum is the view which sees universities, schools and the work of teachers as having to be reliant increasingly on technology for the generation of knowledge and the communication of information, reconceptualised in a knowledge society, even to the extent of schools and teaching being unrecognisable in the future from their present form.

A submission from an education consultant spoke about the emergence of ‘learning professionals in the dot.com society’, people who function across business, industry and education and who have in common the fact that they see the online world as full of ‘learner shoppers’. The submission saw these ‘learning professionals’ as potentially revolutionising teaching and the world of schools.

No single classroom teacher could now be a sufficient resource for a class of today’s demanding net students. It will take teams of professionals to replace all the old customs (such as the one size fits all lecture) and tools (like study guides/textbooks).

Others put similar positions to the Review. A submission from a professor of education pointed to the growing divide between the sophistication of technology usage in the wider society and the level of resourcing and understanding in teacher education courses and schools.

Changing technology is part and parcel of the rapidly changing social, cultural, political and economic times in which we live. And it is clear that changing technology is a key driver of these associated changes. Both university lecturers and teachers in schools, however, are ill-equipped to deal with the enormity and complexity of the technological changes going on around us. In relative terms, our programs of study and schools as sites of learning, are largely low tech learning contexts in a high tech world. If this does not change, they will rapidly become redundant.

Teaching needs to be ‘structured and purposeful’; however, in contemporary schools it also must be adaptive. An important part of this will be the extent to which current and future teachers are able to understand and be discerning about information technology and are able to integrate it into their pedagogy, whatever the phase of schooling.

Where teaching does not integrate relevant information technology it leaves itself exposed to the criticism made

89 Submission 141.
90 Submission 42.
during the course of the Review that over the past 100 years, when compared with most other professions, teaching has been the least adaptive. In this view the practice of too many teacher educators and teachers has failed to keep pace with the times.

It is, for instance, difficult to justify lessons based substantially on chalk and talk, reliance on a single textbook and photocopied notes in, say, junior history, when students and teachers have access through technology to such a vast wealth of resources in museums and libraries at the click of a mouse. And, more importantly, where both teachers and students use this access for learning which would otherwise not have been possible.

**Information technology standards**

An important focus in initial teacher education must be on equipping future teachers with a pedagogy which enables them to integrate relevant technology.

Standards for initial teacher education must be explicit about this. Work done to date in the area of computer competencies arising from the 1997 report of the Ministerial Advisory Council on the Quality of Teaching, *Computer Proficiency for Teachers*, provides a strong basis for the development of standards in this area. For instance, the Department of Education and Training now requires new teachers to have a demonstrated level of computer proficiency.

Importantly, existing teachers should be accredited and rewarded for advanced technology knowledge and skills. Such accreditation should be valued by employers and utilised in schools, including new structures and teaching arrangements which mean their recognised expertise affects student learning in ways generally not possible in traditional school structures.

**Online learning in teacher education**

Substantial work is being done in a number of universities to incorporate online learning into teacher education. Online learning means that flexible delivery can become a core mode in many programs and as a consequence should be a factor in reshaping the pedagogy of teacher education.

An outcome of increased flexibility through online learning should be a greater capacity for the universities to shift resources to other course components in initial teacher education.

Development of this concept by the universities, in conjunction with schools and the profession, has the potential to enable teacher educators more actively to participate in the university-school partnership which should be the defining characteristic of future models of teacher education in New South Wales.

Progress has been made in a number of universities in the area of online learning. The University of Wollongong, which hosted a forum on information technology in teacher education as part of the Review process, has been recognised as ‘The University of the Year’ for its work in integrating information technology into academic programs. Charles Sturt University has done considerable work to integrate technology into learning programs in teacher education so that the pedagogic needs of students are addressed in context.

This is the direction which must be taken more broadly, rather than simply establishing ‘post office’ sites where low level transactions occur which are not part of the process of learning. ‘Post office’ sites were drawn to the Review’s attention as examples of best practice in the use of technology in teacher education. They are not.

**Simulated learning environments**

An important conceptualisation must be made about the purpose of information technology in teacher education and in teaching. The real potential of online learning lies in its capacity to create and provide ‘simulated environments’, environments to which the student would not otherwise have access. These created worlds and situations become the context in which the student can solve problems, have learning experiences and make contributions which broaden their understandings, knowledge and skills.

Online learning must be about precisely what the terms says it is: *learning*. Online learning is at its least powerful when it is merely about *delivery*; it is at its most powerful when it becomes intrinsically a part of the *learning* process.

This concept must drive change in pedagogy in teacher education and in schools. Genuine progress will only have been made when, rather than talking about such use of online learning as ‘best practice’, we talk about it as
‘common practice’ in teacher education programs and in schools.

During the Review considerable comment was made on the important role of schools in the socialisation of young people and building cohesion in a democratic society. On occasion this was expressed as though these functions would be in question if information technology is overly embraced. However, the two are not mutually exclusive. In fact, it is likely that the socialisation and social cohesion functions of schools will be strengthened by the incorporation of relevant technology into professional practice. Where information technology is well incorporated, students will see their education as no different from the broader society in which they participate.

Advice was received about experience in international contexts where information technology has been used as a communications tool. Teachers observed that it has played a valuable role in shaping values and attitudinal changes by exposing students to communities and people with whom they would not otherwise engage.

Such advice reinforces the importance of seeing information technology as a means for strengthening the quality of learning rather than simply a way to deliver course components.

**Student and teacher knowledge**

Most young people are confident about their use of technology in the wider world. In fact, the view was put that the very word technology creates an artificial divide between teachers and students. In today’s society students do not regard the technology they use in their lives as *separate* or *apart*. The distinction that universities, employers, schools and teachers often make is to them meaningless. Those who grow up with the new do not see it as a thing apart; it is a part of them, unlike those of us who are older where the new has to elbow its way into how we see and deal with the world.

Comment was made about how much more advanced are the technology skills of many students compared with their teachers. This is a major issue for many teachers, and indeed for their students. When this circumstance applies, what the teacher most requires is not so much a comparable level of skill to the student, but good conceptual understanding about the place of information technology in contemporary pedagogy, supported by essential but not necessarily elaborate technological competence. Not every teacher needs to have, or necessarily aspire toward, advanced technology skills.

Generational change in teaching is now reducing the disparity in any case, a reduction which will accelerate in the immediate future. When considered, there is little value in placing a teacher, trained in the 1960s or 1970s who has no orientation to become a sophisticated technology user, in a position where they feel that they are required to compete with a senior student already operating an information technology consultancy outside school. Such a situation was brought to the attention of the Review, and variations on it are likely to become more common in the years ahead.

The situation is little different from that which occurred with the introduction of motor vehicles. The young took to the new-fangled automobile. The old retained their allegiance to the horse and buggy, but had good sense to allow the young to drive their car. The same commonsense should apply now.

What teachers require are:

- levels of essential competence which will enable them to integrate information technology in ways which broaden and deepen the learning environments they create for students
- access to expert assistance, from both para-professionals and other teachers, when they require it.

Work related to ICTs remains the strongest area of self-defined need for both primary and secondary teachers, eclipsing the rest of the priorities. There have been at least three waves of computer technology use in education.

- learning about computers from the perspective of programming
- using computers to replace other technologies and processes, for example, learning about word processors, spreadsheets and data bases
- understanding the power of the computer as an information source.

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This last phase is all-pervasive for it takes computer use out of the realm of the enthusiast and requires higher order analytical skills of organising, evaluating and synthesising information. Increasingly, teachers in schools will be in competition with networking systems, for example, the introduction of online schools.

In the light of this fuller understanding about computers in education, one of the particular issues which teacher educators, schools and teachers need to be aware of is that technology is not used in a manner which dumbs down learning through reliance on functionalist rather than cognitive processes. The challenges for them are to understand and use the potential of relevant technology to improve the development of higher order thinking skills and knowledge creation.

The development of technical skills alone … would be a very poor outcome of the potential benefits to quality learning that the technology promises… In an information-rich environment, both teachers and students will need not only to know where to locate information appropriately and efficiently but also to be able to make critical judgements about its validity and reliability92.

Schools which incorporate technology as a natural and integrated part of the learning process, where it is appropriate and where it will lead to improved outcomes, are more likely to engage children and young people than those which, at the extremes, either over-emphasise it or largely ignore it.

Technology cannot simply be bolted onto existing structures and ways of doing things. When that approach is taken, it is almost inevitable that computers will sit in classrooms unused or under-utilised, a major issue to which the Review’s attention was drawn frequently.

At the core of the role of schools in socialisation and building social cohesion is relevant, quality teaching and learning. In 21st century teacher education and teaching, relevant information technology incorporated into the processes used for delivering the curriculum will improve the quality of learning.

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92 Submission 202.

The world wide setting

The imperative for Australia to invest in digital information technology and communications in education is great. Put simply, there is no alternative.

Those countries such as the United States and Singapore that are putting extensive resources into the development of information technology in education will come out in front. Australia must put much more effort and resources into this area if we are to be in a position to compete. Already, the current low standing of the Australian dollar on international currency markets is attributed by some to our slow uptake of information technology enterprises. National strategies are needed and the Commonwealth with the States again should put as much effort into this as they did a decade ago into vocational education reform.

Our students must have advanced technology skills. Our teachers must be supported so that in their work they can meet the challenges which face us as a society. We need a vibrant, dynamic system of teacher education attuned to the realities and possibilities of a society shaped by information technology. Equally, all our schools must be highly responsive to emerging opportunities; none can afford to ignore the implications of the new economy for the business of education.

Strategic partnerships

Evidence provided to the Review indicates that greater attention must be given to appropriate partnerships with other providers so that teacher education courses are well aligned with developing practice in other places in the use of technology.

For instance, an institution such as the State Library of New South Wales, given its level of expertise and understanding of how a wide range of learners access its resources and systems, could and should be a significant contributor to teacher education. At the very least, student teachers should become familiar with such institutions and the important role they have in teaching and learning. Ideally, universities and other providers should develop courses in conjunction with the State Library. Enormous benefits would be likely to flow from such strategic partnerships.
Other providers

A view put to the Review was that information technology has the potential to make education a highly lucrative market for new and non-traditional providers.

Clear evidence indicates that the newer and highly capitalised members of the global communications industry are positioning themselves to enter the education market. The media has carried reports in recent times about online providers gearing up to provide educational courses. For instance, a May 2000 edition of Campus Review contained a story about a memorandum of understanding signed by Microsoft, News Corporation and Universitas 21 to deliver online postgraduate education around the world63.

It is likely that the products offered by the new providers will be promoted on the basis of relative price, flexibility and compatibility with study, employment and lifestyle considerations. While in the first instance the implications of this are readily apparent for the university, TAFE and upper secondary school sectors, the fact is that online providers are also currently planning the development of internet sites which target Australian primary level students. The rate of market entry is likely to accelerate dramatically in the years ahead.

In the climate of uncertainty surrounding teacher education and teaching described in many submissions, evidence provided to the Review indicates that the future of the school as an institution will be assured by universities and schools focusing on the core issue of quality teaching. The response to the emerging challenges should not involve universities and schools transforming themselves into hi-tech electronics firms, but into even more effective and contemporary places where learning occurs.

Universities and schools must give much greater priority than is presently the case to improving the overall quality of teacher preparation and teaching. An important aspect of this is for universities and employers to fully understand how the role of the teacher is changing and will continue to change, driven very substantially by the implications of the digital information technology and communications revolution, and to respond accordingly.

As often referred to in advice to the Review, teacher education will have to take full account of the teacher as a ‘facilitator’, a highly skilled person who establishes the conditions for successful learning to occur. Teaching can no longer be simply the craft of imparting information to students who have no other means to access it. Any initial teacher education program which continues to present such a limited and unimaginative pedagogy is failing to prepare teachers adequately for contemporary schools.

A focus on best practice pedagogy, with information technology appropriately embedded into it, may provide the only solid grounds on which the challenges posed by newly emerging non-traditional providers in the years to come can be met successfully. In other words, teacher education needs to give teachers the skills and capacities to facilitate learning and make it happen in ways which the new providers cannot match.

Professional development

Schools and school systems have, in recent times, made major investments in professional development in the area of information technology. These courses have played an important role in upgrading the overall skill level of teachers across the State.

Some key considerations should characterise approaches to the next stage of professional development in information and communications technology.

First, the focus in future must be on teachers acquiring the knowledge and skills which will enable them to utilise the capacity of digital information technology to create learning environments very different from most of those which have characterised the traditional classroom. The profession’s best practitioners in this area, those who understand how quality learning can be structured and achieved through information technology, will be required to develop these skills in others.

Second, teachers with particular interests and skills must be allowed to learn to an advanced level and be accredited for their knowledge and skills. These teachers should have an important leadership role in the places where they teach, directly influencing and supporting the professional practice of their colleagues. Little evidence could be discerned that programs to date have deeply affected the quality of learning in classrooms, however much they may have improved competence in the use of computers.

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Third, teachers need ready access to information arising from research into the implications of information technology for pedagogy. Universities and employers should make the provision of this information a priority as part of their larger commitment to improving teacher quality.

An important role for technology in the short term will be to allow more effective communication by teachers about their pedagogy and to enable almost instantaneous access to information that will illuminate their teaching.

Current usage of the internet by teachers would suggest that the most effective use of the technology lies in information dissemination... So far, teachers have not, in our experience, made broad use of such interactive capabilities of the technology as chat rooms and bulletin boards.

For many teachers, such usage of interactive capacities is likely to be the first step in reaching a level of confidence and readiness to incorporate technology into their classroom practice.

This approach, built into the professional lives of teachers, is likely to have better outcomes than those which only require participation in traditionally structured and delivered professional development courses, as important as such courses are. The provision of appropriate computers to teachers and appropriate support so that they could log into the school’s network from home would do much to advance the integration of technology into their professional practice. Information technology is the area which most dramatically illustrates the importance of integrating professional practice, what teachers do on a daily basis, with their professional learning.

There is extensive research indicating that sustained change only occurs when support is provided over a significant period of time, allowing participants sufficient time to experiment, become accustomed to and comfortable with each stage of their changing practice. The successful transition of learning to incorporate significant use of computer-based technologies is a long term process which has major implications for issues such as teacher development, curriculum support and leadership.

The use by teachers of technology and professional development to support it must be closely related, constantly interacting. Educational leaders must exercise much greater responsibility for school-based structures and programs which integrate relevant information technology into pedagogy. Success in this area depends very largely on the quality of educational leadership at the local level. Unless this leadership is provided, the very significant investments which the Government and employers have already made in providing computer hardware and professional development for teachers will fall short of the outcomes desired.

**Key considerations**

Across the range of views expressed on the implications of information technology for teacher education and teaching, the following considerations should be prominent for universities, employers and the teaching profession.

- In the society now emerging, increasing value will be placed on those who turn information into knowledge, those who are knowledge creators. Employment growth in the years to come will be in areas where people create, differentiate, synthesise, manage and communicate knowledge.

- Teaching is no different from other key occupations which require increasing competence in how best to integrate and apply information technology in tomorrow’s schools. Teacher education programs must focus on the appropriate integration of relevant technology into the school and the classroom. Universities in particular must be responsive to the changing role of the teacher, from a transmitter of knowledge to a facilitator of learning which is significantly collaborative and student-managed.

- Teachers will increase the relevance of their pedagogy when they can incorporate in their teaching the technology skills of their students, many of whom now acquire them in places other than traditional educational settings.

- The extent to which information and communications technologies are effectively incorporated into innovative teacher education programs and

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94 Submission 202.
into pedagogy depends critically on the quality of educational leadership provided.

Despite the points made above, strengthening the place of information technology in teacher education is not an excuse for turning teachers into functionaries who operate machines. Teachers do not want to work in environments where personal relationships are devalued. A focus on information technology in teacher education must in no way lessen the importance which attaches to teachers developing and having the full range of human relationship skills which teaching demands. Teachers, students and parents have always recognised these skills as fundamental to good teaching.

Policy directions in information technology

To improve the quality of teaching through the adaptation and integration of digital communications technology, it will be necessary that:

- Priority be given in initial and continuing teacher education to providing teachers with knowledge and skills to use information and communications technology to create learning environments that are both broad in scope and deep in concept development
  
  *(Policy direction 38)*

- Information and communications technology be used to strengthen and expand professional communication between teachers
  
  *(Policy direction 39)*

- Priority be given to commissioning research into specific models for integrating information and communications technology into pedagogy to create new learning opportunities for students
  
  *(Policy direction 40)*

This research must be disseminated to teachers in a form that can influence what they do in their teaching.

- The implications of information and communications technology for pedagogy and structures of teaching become a major focus in educational leadership programs.
  
  *(Policy direction 41)*

5.8 Behaviour management

...societal changes impact on teaching and hence teacher education, e.g. erosion of traditional forms of authority, where teachers have to deal with the consequences of social change. Hence, teachers’ interpersonal skills, knowledge of behavioural problems and strategies for class management and discipline have to be presented as part of their training. They also need high level skills in special education to meet the demands of effective behaviour management strategies in a more complex societal context⁶.

Learning environments

Much of the advice provided to the Review about behaviour management was framed within the context of a broad range of social issues now challenging schools and teachers and how they can best be prepared to respond to them. Those who shared understandings about behaviour management, and especially teachers, rarely saw it as an area which could be considered in isolation. Rather, they understood the issues as being about the learning environments which teachers and schools create.

The management of student behaviour and issues related to it must be understood as being about the environments which make good teaching and effective learning possible. References to behaviour management which follow should be viewed in the context of this understanding which better reflects contemporary society and schools.

Increasing complexity and expectations

Our schools not only reflect the wider society, they are part of that society. As the diversity and complexity of society have increased, so have the issues with which schools are required to deal.

...today’s schools...essentially amount to small villages of problems and issues...⁹.

These problems and issues affect all areas of schooling. During the course of the Review comment was made on how the increasing complexity and density of the curriculum are not only a reflection of change in society, but also

⁶ Submission 177.

⁹ Submission 203.
indicate how much we expect teachers and schools to deliver. The overcrowded curriculum, especially in primary education, was raised frequently in advice to the Review.

Older teachers in NSW schools can still remember when the primary schools curriculum was contained in one single blue book. Since the 1960s the curriculum has become much more complex. A major factor is that society now expects more of its schools. Driver education, sex education, bicycle education, and drug education are just some of the areas that, over the years, teachers have been asked to add to the traditional core of the curriculum…

The move in the late 80s to establish 6 Key Learning Areas (KLAs) in primary schools and 8 KLAs in secondary schools did not reduce the demand on teachers. Within each KLA teachers were expected to implement new syllabus changes and to take on-board new considerations such as multicultural perspectives, Aboriginal perspectives, language across the curriculum, special education, mainstreaming, student behaviour management, child protection, and the use of technology. All of these are legitimate demands for the achievement of a quality education. While the community and politicians can easily require the inclusion of new topics in the curriculum, they need to ensure that the school is not made the centre for solving society’s emerging issues.

The extent to which the curriculum expanded to meet changing societal expectations is part of a larger picture. Changes in many traditional societal institutions, including the family and the church, have undoubtedly impacted in often highly negative ways on schools and the work of teachers. In communities marked by high levels of disadvantage the impact is perceived by many teachers as being almost overwhelming and beyond their resources adequately to cope.

Which other profession has such great expectations placed upon them?

Are all the inadequacies of students the sole responsibility of the teacher or should society, care givers, parents, or all other professions have a responsibility for the adequate education of all children?

The answers are obvious: to require teachers to meet many of these expectations is unrealistic. And the expectations are even more unrealistic if teachers are inadequately prepared to deal with them.

Teachers believe that the cumulative effect of policies which integrate students, particularly those with behaviour and learning disorders, has made the management of student behaviour more difficult and demanding. These policies appear to have been implemented without sufficient consideration of the needs of teachers to be provided with specific training in these areas. Some teachers have sought this training from ‘outside’ organisations such as the Specific Learning Difficulties Association of New South Wales (SPELD).

Poor student behaviour, whatever its cause, is a reality which many teachers face on a daily basis. It is unreasonable to expect any teacher to cope with a large number of often complex behavioural problems unless they have been well prepared and continue to be well supported. Those involved in the initial and continuing education of teachers must be familiar with and responsive to the realities which confront many teachers. The standards should be not only ones for teachers to aspire to in order to improve their practice, but importantly must be major considerations in the design of courses by the universities and the provision of support by employers.

Across a range of often difficult issues, there are many instances where schools and teachers, on a daily basis, demonstrate high levels of skill in meeting the needs of young people who often are deeply troubled or who come from backgrounds which inevitably and severely impact on their schooling. To the extent that the popular media celebrate our teachers and schools, the stories are often about exceptional achievements in this area.

Such instances are all the more noteworthy because teacher education, either initial or continuing, generally is not given as a prominent underlying factor for success.

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98 Submission 89.

99 Submission 99.
A focus on human relationships

Approaches to behaviour management in teacher education must focus more on the core issue of human relationships, a fact recognised by at least some universities which provided advice in this area.

Behaviour management is not so much about the teacher managing behaviour as it is about ways in which the teacher has the necessary skills to establish conditions which will make more likely productive relationships with and between students. The view was expressed that student teachers and teachers over the course of their careers should have significant opportunities to develop the fullest possible range of skills which will enable them to establish such relationships.

Interestingly, a contributor to the Review observed how impressive are the skills which many police officers employ when managing often difficult situations with young people. In this context, comment was made that both student teachers and teachers should have access to a diversity of knowledge from other fields about behaviour and relationships management, including shared training. This is another telling example of the need for closer collaboration among all the professional people involved in supporting communities, and particularly young people.

The fullest possible consideration should be given by the universities, employers and the respective professions to the concept of preparation and continuing education programs which have cross-professional components in their design. While the challenges involved in such a concept are recognised, if effectively implemented and supported such an approach is likely to bring substantial outcomes across communities in New South Wales over the years to come.

Theory and experience

Little confidence was expressed by teachers and employers in the ways in which behaviour management is dealt with in most teacher education programs.

The evidence indicates that students find the theory does not always relate well to the experience. In any case, the opportunities to make the connections between theory and practice are often inadequate and inappropriate. Furthermore, the criticism that many teacher educators are too removed from the classroom applies most particularly in this area. The withdrawal of university teaching staff from the professional experience component either directly or through the use of casual staff has exacerbated the problem.

Behaviour management should be a major focus in the student teacher’s professional experience. In initial teacher education it must enable the student to apply theory to illuminate what has occurred, with the active involvement of an expert and knowledgeable supervisor.

Such a model will address the calls made during the Review to give future teachers greater contextual understanding about students, the issues they face and the communities in which they live. A teacher education program with a traditionally structured practicum component cannot provide these fuller contextual understandings.

Additionally, case-based learning drawn from experience needs to be more common in both initial and continuing teacher education. The development of a bank of case lore in this area is extremely important.

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While some preparation through observation and controlled supervision of student teachers, together with a good theoretical and case study problem solving will develop student awareness, there is a limit to what can be achieved in a pre-service program...However, it is only in the context of being a teacher that behaviour management can best be developed. Historically, for many teachers the major problems in managing behaviour occur in their first year of teaching. The importance of a reduced load for first year out teachers with mentoring support during a planned and supported period of professional induction may well be the most opportune time to assist new teachers to learn how to deal with student behavioural problems.100
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Present approaches to preparing teachers so that they will be able to create positive learning environments for students are largely deficient. Instances were cited where student teachers only undertook the practicum in schools in advantaged and prosperous communities. They were poorly prepared to understand and respond to the complex issues they encountered when appointed subsequently as either permanent or ‘casual relief’ teachers to schools.

100 Submission 192.
serving disadvantaged communities in the western suburbs of Sydney or in some regional areas.

More generally, current models of teacher education mean that too many student teachers are not able to work closely with practising teachers in an active, sustained and supervised relationship where they can test ideas in a real world of student learning, relationships and behaviour.

Until this happens, the capacity to improve the quality of work in behaviour management in teacher education will be, at best, marginal. Many manifestations of behavioural problems in schools are a result of factors outside the school but teachers have to deal with them. The implications for teacher education include endeavouring to increase the level of teachers’ interpersonal skills, their understanding of the causes of behavioural problems, their knowledge of strategies to deal with problems, and knowing the limits of intervention and when to refer the problem to someone with more expertise. Apart from knowledge of legal obligations and limits and some introduction to behaviour management in initial teacher education programs, this can only be learned “on the job”, preferably with a good mentor and with support from professional development programs101.

Certainly, student teachers in professional experience should have opportunity to work with experienced teachers in special education settings, including those for behaviour disordered students. These teachers should be able, within a system of professional accreditation, to develop and be recognised for their specialised knowledge and skills.

The teacher’s critical role

Behaviour management is a complex area, involving as it does both the student and the teacher. Teachers know that effective behaviour management has always been part of good teaching, irrespective of the level of schooling or the discipline. Advice to the Review made it clear that a linkage exists between the capacity of teachers to create positive learning environments and their professional morale. Enthusiastic, committed teachers who see themselves as highly successful and enjoy their work, recognise that integral to their achievements is the creation of positive learning conditions for students.

Somewhat ironically, in certain circumstances what outwardly appears to be reasonable behaviour management can also be a feature of teaching which is less effective. One issue raised was that of teachers who had good classroom ‘control’ but whose pedagogy was perceived as not engaging students, leading to a negative learning environment. An imposed discipline should not be confused with a positive learning environment.

Concern was expressed that issues associated with the professional ‘burn-out’ of numbers of older teachers were having implications for behaviour management. Evidence was cited about the reluctance of some teachers to transfer from a school where they had been teaching for many years to a new situation where they would, in a real sense, have to ‘start again’. The view was expressed that one reason for this was the belief of some established teachers that in a new context they would have to earn respect and establish authority and that as a consequence the quality of their pedagogy may be more exposed to scrutiny. Their authority was good, their teaching may not be.

For many of these teachers the systems in which they have worked have failed to maintain either the currency or vitality of their professional lives. Teacher ‘burn-out’ is seriously affecting the quality of teaching. Teachers should have regular opportunities for professional renewal. It is unrealistic to think that professional people can maintain the quality of their practice, including the creation of effective learning environments, unless they are provided with these opportunities.

Professional renewal within teaching should be complemented by initiatives which will assist those teachers who want to prepare themselves for employment outside teaching. There may be a significant number of teachers in the age range from 35 to 45 years, who after 15 to 25 years of teaching would identify themselves as wanting to broaden their professional horizons and who know that a change from teaching would be in their interest and in the interest of their students. Assisting these teachers into other careers should be seen as a positive initiative, especially if accompanied by removing the barriers which would preclude their re-entry into the profession at a later stage. In the longer term, problems associated with...
teacher ‘burn-out’ are likely to be reduced significantly when teaching is seen as a flexible and open profession which people can enter, leave or re-enter without encountering major barriers.

Interestingly, the spouses of teachers often identify changes that occur in their partners after a few years, from enthusiasm to disengagement and eventually to increasing cynicism. In an ageing profession this is an issue of significance. It should not be dismissed lightly.

Engaging students

Contributors to the Review drew attention to how alienating school can be for students, irrespective of age, when structures and practices seem grounded, for no good or apparent reason, in another time. This alienation can be a precursor to poor behaviour.

Schools and teachers who have changed to engage students more positively in their learning are seen as understanding that there will be many circumstances where improvement comes from schools and teachers changing as much as, if not even more than, students. In the teaching act, value should be added through the process to both students and teachers. When students find the pedagogy engaging and the curriculum relevant, they behave and learn.

Contemporary issues

The effectiveness of approaches to behaviour management in teacher education will be improved when there is a stronger focus on issues of immediate relevance to teachers at all stages of their careers. These particularly include conflict resolution, issues related to bullying and teasing, behaviour which is an outcome of learning difficulties and learning failure, drug education, issues related to managing behaviour in ethnically diverse classrooms, the learning capacities and needs of boys and girls, managing behaviour which deliberately disrupts the learning of others and incidence of depression amongst adolescents.

Addressing these issues must be prominent in teacher education. Universities must be required to certify that the graduates of teacher education programs have achieved learning outcomes and understandings in the range of areas which constitute ‘behaviour management’.

The collaborative initiative between The University of Sydney and the Department of Education and Training to write professional development units in aspects of behaviour management is timely. They are likely to be well received by teachers, particularly if they are made available as an additional online resource to support professional practice.

Drug education

It must be said that advice on the issue of drug education did not figure prominently in written submissions and meetings as part of the Review process. Ironically, this may indicate the level of awareness of the complexities associated with drug education and the uncertainty which may exist about how best to deal with it in teacher education. The Commonwealth Department of Education, Training and Youth Affairs has called for tenders for a project on drug education in pre-service teacher education. The outcomes of this project will be of special importance in determining future directions in drug education in teacher education.

Nonetheless, attention was drawn to some critical issues. Consideration of them must figure prominently in how drug education is dealt with in teacher education by the universities, employers, the TAFE system and schools. First, knowledge about drugs is not static. One-off courses, conveying information, must not be seen as a sufficient approach. Rather, the primary focus needs to be on developing teacher skills to engage students actively in the application of understandings and strategies which they can apply in their own lives.

Students need to be provided with accurate information and clear messages about the physical, social and legal consequences of drug use. However, accurate information is not sufficient in itself. Students must develop a range of skills such as communicating, problem solving, interacting, decision making and refusal and assertiveness skills. Effective drug education programs allocate significant time and opportunity for young people to practise and acquire these skills so that they are able to make healthy decisions in their lives102.

This area illustrates the importance of pedagogy which

102 NSW Department of Education and Training, Drug Education in NSW Primary Schools, Sydney, 2000, p. 8.
actively engages students in order for good outcomes to be achieved. Pedagogy which only involves the teacher passing on information is inadequate. The pedagogy must be interactive.

Lessons are particularly effective when they are interactive, using learning strategies such as role play, brainstorming and positive and supportive discussions between students. Such approaches are more effective than those where learning is passive.\(^{103}\)

A perception exists that drug education is essentially a matter to be addressed in the preparation and continuing education of secondary teachers. Such a perception is wrong. All teachers, irrespective of level of schooling or discipline, need to have the knowledge and pedagogy which will enable schools and other educational settings to meet the responsibilities they share with other institutions and agencies.

This accountability must apply equally in primary education. It is no different from and no less important than the accountability of secondary principals and teachers. Primary principals in both government and non-government schools have an important responsibility to implement effective programs in this area.

A core accountability for all educational leaders is the responsibility they have for drug education, including how well the issues are dealt with in their schools. This is an area in which schools and teachers must be partners in the larger community commitment.

**Educational leadership**

Not only in the area of drug education, but across all aspects of behaviour management, issues about the quality of educational leadership as a critical factor in establishing positive learning environments figured prominently in the Review.

While it is true that educational leaders need contemporary skills in behaviour management and effective support through professional development programs, the complexity of the issues confronting them must be recognised.

Governments over the past two decades have wrongly tried to turn their school principals into managers rather than educational leaders. Then the community dumps many of its problems, guilt and blame on government schools. I have often observed principals and their deputies in government schools spending up to 90 per cent of their day in student behaviour management, stemming from parental neglect.\(^{104}\)

Teacher education must focus on equipping educational leaders with relevant knowledge and skills to create positive learning environments where both teachers and students can enjoy success. Our schools must be positive and attractive working environments for teachers and be seen by those considering teaching as a career as desirable places in which to work.

**Student teacher perceptions**

Attention was drawn to the negative conclusions which some student teachers reach about teaching in some schools following practicum experiences. The observation was made that in these instances they saw established teachers working in environments where the behaviour of some students made teaching an extremely difficult and unrewarding job. As a consequence, they sought employment in schools where they believed their teaching would be more effective and professionally rewarding, or they decided not to enter the profession when qualified.

Teacher educators and schools must work together so that while professional experience is provided in a range of workplace settings, student teachers are not put in a situation where they are being set up for failure or will become disillusioned. This includes the need for all student teachers to be actively supervised and mentored during what is invariably a demanding and challenging time for them.

**Community perceptions**

Issues related to behaviour management are a major concern in the wider community, although the complexity of the issues confronting teachers appear not always to be well understood. The evidence indicates that the greatest concern about behaviour management relates to time on task, with the view expressed that the low level of time spent on productive learning in some classrooms in both

\(^{103}\) Drug Education in NSW Primary Schools, p. 8.

\(^{104}\) K. Wiltshire, Public schools can compete, Courier Mail, 3 August 2000, p. 15.
government and non-government schools is inhibiting the educational progress of many students.

Any consideration of this matter needs especially to take account of the inclusive nature of government schools in that they are required to enrol all students. While some schools in the non-government sector are similarly inclusive in their practices, others have a capacity to suspend and expel students in ways which are not available to government schools. These limitations impact on teachers in government schools and make more important the quality of professional development programs and resources which will enable them effectively to do the job asked of them.

While concern about student management issues applies in both government and non-government schools, it is from time-to-time cited as a factor in the trend for increased numbers of parents to send their children to a non-government school. One of the grounds given is the perception that non-government schools generally will provide a more disciplined and pastoral teaching and learning environment, with clearer values and expectations than is the case for many government schools.

Additionally, the view is expressed that some parents are more likely to identify with a non-government school because of the orientation of many of these schools to meeting client needs which in a government school is complicated by dual accountability to ‘the system’ and to parents. The values a non-government school stands for usually figure prominently in what is offered to its clients, whereas those of a government school are often much less apparent or are not so precisely drawn.

Unfortunately, the outstanding work of many government school teachers in behaviour management in often difficult circumstances tends not to receive the recognition deserved. Equally, unless the matter is dire, the fact that poor student behaviour is also an issue for many non-government schools tends to be overlooked in public discussion about educational issues. In whatever school it occurs, poor behaviour in class directly affects student learning, not only for those who are disrupted but also for those who do the disrupting. It puts at risk the learning which most students, teachers, parents and employers want to happen. Because of its direct influence on student learning, behaviour management must receive close attention in teacher education at all stages of a teacher’s career.

Concurrently, strengthening the profession’s capacity to meet client needs at the local level must be seen as an important factor affecting the quality of the learning environments teachers are able to create. Having teachers and parents more strongly connected with their schools will significantly lessen unnecessary distinctions made between government and non-government schools.

Active and meaningful parent participation in the school, whether government or non-government, complemented by teachers who can exercise the full repertoire of professional skills to create positive learning environments, is the key to addressing many of the issues which relate to the management of student behaviour. Well trained and supported teachers can do much in this area, but to be truly effective their work must be done in partnership with parents.

Policies and programs, provided in the context of the local school, which strengthen parental skills and their capacity to contribute to the parent-teacher partnership, must be seen as an essential element of future work in this area rather than an add-on which attracts a low priority.

Policy directions in behaviour management

In order to strengthen the effectiveness of teachers’ skills in the management of student behaviour, it will be necessary that:

- approaches in initial and continuing teacher education programs give priority to issues related to interpersonal relationships
  (Policy direction 42)
- learning about behaviour management in initial teacher education be addressed primarily within the framework of professional experience
  (Policy direction 43)
- employers give teachers regular and diverse opportunities for professional revitalisation, including short-term exchange placements in other schools and educational settings and, where appropriate, opportunities which will assist the transition from teaching to other employment
  (Policy direction 44)
- universities and the TAFE system in conjunction with the profession provide courses for teachers in behaviour management, including behaviour disordered students and drug education.
  (Policy direction 45)
5.9 Continuing teacher education

The lack of recognition of the learning that teachers experience erodes any attempt to build a culture of learning and reduces the ability of individuals to develop careers in teaching\(^{105}\).

Lifelong learning

One of the most profound changes which occurred in our society over the past decade was the development of the concept of lifelong learning.

Where mass primary education was the goal of the 19\(^{th}\) century and mass secondary the goal of the 20\(^{th}\), relevant lifelong education for all will be the prime goal for this century. There are now few occupations or professions where there is not an expectation that its members will engage in a significant level of continuous learning and training to guarantee the relevance of their knowledge and skills. In 1998 almost 40 per cent of the Australian working population was engaged in continuing learning, exactly comparable with the OECD average\(^ {106} \).

Teaching should reflect strongly this larger societal shift. Teachers in New South Wales should be characterised by their engagement in lifelong learning, and delivering a better service to their clients. While there are outstanding individual exceptions, teaching in New South Wales does not have a strong culture of lifelong learning. Teaching now occurs within a society with ever increasing expectations about further learning which, for a variety of reasons, the teaching profession is not yet matching.

For instance, the number of teachers undertaking further formal studies has declined in recent years. While issues related to the Higher Education Contribution Scheme (HECS) are recognised, teaching in New South Wales does not have a strong culture of lifelong learning. Teaching now occurs within a society with ever increasing expectations about further learning which, for a variety of reasons, the teaching profession is not yet matching.

For instance, the number of teachers undertaking further formal studies has declined in recent years. While issues related to the Higher Education Contribution Scheme (HECS) are recognised, teaching in New South Wales should be characterised by a substantial level of teacher participation in postgraduate studies. This participation should be a prominent element in a teaching culture which values intellectual inquiry, formal academic study and research.

The employers have particular responsibilities to support and encourage teacher learning. While there are notable exceptions, too often it appeared during the Review process that teacher learning was not seen as a critical priority by employers. Teachers’ further learning, including postgraduate studies, should be a strong focus for all employers. Equally, those seeking to enter teaching who have relevant postgraduate studies or perhaps recent employment experience in a university should be especially valued. The fullest account must be taken of the academic background of those who seek educational leadership positions. Too often such qualifications appear to carry no particular weight.

The view was expressed by some principals in their advice to the Review that the informal learning of teachers is important and should be valued. Not all learning has to be in a formal setting. However, teachers must be able to demonstrate to their clients and to the wider profession that their learning, wherever it has occurred, has led to improved professional practice. There is at present no capacity for this demonstration to be made for either formal or informal learning. Nevertheless, judgements about outcomes from accredited, professionally recognised courses will be made more easily than about the outcomes of learning which has been largely informal and lacking focus.

Competing priorities

Continuing teacher education now means participation substantially in programs designed to meet employer priorities rather than graduate, professionally related studies. For instance, a significant professional development input for many teachers are school development days, described more often in the wider community as student-free days. This resource, however, is seen by most, and especially by teachers, as being oriented more toward meeting employer priorities than being a significant professional development resource which targets quality teaching.

Mandatory professional development in government schools, which takes place on two “school development days” is rudimentary and sometimes superficial in nature. It is frequently directed towards satisfying the short term political imperatives of the government of the day. As such, school staff question its value and it is frequently met with cynicism\(^ {107} \).

\(^{105}\) Submission 68.

\(^{106}\) Kai-ming Cheng, Schools into the new millennium: In quest of a new paradigm, Keynote address to International Council for School Effectiveness and Improvement, 5-9 January 2000, Hong Kong, p. 6.

\(^{107}\) Submission 193.
Irrespective of the importance of these priorities, and the feedback from schools which indicate how valuable the resource is, they do not translate necessarily into improvement in teacher skills and hence in student learning.

Indeed, because there is no strong focus on the individual teacher’s professional growth, the employer’s priorities come to be seen by at least some teachers as sufficient, the bottom line at which they are required or prepared to engage. As a consequence, particular importance attaches for some at least to professional development activities being undertaken in school rather than personal time. In many instances this requires employers to employ a relief teacher.

This practice, unknown in education systems in countries such as Germany, means that a significant proportion of professional development funding is committed to the employment of relief teachers rather than providing quality programs which will engage and be relevant for teachers. Rather than funding relief teacher salaries, professional development funding should be directed substantially toward creating and delivering challenging and engaging programs which improve teacher quality.

The view was put during the Review that at least some of the systemic priorities imposed by the employers over many years could in fact have been achieved through a greater commitment, including resource commitment, to improving the quality of professional practice. In general, the employers need to value more highly the quality of the professional practice of teachers. They need to place an unambiguous focus on supporting teacher improvement at the classroom level.

The following contribution to the Review from a teacher demonstrates the importance of relevant professional learning to teachers and yet how low is the systemic priority many believe is given to it.

In my 28 years as a teacher I have seen seven curriculums measuring about 25cm high grow to over two metres of syllabus and support documents of dense text. I’ve had no real teacher retraining except a scattering of after school curriculum development meetings and my own reading. This comment also raises the important question of the seeming disconnectedness of curriculum development requirements, resting with the Board of Studies, from professional development in order to effectively teach the curriculum in New South Wales schools. A major priority in professional development programs should be making the connections between curriculum and pedagogy. Further, it is interesting to note that district-based consultants in the Department of Education and Training are usually referred to as ‘curriculum consultants’, not ‘teaching consultants’. Across the employers, there generally does not appear to be a strong organisational focus on quality teaching, certainly to the extent that there is a focus on curriculum.

So-called ‘content free’ professional development should be the subject of considerable scrutiny by the employers and the profession to determine the extent to which improvement will be achieved in teacher skills and student outcomes.

**Professional responsibility**

Professional growth within teaching needs to be seen primarily as a matter of individual responsibility. Failure to encourage, facilitate and reward individual professional growth has diminished the quality of teaching in too many classrooms in New South Wales.

The motivation for teachers to continue personal and professional learning is limited. Unless the teacher is motivated personally to do so there is generally only limited support, by the larger employers in particular, for teachers to continue their studies or attend courses other than those required by the employer. This leads to a very narrow view of ‘professional learning’ and the control of knowledge by employers. This narrow base of learning applies irrespective of agreements reached between universities and employers for recognition to be given to employer-offered courses within postgraduate studies. In any case, the number of teachers involved in courses offered by employers which carry advanced standing is limited. There is little evidence of a major cultural shift occurring toward a strong and pervasive culture of teacher learning attributable to these arrangements.

Indeed, one of the questions raised by the evidence gathered during the Review is: should the employers be major players in the design and delivery of professional development programs to improve teacher quality? Consideration of the issues in that question leads to the

108 Name withheld.
conclusion that, on balance, they probably should not be drivers of the learning made available to teachers, but be active supporters of it. Properly, responsibility of that kind should reside eventually with the profession and its members. From the evidence, the Review concludes that the interests of the employers would, in the main, be better served by them focusing on assurances about the standard of professional practice of the teachers they employ. Continuing teacher education needs to be re-focused so that teachers are encouraged and are able to exercise greater individual responsibility for their own learning, rather than seeing professional development as something done to them. Importantly, this greater individual responsibility should be exercised within a framework which allows the teacher to make well-informed decisions about the learning to be undertaken so that it has relevance and sequence, and is recognised and valued by the employer and the profession.

Much of what passes at present for teacher professional development gives the appearance of being unplanned and unsystematic. Schools, by and large, do not do skills audits of their teachers, nor are they encouraged to do so. Few schools turn the professional learning of teachers into data to assist in planning in the area of teacher quality. In particular, in too many instances, young and highly talented teachers are not given the sorts of further learning opportunities which would enable their potential to be realised.

Data...suggest that, generally speaking, engagement in professional development increases with levels of experience and responsibility. Highly experienced teachers had significantly higher participation levels than those who had been teaching for four years or less. School administrators also participated at considerably higher levels than classroom teachers109.

The decline in teacher participation in relevant continuing education directly impacting on the classroom has occurred at the same time as the decline in overall professional development funding and the ageing of the teacher population in New South Wales. We have failed to address or bridge sufficiently the increasing gap between the knowledge and pedagogic skills of many experienced teachers and the knowledge and practices they actually need for successful teaching, irrespective of how much many may have wanted to keep up. Because there is no professional structure or pathway, this must be seen primarily as a deficiency of the systems within which teachers work.

The need for clear professional development pathways will increase in the years ahead, given the generational change in teaching which will occur. Within 20 years, approximately three-quarters of existing teachers will no longer be teaching. This represents an opportunity as well as a challenge for employers to improve teacher quality and the quality of educational leadership in schools.

There should be a shift in teacher education to conceiving it as a continuum of learning, beginning in pre-service education and continuing in an integrated way throughout teachers’ careers. The structures for this to occur do not presently exist; they need to be developed and implemented. Only through clear professional structures will teachers be able to exercise the professional responsibility they have for improving the quality of their individual practice.

Creating a culture of teacher learning

Unless defined otherwise, teacher education in New South Wales is taken generally to mean pre-service programs for student teachers. Not only is this incorrect, but it also indicates the extent to which continuing teacher education has become undervalued.

It is a singular truth, as it has been for many years, that a teacher can be appointed to a school in this State after completing an initial teacher education qualification and not be required by the employer to engage in any significant, sustained further teacher education for the remainder of their teaching career. This would seem to be a recipe for:

- low and perhaps even declining standards of professional practice
- the likelihood of growing professional malaise over the course of their career
- alienated students who see too many of their teachers as out-of-touch, especially when compared to their best teachers
- unless exceptionally well led, schools which in their culture and practices devalue the importance of the work teachers do, by not focusing on teacher and school improvement.

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109 D. McRae et al., p.9.
During the Review comment was made that at the heart of the present situation lies a fundamental irony: the business of teachers is student learning and yet so little importance seems to attach to their own learning.

A teacher who gives up on learning should also give up on teaching.\(^{110}\)

Most teachers enter the profession with an immediate prior background as learners. Moreover, they have been learners acting out of an individual commitment to their studies and the desire to gain a recognised qualification. The starting point for building a culture of teacher learning should be acknowledging the capacity to exercise responsibility for their own learning which the great majority of teachers bring to the profession and which many on an individual basis and in a variety of ways attempt to fulfil over their careers. This should be done by establishing structures and processes which facilitate and reward, rather than ignore and discourage, their individual professional growth.

On the basis of evidence presented to the Review, the important early years of teaching should be structured to build greater continuity from the learning which occurs in initial teacher education. One approach could be to establish in the first decade of teaching a set of requirements about participation in significant continuing teacher education and to reward teachers for the standards they reach. The implications of this concept are ones that the employers and the unions would need to address in an industrial award. Issues related to this are considered in detail in chapter 8 of this Report.

### An agenda for change

An inability to engage all teachers from the outset in challenging and rewarding professional learning connected with their work is part of the much larger issue of the extent to which professional passivity is imposed on them in some employment situations. The malaise in significant areas of teaching about which many spoke during the Review is in part at least a consequence of systems of teacher education and teaching failing to meet teachers’ professional needs. Where their needs are met and where they are strongly engaged in the creation of positive work environments, the morale and professional self-image of teachers is much higher.

In too many schools in New South Wales, teachers are rewarded for waiting: for some by teaching on a ‘casual’ basis until a permanent appointment is offered; through salary increments over the first decade of teaching; through accumulated transfer points in the government school system with the reward of eventual appointment to a school in a preferred location; or through the hold which a superannuation scheme may have in the latter years of teaching.

This is a culture which rewards patience, not learning; it rewards maintaining the status quo rather than rewarding development of skills as a teacher. In a society where most areas of employment increasingly reward performance, creativity, innovation and adding value, the opportunities which teachers have to be recognised and valued appear so limited that they reflect a period which has long passed in much of the wider workforce.

Where it exists, the creation of this culture in teaching is the doing of systems, not teachers. Its end result is a number of older teachers whose zeal for and commitment to teaching have diminished. Many feel trapped in circumstances where they see little valuing of themselves or alternatives they could pursue.

Change is needed in the systems within which continuing teacher education occurs. The universities, employers, the unions and the profession need to commit themselves to a reform agenda which will:

- create a strong culture of teacher learning based on increasing the responsibility which teachers exercise for their continuing development
- establish explicit expectations about the further professional learning of teachers
- recognise and reward teachers for their professional improvement
- integrate more closely the professional development of teachers with their work, including the connection between curriculum and pedagogy as the major focus of professional development programs
- shift professional development resources and decision making responsibility as closely as possible to schools and classrooms, so that teachers and schools can access directly relevant programs offered by a range of providers.
Employers should focus on policy setting, complemented by the provision of programs which meet clearly defined but not excessive systemic priorities.

**Policy directions in continuing teacher education**

In order for issues in continuing teacher education to be addressed, it will be necessary that:

- employers and teachers support a system of teacher accreditation which encourages and rewards their professional development throughout their career *(Policy direction 46)*
- employers and teachers support an approach to continuing teacher education which emphasises the responsibility the profession and its individual members have for further learning to improve the quality of professional practice. *(Policy direction 47)*

5.10 Educational leadership

The quality of any school is not determined solely by its resourcing. The key ingredient is the calibre of the principal and the quality of the teaching and learning.\footnote{K Wiltshire, *Public schools can compete.*}

Leadership and pedagogy

The view was put repeatedly in advice to the Review that the quality of educational leadership, at whatever level, shapes the quality of professional practice in classrooms which in turn is a major determiner of the level of student outcomes. There can be no adequate consideration of the quality of teaching in New South Wales unless full account is taken of issues related to educational leadership. Good educational leaders affect for the better the pedagogy of teachers and the quality of student learning.

Education in New South Wales is well served by many outstanding educational leaders. They are exceptional people, recognised and greatly valued by their communities. Their contributions to education in general and to the profession in particular are amongst the most significant made by any members of our society.

That being said, advice was provided that in too many instances educational leaders have only limited impact on the quality of teaching. Their priorities are administrative rather than educational. Furthermore, too many are unable to articulate fully or demonstrate how their leadership is affecting pedagogy. In such instances they either lack the knowledge or confidence to shape and change teaching and learning at the classroom level, or the structures within which they work do not attach sufficient priority to this dimension of their leadership. Again, this represents a weakness of current systems.

The exceptions to this view are readily identified as our most outstanding and talented educational leaders. In other words, the benchmark they set is the extent to which their leadership matters at the individual teacher and classroom level.

**Current approaches**

Most employers in New South Wales have made investments, often significant, to enhance the quality of educational leadership in schools. For instance, the Department of Education and Training has a range of initiatives in place designed to prepare future leaders for executive and principal positions in schools and to support the leadership of current school principals. All Catholic dioceses provide opportunities for leaders and potential leaders, including the area of spiritual formation. In addition, organisations such as principals’ associations often exercise a high level of responsibility for the continued development of their members and in many instances facilitate mentoring arrangements.

Many of these initiatives have operated within substantially diminished and constrained budgets, irrespective of the increased challenges and demands with which leadership development programs have been faced over recent years.

Nevertheless, putting funding difficulties to one side, evidence gathered during the Review points to some significant issues in current approaches to preparing future educational leaders and sustaining and improving those who already hold leadership positions, at whatever level.

First, irrespective of sector, there has been a tendency to focus evaluation too strongly on the extent to which participants in educational leadership programs have been satisfied with the quality of the program.

Most programs are created and led by our most experienced practitioners; the satisfaction levels should be high. In a sense, satisfaction masks the key question. In general,
insufficient attention has been given to the extent to which such programs have reconstructed understandings about contemporary educational leadership and led to improved school performance and student outcomes.

Second, in the main, current leadership programs are open to all who are interested; they do not sufficiently discriminate between participants on the basis of their contexts, prior knowledge and skills or readiness to undertake further learning. A lack of succession planning, a responsibility which properly should be undertaken by the employers assisted by the profession, impacts on the careers of many teachers. This deficiency is adversely affecting the quality and effectiveness of many leadership programs.

Third, in many present approaches to developing educational leadership there is generally a low level of expectation about the individual professional responsibility which current and aspiring educational leaders should exercise for their own growth and increased knowledge. Too much of what now occurs is developed and delivered within the framework of employer and systemic priorities, and the larger the system in which the teacher is employed, the more likely this is to be so. Sadly, it is therefore little different from how most professional development occurs more widely in the profession.

Fourth, principals appear reluctant, irrespective of sector or of the work which they and their representative bodies have put into mapping out ‘preferred futures’, to canvass how best to match their continuing education needs with what they see as emerging expectations about educational leaders, schools and teachers.

In general during the Review, principals more confidently and willingly talked about how leadership programs should be constructed for middle level executive staff in their schools, an area of understandable and particular concern to them, and what schooling may look like in the future. For whatever reasons, they were less confident in making the connections between the expectations and challenges which will confront senior educational leaders in emerging educational and societal contexts and how school principals could be best prepared and supported to meet them.

In many instances the systems and approaches which currently apply do not work in the interests of principals. Future approaches should give priority to intellectually challenging and engaging programs which will broaden and deepen knowledge and skills relevant to the critical roles principals have in shaping pedagogy and in connecting schools and society.

This is not to say that many present programs are ineffective; they are effective, but only in terms of the parameters within which they operate. Importantly, these should be broadened so that current and future school leaders are challenged by the perspectives and understandings driving change outside their own immediate environments and using their learning to improve the quality of teaching.

**Leadership and school culture**

Reference was made in advice received to ‘closed’ and ‘cynical’ school cultures. Advice was provided which went so far as to describe some cultures as ‘toxic’, often apparently shaped by entrenched and unresponsive teachers at middle management level. Information was also provided about instances where induction for teachers in their first appointment consisted of advice from executive staff, particularly head teachers in secondary schools, to forget most of what they had learned in their university course about professional practice.

Such cultures represent a failure of leadership and a disjunction between employers and the teacher education institutions. They suggest that in some instances at least, present accountability processes should be strengthened to address issues of importance in the operation of schools. No teacher should have to work in an educational environment where they cannot grow and develop as a professional practitioner, or indeed where there is no expectation that they will.

While the extent of this problem is difficult to determine, its scale is sufficient to warrant new directions in the ways in which educational leaders are prepared and supported. Every community in New South Wales has the right to expect that their school will be led by a well informed, quality principal and executive staff capable of developing and sustaining an open and outward looking school culture where the very best teaching can occur. Teachers want no less.

The words which should never be used to describe the culture of any school in New South Wales are *closed*, *cynical* and *toxic*. No matter their currency and no matter the sector, that they are is a cause for particular concern.
Declining leadership aspirations

A further issue was raised during the Review which in a very real sense is an indicator of current difficulties. Advice from both the government and Catholic school systems indicated some concern about the number and apparent quality of candidates for leadership positions, at all levels. The submission from the Catholic Education Commission commented on this matter.

The Catholic community of schools is greatly concerned about the growing shortage of quality candidates offering themselves for leadership positions in schools, including the principalship112.

Comment was made in advice to the Review that many teachers now regard educational leadership positions, and the principalship in particular, as too onerous a role and have discounted senior leadership as something to which they aspire.

This issue, raised as a matter of consequence in advice, will only be addressed satisfactorily when there exists a clear, sequential and relevant professional development structure which teachers see as equipping them with the knowledge and skills contemporary school leaders require.

This is not to deny the need also to raise significantly the status of senior educational leaders and principals and to give them genuine professional authority in their roles. More broadly, the trend is an indicator of the apparent elements of malaise within the profession about which many spoke during the course of the Review. No advice was received on this issue from the independent school sector.

Changing contexts

Evidence gathered during the Review indicates that the nature of leadership in schools now and into the future requires a set of understandings, knowledge and skills for which a background in schools alone, while a necessary pre-requisite, of itself will be insufficient.

We have compounded the insularity of schools by too narrowly focusing the preparation of educational leaders and have failed to set and apply leadership standards oriented to better schools, better teaching and improved student outcomes. Leadership which is capable of affecting the quality of teaching needs to be strongly grounded in sophisticated and contemporary understandings about quality pedagogy and the complex contexts in which schools now operate.

Given the evidence about the changing knowledge and skills required by educational leaders, it is unrealistic to expect that the employers alone, and particularly small employers, can either develop or deliver the comprehensive leadership programs which will be required for the future. Their role should focus more on establishing broad policy directions consistent with their strategic planning and facilitating the participation of teachers in quality programs oriented to the individual professional growth of current and aspiring educational leaders.

New approaches

While there exists a significant level of skill and expertise within current educational leadership programs on the part of those who develop and deliver them, the evidence is that it is time for new approaches. The talent and the expertise should be directed into models which will better prepare educational leaders for future challenges and expectations. Advice to this effect was provided by those closely associated with many of the programs presently in place.

This issue is increasingly urgent given the fact that we are facing a generational change in school leadership as a large proportion of current school leaders will retire from all levels in the next five years.

Continuing education for educational leaders needs to be planned, sequential and linked to a professional structure which accredits and recognises their learning. At least some current school leadership programs would fit readily into such a framework. Further, such an approach may rationalise the problem raised earlier of the extent to which some school leaders overly access professional development opportunities as compared to classroom teachers.

The role of the universities

While issues related to funding of leadership development have to be addressed, the universities should have a more significant profile in this area than is presently the case. They must be better connected to the needs of the profession and the employers. As part of this, online technology, properly developed and utilised, has the

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112 Submission 113.
capacity to improve the accessibility of educational leadership programs and broaden the sources.

There is now a global opportunity for teacher and educational leadership development. For example, a focus in future work could be to give teachers in New South Wales access to the very best programs, appropriately modified, from other countries. The Review gained support from Stanford University in the United States to share the University’s expertise in developing modules for principals in an Australian context. The University of Sydney has already shown interest in this possibility.

The University of Technology, Sydney (UTS) has taken a somewhat different approach by announcing a new degree, Bachelor of Arts in Organisational Learning, a multi-disciplinary course drawing on the resources of the Faculty of Education and the Faculty of Business. While the course is designed for undergraduate study, the concepts behind it are ones entirely relevant for meeting emerging needs in continuing teacher education. The course would be especially appropriate in a combined degree model. Its underlying principles are strongly endorsed by the Review.

In advice to the Review about the new degree comment was made that:

Business management and adult learning subjects are integrated into the new degree to provide an innovative combination of management and adult learning skills that are much sought after in contemporary organisations. The degree also embeds a number of IT or e-learning subjects in the program that provide graduates with the knowledge and skills needed to integrate the increasingly important role of Information Technology into the learning activities of organisations.¹¹³

The course, the delivery mode and learning structures incorporated into it have the potential to be a powerful professional development experience for educational leaders, opening up new understandings about the interconnectedness between teaching and the wider world of work and workplace learning. Additionally, it is possible to conceive that educational leaders who have undertaken such challenging studies are more likely to structure their own educational settings so that they are responsive and adaptable to emerging contexts, compared to those whose professional development has been largely ‘in house’.

At present, for a variety of reasons, the role of universities in continuing teacher education is minimal. If they are to make a major and significant contribution to it, the universities will need to be well attuned to the needs of the profession, schools and employers. Programs developed must be both intellectually challenging and relevant to the work and priorities of teachers and educational leaders.

An agenda for change

Some essential but critical considerations should apply to the development of new approaches to educational leadership.

Programs available to current and aspiring educational leaders should:

- be intellectually challenging and in general have a strong academic base, including opportunities particularly for pedagogical and school-based research
- be structured, where appropriate, as an interdisciplinary study, particularly to meet the needs of senior educational leaders
- lead to a recognised credential which is valued by the employers, fitting within a sequential framework which accredits teachers for their further learning.

Within this agenda, the employers must give consideration to how educational leaders are recruited. Particularly, advertisements for educational leadership positions in schools should set out explicit requirements about knowledge, expertise and accredited standards gained through further learning, not simply state expectations based on expressions such as ‘awareness of’ or ‘understanding of’.

Further, given the importance of educational leadership in improving teacher quality, the Department of Education and Training should consider the open advertising of educational leadership positions. This would put the Department on an equal footing with other employers in attracting the very best educational leaders, irrespective of where they are employed. If non-government schools can recruit openly high quality educational leaders from government schools in New South Wales and interstate, why should the reverse not apply?

¹¹³ Submission 199.
Policy directions in educational leadership

In order to raise the quality and availability of educational leaders, it will be necessary that:

- standards be established for educational leadership to which teachers can aspire, be accredited against, and for which they can be recognised and rewarded
  \textit{(Policy direction 48)}

- the universities have a better defined and more substantial role in the provision of educational leadership programs, especially by broadening the range of pedagogical and inter-disciplinary studies
  \textit{(Policy direction 49)}

- the Department of Education and Training consider strategies to broaden the sources of educational leaders in government schools.
  \textit{(Policy direction 50)}

5.11 Teaching environments

There can be no adequate consideration of teacher education unless account is taken of the contexts in which teachers work. Nothing is served by having high quality teacher education programs if the environments, settings and structures in which they teach are not strongly oriented toward practice at the highest possible professional standards.

The most important factor accounting for the overall level of teacher quality in New South Wales is the strength of commitment to it in schools.

In New South Wales, in government schools at least, teachers are prepared for a teaching environment which, when they encounter it, is in too many instances distinguished by a culture which seems overly regulatory. For instance, the overwhelming majority of teachers appointed to a government school have no involvement in their appointment other than to express their preferences and then to report to the principal when an appointment is made by the Department of Education and Training. This contrasts markedly with contemporary human resource practices where line managers have responsibility for appointment of their staff. This responsibility can be seen in many other professions, vocations and occupations, in many non-government schools in New South Wales, and in other Australian states in both government and non-government schools. Account needs to be taken of the mutual obligations which apply in many employment situations. The employer, by being directly involved in the appointment, has a responsibility to the person who has been appointed to ensure the quality of their performance. In return, the person who has been appointed, identifies a direct obligation to the employer who has made a commitment to them.

Demand for quality teachers

As raised earlier in this chapter, high quality teachers are in demand and competition between employers to secure them is increasing. In this more competitive market, attention was drawn to the extent to which government schools may be losing out to non-government schools in the competition to attract and retain high-quality teachers. Advice was provided that many high-quality teacher education graduates readily find positions in non-government schools because of the priority many of these schools give to securing the best teachers by offering them incentives and more attractive teaching conditions.

Additionally, there is an emerging pattern of non-government schools ‘poaching’ known, quality teachers with generally about three to five years’ experience from government schools. While limited, the available data at least suggest that the teachers involved would be considered ‘quality practitioners’. Certainly, consideration needs to be given as to how best to address any haemorrhaging of quality from the government school system which may be occurring.

Information about the movement of male primary teachers between the two sectors provides an insight into what almost certainly is occurring more broadly. Figure 5.3 compares the percentage of male primary teachers in government and non-government schools in the period from 1975 to 1999. Non-government schools in this period were successful in attracting male primary teachers from small cohorts. In 1975 there were 6,406 male primary teachers in government schools; by 1999 this had fallen to 5,315, a loss of almost 1100. Over the same period the number of male primary teachers in non-government schools increased from 603 in 1975 to 1,746 in 1999, a gain almost equivalent to the net loss in government schools. Given the small pool of male primary teachers, the data may be indicating the broader success of the non-government school sector in attracting the teachers it wants.
Strengthening professional engagement

The often high level of commitment of teachers to the local school and the community it serves is one of the great strengths of education in New South Wales schools, whether government or non-government. To the extent that the reform of teacher education and the reform of schooling should be an integrated process, strategies which strengthen professionalism in both responsibility and accountability at the school level should be considered. This may well address the sense of disengagement which characterises the perceptions of too many teachers. An observation of this nature is not a reflection on the quality of their work; it is a reflection on the very limited effect they can have on issues of wider relevance than just their classroom.

In this regard, the Review endorses the principles underpinning the teacher performance arrangements agreed to by the New South Wales Teachers Federation and the Department of Education and Training.

It is a matter of fact that many thousands of teachers in government schools demonstrate high levels of loyalty to public education, are proud to work in a public school and vigorously defend the values of the public education system. Equally, others are attracted to teaching in non-government schools because the sense of local identity can be stronger and because the sense of distance between the employer and the teacher is not usually as great and they feel a real sense of purpose to serve their clients, that is their students and their parents. The need to bridge the gap, wherever it exists, figured prominently during the Review in advice about how teacher education and teaching could be revitalised. Our very best schools are places where the learning of both students and teachers is valued and where structures exist within which teachers can improve the quality of their professional practice.

Issues about the quality of teacher education are therefore inseparable from issues related to schooling and school leadership. Highly effective leaders cannot exercise quality leadership if the systems within which they work are not well aligned to the times. A defining characteristic of all schools should be the principal’s capacity, working with teachers, students and the community, to adapt the school to contemporary imperatives, including numeracy, literacy and technological competence and the diverse challenges now confronting education.

As raised earlier, a critical component of quality leadership anywhere is the capacity of the leader to be responsible for the selection of those who will work together in the organisation. This applies equally in education. While many principals in non-government schools have this capacity, it is generally more limited in government schools where a mainly centralised statewide staffing operation applies.

Evidence was provided to the Review which clearly indicates that the Department of Education and Training’s
School Staffing Unit provides an outstanding and efficient statewide placement exercise, with sophisticated systems in operation. The commitment of those who work in the Unit and the efficiency of its systems are of the highest order.

Even so, the present structure of the staffing process gives principals only limited opportunity to be involved in the selection of teachers. Principals will exercise the fullest professional responsibility for a teacher’s growth when they have a direct say in appointments made to their school. It is difficult to conceive that current practices in the initial employment of teachers in government schools would be acceptable in the wider employment market for professional people. It appears to be an instance where managing the scale of the operation has been given priority over quality and professional responsibility.

Consideration needs to be given to whether the input benefits of the present system are at the expense of enabling principals to improve significantly student outcomes by having a more direct say in the appointment of teachers to government schools.

For instance, and perhaps as a starting point, consideration could be given to delegating greater local level responsibility for the appointment of teachers to specialist schools where specific credentials, skills, knowledge and suitability are important.

Giving educational leaders the capacity to exercise this level of professional responsibility will mean that a major issue related to teacher quality brought to the Review’s attention by principals can be addressed. They spoke of instances of teachers appointed to the schools they led who were clearly unsuited to teaching and who, for a variety of reasons, were unsatisfactory in their performance. In some instances the number of teachers was significant. Irrespective of procedures for dealing with such teachers, principals spoke about how time-consuming the management of them was, and how the effort which had to be put into their support distracted the school from the priority of creating a quality teaching and learning environment. The demands on them were all the more discouraging because as principals they did not have a say in the appointments.

An approach which gives government school principals real responsibility in the selection of staff is not one to be implemented overnight, but a significant number of pilots should be set up to test how it could work in practice. This is an issue which has been visited previously in government schools. Given its importance in the quality of teaching, the issue should be addressed again.

In a reformed model of teacher education with professional experience in schools at its centre, we need the very best teachers in our schools to guarantee the future quality of the profession.

The physical environment

Comment was made during the course of the Review on the need for the physical environments in which teachers work to be commensurate with the status of professional practitioners and the physical working conditions which now exist for many in the wider workforce. For instance, it is unrealistic to expect teachers to be highly and consistently effective when working in crowded staffrooms, desk jammed against desk, and with the most basic of facilities. Such circumstances were observed during the Review.

This issue is of course a global one and applies to many, if not all, education systems, in government and non-government schools, in Australia and internationally. The green paper released in the United Kingdom in 1998, Teachers: meeting the challenge of change, observed:

We are determined that teachers and support staff should have better working conditions. In addition, we propose a specific targeted fund for the sole purpose of improving staff working environments and ensuring that teachers have ready access to the equipment they need to work effectively.

Further, the United Kingdom green paper described an initiative to develop the ‘Staffroom of the Future’.

The Government warmly supports a new initiative by Lord Puttnam to research, design and create the ‘Staffroom of the Future’. This initiative will take the form of a design competition, run in association with the Times Educational Supplement. Lord Puttnam is working with a number of internationally recognised British designers, including Sir Terence Conran and Sir Richard Rogers to work in conjunction with teachers on a brief for the competition.

Up to six entries will be published in the TES and teachers will be encouraged to vote for their preferred option, commenting on the nature of a staff workstation. Private sponsorship will be secured to enable the winning design to be constructed in a number of pilot schools, to be chosen from the teacher responses received to the competition\textsuperscript{115}.

Further, in an age when most professional people have, as a matter of course, such necessities as a computer terminal, a laptop computer, a direct line phone, facsimile machine and a mobile phone, it is difficult to regard the infrastructure provided for many teachers as consistent with their professional standing and which they believe would support significantly the quality of their work.

While the resource implications for the employers are obvious, the fact remains that at least some of these items, and probably others yet to come onto the market, will be seen in the future as essential for teachers if they are to be fully effective in their work in the rapidly changing world in which teaching will occur.

**Policy direction in teaching environments**

In order to address issues related to the quality of the environments in which teachers practise their profession, it will be necessary that:

- employers, and particularly the Department of Education and Training, in their leadership and management structures take account of how the quality of teacher education and teaching can be improved through greater localisation of authority and decision making in schools.

\textit{(Policy direction 51)}

### 5.12 Conclusion

The revitalisation of teaching about which so many spoke in submissions and consultation meetings needs to occur in all of its many aspects: from pre-service preparation; to how teachers are appointed; to how teachers are inducted into the profession; to how teachers meet and maintain standards of professional practice; to how the responsibilities which a professional identity carries are demonstrated; to how teachers are recognised and rewarded for their professional growth; and to how educational leadership is developed and exercised.

None can be ignored, all will need to be dealt with.

\textsuperscript{115} United Kingdom Department of Education and Employment, p. 63.
6. Quality in other professions

The evidence gathered during the Review is unequivocal: while teachers are most often described as professional people, teaching is not a profession. The terms of reference of the Review required it to examine the ‘systems and procedures used to prepare for and enter other professions’. Understanding the core issues of what is a profession and what sets it apart from vocations and occupations are important contexts for this Review.

The professions of accountancy, dentistry, engineering, law, medicine, nursing, psychology and social work were looked at particularly because they have:

- some characteristics similar to teaching
- a range of professional training structures
- varying status within the community.

Specific comparisons were made between teaching and nursing, given the similarities they have under the broad umbrella of the ‘helping and caring professions’. Further, nursing and teaching are two professions where the State is the major employer.

Information of this kind has not been collected previously in any recent reviews of teacher education in Australia. The study provided:

- comparative information on how members of different professions are prepared, including the extent and form of on-the-job training, the structure of professional experience, and the systems of accountability and regulation
- information about the ways in which members of different professions update their knowledge and skills
- insights and understandings about the processes and strengths of professional preparation in other areas.

The information gained from the study provided a basis for comparing the quantity and quality of teacher education with professional preparation and continuing education in other professions. (Appendix 4)

Two main models for establishing and maintaining a profession were identified.

The first model is that which covers the statutory professions. These are the professions established by and subject to law, act, decree or statute. Examples of statutory professional authorities in New South Wales include: The Nurses Registration Board (New South Wales); the Dental Board of New South Wales; The New South Wales Medical Board; Psychologists Registration Board; and The Law Society of New South Wales.

The second model covers the self-regulated professions, being those professions established to regulate their own standards and ethics of practice through an independent body. Self-regulating professional bodies are: the Australian Association of Social Workers; the Institution of Engineers, Australia; The Institute of Chartered Accountants in Australia; CPA Australia; and the Royal Australian College of General Practitioners.

A key difference between the two models is that those members of statutory professions found to have breached codes of professional or ethical practice, can lose their right to practise. On the other hand, members of self-regulatory professions lose only their membership of the profession and can, theoretically at least, remain working in the general area.

Methodology

Information was provided through a range of primary and secondary sources. Initially, key personnel involved in providing professional experience were interviewed to identify the relevant stakeholders, institutions, processes and structure within each profession. A wide range of settings was visited during the Review where professional experience was provided. Information was obtained from the web sites of the professional statutory and regulatory bodies, many of which are highly sophisticated and comprehensive.

In addition, visits were made to teaching hospitals, The Law Society of New South Wales, and other institutions involved in providing professional experience.

Finally, documentation about pre-service training, regulation, accreditation, registration, and continuing professional development was examined to establish an overview of the professional organisation, preparation and continuing education in the professions selected, as at the commencement of the year 2000.
6.1 Defining a profession

How other professions view themselves is fundamental to how they manage issues such as membership, registration, and the value they attach to professional learning and growth.

Increasingly, professions are moving toward a social contract model emphasising a commitment to client service in return for the privilege of self-regulation. Such a model requires a code of ethics to govern the practice of the profession’s members. In return, the community grants a high degree of autonomy to the profession and accepts that its practitioners are worthy of high status.

The Australian Council of Professions describes the social contract nature of the relationship between a profession and its clients in the Council’s statement on professionalism and professions.

A profession is a disciplined group of individuals who adhere to ethical standards and uphold themselves to, and are accepted by the public as possessing special knowledge and skills in a widely recognised body of learning derived from research, education and training at a high level, and who are prepared to exercise this knowledge and these skills in the interest of others. It is inherent in the definition of a profession that a code of ethics govern the activities of each profession. Such codes require behaviour and practice beyond the personal moral obligations of an individual. They define and demand high standards of behaviour in respect to the services provided to the public and in dealing with professional colleagues. Further, these codes are enforced by the profession and are acknowledged and accepted by the community.

The Council’s code of ethics is set out in Table 6.1. Members of the Council include many of the self-regulated professions studied, including: The Institution of Engineers, Australia; Australian Dental Association; CPA Australia; and The Institute of Chartered Accountants in Australia.

Teaching does not operate in this way; it is neither self-regulatory, nor does the profession itself identify its service obligations. To emphasise this point, teaching is not represented by a body through which it could seek membership of the Australian Council of Professions.

<table>
<thead>
<tr>
<th>Table 6.1 The Australian Council of Professions - Code of Ethics</th>
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<tbody>
<tr>
<td>1 at all times place the responsibility for the welfare, health and safety of the community before their responsibility to the profession, to sectional or private interests, or to other professionals;</td>
</tr>
<tr>
<td>2 act so as to uphold and enhance the honour, integrity and dignity of the profession;</td>
</tr>
<tr>
<td>3 perform professional practice in only their areas of competence;</td>
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<tr>
<td>4 build their professional reputation on merit and shall not compete unfairly;</td>
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<tr>
<td>5 apply their skills and knowledge in the interest of their employer or client for whom they shall act, in professional matters, as faithful agents or trustees;</td>
</tr>
<tr>
<td>6 give evidence, express opinions or make statements in an objective and truthful manner and on the basis of adequate knowledge;</td>
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<tr>
<td>7 continue their professional development throughout their careers and shall actively assist and encourage professionals under their direction to advance their knowledge and experience.</td>
</tr>
</tbody>
</table>

6.2 Professional registration and regulation models

All professions reviewed, except teaching in New South Wales, have a professional or regulatory authority which is responsible for registering applicants as members of their profession. Many of the registration bodies also manage mandated systems of continuing professional development. The study identified a continuum of professional regulation and registration models. These range from statutory regulation with accompanying registration procedures, to co-regulation and finally, in the case of teaching, to little or no regulation.

Most health professions in New South Wales are managed by professional registration boards, for example, the Nurses Registration Board of New South Wales. The Law Society of New South Wales also acts as a registering authority for the legal profession.

Such registration bodies have a statutory responsibility for accrediting individuals to practise their profession. They are also self-regulatory as their procedures are administered by those within the profession who possess the relevant knowledge to make judgements about professional issues in the workplace. As a result, these registration bodies have both a regulatory and a social contract aspect to their operations. They emphasise the concepts of public interest and public confidence.

An important sanction available to these bodies is that non-registration means that by law an individual may not practise in the respective profession.

In the middle of this continuum of professional registration are co-regulatory systems. In a co-regulatory model, registration systems are established by a professional body. Individual professionals become members of the body and are registered by it. However, the professional body does not operate under statute and is unable to prevent unqualified members from practising in their profession. Such bodies may only refuse membership. Social work and accountancy operate within this particular model. In some of these co-regulated professions, governments have a role monitoring the profession and proposing standards. Co-regulation models place a strong emphasis on their social contract with the community.

Teaching lies at the other end of the regulation scale in that it is largely a ‘no regulation’ model. Although teachers in government schools are required to hold a professional qualification from a recognised university, teachers in non-government schools are not required under the Education Act 1990 to hold professional qualifications. In teaching, there is no professional body to oversee registration, accreditation and the development of professional standards or accountability.

Table 6.2 sets out registration, professional licensing requirements and practising licence mandates across the professions under consideration. The different modes of practice and operation are a response to the needs which exist within each profession.

The Nurses Registration Board of New South Wales approves nurse education curriculum and registers nurses on completion of their nursing courses. The Dental Board of New South Wales registers dentists who have completed an approved course of training.

The registration of solicitors and barristers in New South Wales is set out in the Legal Professions Act, 1987. The legislation establishes a professional body, The Law Society of New South Wales, which issues practising certificates to applicants completing law degrees and professional legal training (PLT) through both universities and the Solicitors Admission Board.

The legal profession in New South Wales has had a staged system of professional registration since 1983. All solicitors are initially registered with a restricted practice licence (Class B). New solicitors are required to work under the supervision of unrestricted (Class A) registrants for a minimum period of two years. Only Class A registrants may establish a new legal practice, become partners in legal practices or provide unsupervised legal advice. In addition to two years’ supervision, Class A registrants must participate in mandated Practice Management Professional Development (PMPD)\(^{118}\).

In medicine, practising accreditation is regulated by the specialist Royal Colleges. The New South Wales Medical Board is the registration authority for all medical practitioners in the State. The principal responsibility of the New South Wales Medical Board is to protect the public.

The Board allows only properly trained doctors to be

<table>
<thead>
<tr>
<th>Profession</th>
<th>CPD Mandated Requirements*</th>
<th>Qualifying Body</th>
<th>Licensing Requirements</th>
<th>Licence Renewal</th>
<th>Statutory</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teaching</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
<td>no</td>
</tr>
<tr>
<td>Nursing</td>
<td>nil</td>
<td>NSW Nurses Registration Board</td>
<td>Renewable annually</td>
<td>Renewable annually</td>
<td>yes</td>
</tr>
<tr>
<td>Dental Surgery</td>
<td>nil</td>
<td>Dental Board of NSW</td>
<td>Renewable annually practising certificate</td>
<td>Renewable annually</td>
<td>yes</td>
</tr>
</tbody>
</table>
| Law (Solicitors only)     | Mandatory Continuing Legal Education (MCLE) Minimum of ten hours a year | The Law Society of NSW | • initial admission by Supreme Court  
• renewable annually practising certificate issued by Law Society | Self regulating                | yes       |
| General Practitioner**    | Points system over a three year period | Royal Australian College of General Practitioners | Regular point statements provided by RACGP              | Triennial                        | no        |
| Medicine - all specialist fields | nil                        | NSW Medical Board                                    | Graduation and successful Internship                           | Renewable annually               | yes       |
| Social Work               | 30 points annually         | Australian Association of Social Workers (AASW)     | Individuals must submit a log of professional development programs attended | Random biannual audit             | no        |
| Engineering               | 150 hours in a three year period relevant to area of practice | The Institution of Engineers, Australia | National Professional Engineers Register (NPERI) (individual must keep records) | Random audit                     | no        |
| Psychology                | nil                        | Psychologists Registration Board                     | Annual renewal fee                                              | nil                              | yes       |
| Accountancy               | 90 hours structured CPD averaged over a triennium | Certified Practising Accountants, Australia | Members maintain records of CPD activities | Triennium random audit           | no        |
|                           | 120 hours over a three year period (at least 20 hours annually) | The Institute of Chartered Accountants in Australia (ICAA) | Individual maintains annual record | Annual membership subscription   | no        |

* CPD — continuing professional development  
** For recognition as a general practitioner by the Health Insurance Commission which establishes a Medical Board to regulate membership of the profession.
registered and requires that they maintain proper standards of conduct and competence. The Board is a statutory authority, established under the Medical Practice Act 1992 (amended in June 2000, now the Medical Practice Amendment Act 2000), to administer the provisions of the Act in relation to the practice of medicine in New South Wales.

The new legislation introduces performance based assessment. The Medical Board will be developing strong links with the specialist Royal Colleges, as one of the requirements of registration will be the need for practitioners to advise the Board of the continuing professional development undertaken.

Current legislation means that the Medical Board investigates only isolated incidents brought to its attention by an individual. However, moves toward performance based assessment would mean that reported incidents could be considered in the context of the wider practice of the medical practitioner involved. Ultimately, performance based assessment would include a review of medical records, interviews and oral examinations, and direct observation of clinical performance.

Standards for initial preparation and continuing education in medicine are the responsibilities of professional organisations. One such body, the Royal Australian College of General Practitioners, is the largest general Practitioner organisation in Australia as well as the largest clinical college. Its mission is to promote high standards of care in general practice through education, training and research for the benefit of members of the community.

Engineering practice is regulated by the Institution of Engineers, Australia, which has developed standards for engineering courses and a registration system to license engineers.

The Australian Association of Social Workers assesses and approves social work course curricula, which guarantees completing students their eligibility to join the Australian Association of Social Workers. Licensing boards operate by:

- assessing, approving and accrediting professional education courses and curricula
- licensing, registering and providing practising certificates to individual professions
- developing and operating disciplinary processes.

Legal, medical, nursing and dental authorities conduct all processes.

**Professional performance accountability**

The social contract nature of professional registration, accreditation and licensing in nursing, medicine, dentistry, accounting and law has resulted in structured procedures for responding to issues of unsatisfactory professional conduct.

In nursing, the Nurses Registration Board of New South Wales, as the statutory authority and the Health Care Complaints Commission [HCCC], an independent body, handle disciplinary matters relating to health issues. This involves:

- accepting complaints lodged by the public
- consulting on the pathway for all complaints
- providing written notification to the nurse concerned
- coordinating mediation or conciliation where warranted
- undertaking investigation if necessary
- referring investigated complaints to Professional Standards Committees established by the Nurses Registration Board of New South Wales
- determining penalties if complaints are sustained.

The New South Wales Nurses Act 1991 defines professional misconduct and unsatisfactory professional conduct. The definition is set out in Appendix 4 (Table A4.4).

In law, a Legal Services Commissioner is empowered by the Legal Profession Act 1987. The Act provides the machinery and procedure for the making and determination of complaints about legal practitioners. The Commissioner’s powers are described in Appendix 4 (Table A4.5).

In medicine, the New South Wales Medical Board is able to receive complaints about doctors from anyone in the community. The Board reviews each complaint and assesses the best means of addressing the issues raised in it. This assessment is undertaken by the Medical Board’s Conduct Committee in conjunction with the Health Care Complaints Commission (HCCC).
The Medical Board and the Health Care Complaints Commission have a range of avenues available to them to deal with a complaint. These avenues include:

- referring a complaint for further investigation
- taking urgent action, including suspension if the doctor poses a serious threat to the public
- referring a complaint to another person or body
- referring a practitioner to undergo a medical assessment
- determining that no further action be taken on the complaint.

Once an investigation has been completed by the Health Care Complaints Commission, a recommendation may be put to the Board to refer the matter to a disciplinary hearing. This may take the form of a Medical Tribunal, Professional Standards Committee or counselling.

After a complaint has been referred to a disciplinary hearing, the Board makes all the arrangements to convene a hearing and ensures it is conducted in accordance with the legislative requirements. The Board then implements the decisions of the disciplinary hearing and ensures that there is compliance with the orders of the Committee or Tribunal.

In dentistry, matters of conduct are managed by the New South Wales Dental Board and covered by the Dentists Act 1989. The Ethics Committee, which is a sub-committee of the Board, addresses complaints regarding the professional conduct of individual members of the profession. The Australian Dental Association (ADA), the professional organisation for dentists, has also established procedures to deal with complaints made against its members. These are detailed in its Code of Ethics and Conduct Guidelines121.

In accountancy, the Institute of Chartered Accountants in Australia (ICAA) and CPA Australia have a joint code of professional conduct that is mandatory for all members, affiliates and registered graduates. The Code recognises that the objectives of the accountancy profession are to work to the highest standards of professionalism, to attain the highest levels of performance and generally to meet public interest requirements. Non-compliance can lead to disciplinary proceedings identified in Article 27 of the Articles of Association for CPA Australia and By Law 40 for ICAA. The processes to manage purported breaches of the code are slightly different in both organisations. These processes may include the complaint being:

- submitted in writing with supporting documentation
- referred to an investigating committee whose sole purpose is to determine whether the member has a case to answer (CPA Australia only)
- referred to a disciplinary committee.

An appeal process is also available.

For complaints upheld, penalties are applied in accordance with the articles. These could include forfeiture of membership, fines, censorship, need for additional professional development or a practice review.

In teaching, matters of professional conduct are the concern of employers rather than the profession acting through agreed standards of professionalism. Employers have developed codes of conduct and practice to provide a framework for professionalism in teaching.

Teaching is unique when compared with the other professions studied, having no professional registration authority, no mandated system of continuing professional development and no professional oversight of teaching standards or practice.

6.3 Continuing professional development

Of particular interest to the Review was the view, often expressed both by members of professional bodies and the wider community, that the image of a profession is correlated to public and well advertised procedures for continuing professional development. For example, in accountancy:

As a self-regulated profession it is obligatory to demonstrate to the community a commitment to keep abreast of current developments and provide the high standard expected of chartered accountants122.

CPA Australia has recently announced enhancements to its rigorous continuing professional development requirements.

From 1 January 2000, the continuing professional development (CPD) commitment required of CPA Australia members and fellows will be increased to 90 hours of structured continuing professional development averaged over a triennium. From 1 January 2003, the continuing professional development requirement for members or fellows will increase to 120 hours of structured continuing professional development averaged over a triennium.

In general practice in medicine, the Royal Australian College of General Practitioners approaches professional development through a combination of quality assurance and continuing education. Under the current scheme, general practitioners must complete continuing medical education units, a clinical audit and professional development totalling 130 units over three years. The aim of the College’s quality assurance and continuing education program is to assist general practitioners in Australia maintain and improve the quality of care they give to patients and promote the highest possible standards of care to the community. A key objective is to demonstrate the accountability of general practitioners to the community by:

- documenting participation in effective quality assurance and continuing medical education which responds to community needs
- discussing quality general practice with community groups
- identifying constraints on the delivery of quality general practice care123.

Furthermore, the College has developed a rationale for continuing professional education and research on its effectiveness. This rationale is set out in Table 6.3. In law, a market research study undertaken in 1996 by Keys Young on behalf of The Law Society of New South Wales indicated that lawyers are acknowledged by the broader community as having specialised knowledge and skills. The research found that the community was aware that in addition to their initial qualification, lawyers had to ‘keep up with changes and new developments in the law’124.

Similar studies overseas have drawn the same link between public perception and continuing education125.

The Law Reform Committee of The Law Society of New South Wales concluded in 1985 that the mandatory continuing legal education (MCLE) scheme was a necessary response to the public’s criticism of the profession and its own concerns about member competence. While this Committee also recognised that the scheme was not able to solve all the profession’s problems, it did suggest ‘that there is an obligation upon the profession to maintain and improve its standards and to make the public aware of those standards and the value that is to be attributed to them’126. A mandatory scheme for on-going professional development is one of the profession’s responses to increased public scrutiny and demands for accountability. In addition, a national discussion paper on the review of the Federal civil justice system released by the Australian Law Reform Commission in August 1999, suggested that ‘all states and territories adopt mandatory continuing legal education (MCLE) requirements for all practising lawyers’127. This recommendation was adopted in April 2000128.

Within the statutory professional organisations, accountancy, law, medicine, social work and engineering have developed mandatory systems of continuing professional development. For example, Table 6.4 sets out the rationale for continuing professional development in social work and law. In the professions of law, medicine, engineering, social work and accountancy, mandatory continuing professional development has been linked by the relevant registration body to membership renewal. In law and medicine, unless its members keep up-to-date through on-going professional development, licences or certificates to practise are not renewed. There are no such requirements in teaching. The structure, operation and funding of continuing professional development across the professions are set out in Table 6.5. The table shows that teaching, unlike most other professions studied, does not link either professional development requirements or funding of professional development to any mandatory licence renewal or assessment system.

126 The Law Society of New South Wales, p. 11.
127 The Law Society of New South Wales, p. 11.
The Australian community expects and deserves doctors who continually strive to provide the highest standards of care. Like other clinical colleges in Australia and overseas, the RACGP has responded to this expectation by introducing a Program that requires participation in quality assurance and continuing education.

With the attendant cost to providers and participants, it begs the question: “Does this program make a difference?” To do so, it is based on good research evidence about how quality assurance and continuing education are effective in medical practice.

Evaluation shows that well designed CME almost always improves doctors’ knowledge. More sophisticated research in the past twenty years has aimed to evaluate more complex impacts of CME such as doctor performance and patient health outcomes. Systematic reviews and meta-analyses of CME impact studies show convincingly that quality assurance and continuing education activities can improve doctors’ knowledge, competence and performance and patients’ health outcomes.

Note: CME - Continuing Medical Education
Source: Royal Australian College of General Practitioners 1999-2001, Quality Assurance and Continuing Education Program.

Table 6.3 Theoretical Basis of the Quality Assurance and Continuing Education Program

Table 6.4 Objectives of professional development - Law and Social Work

Law
The Law Society’s Handbook for the Legal Education and Professional Development Solicitors articulates the following aim for professional development:

“Professional development will foster the development of skills and knowledge of solicitors necessary to provide high quality legal services to the community and promote a spirit of continuing learning amongst solicitors. Professional development activities will enable solicitors to:

- acquire a wide range of skills relating to the delivery of legal services and the management of their practices;
- work with and train others involved in the delivery of legal services;
- maintain up-to-date knowledge of the law;
- master new areas of law;
- keep up-to-date with changes in the practice of the law; and
- maintain and enhance their level of competence.”

Social Work
The primary objective of the CPE policy is to ensure that social workers maintain the highest possible standards of practice through a commitment to continued learning in all fields of social work practice.

This continued learning takes a variety of forms including conferences, seminars, authoring an article, teaching, professional reading, supervising students.

CPE aims to:

- maintain high standards of practice in the social work profession
- provide members with important information and training
- allow members to achieve Accredited Social Worker status, with high professional standards recognised in the industry and the community at large
- promote accountability.

Note: CPE - Continuing Professional Development
Examples of continuing professional development frameworks for medicine, law and accountancy are outlined in Appendix 4 (Tables A4.1, A4.2 and A4.3).

The medical profession operates the most comprehensive system of licence renewal and continuing professional development.

The emphasis given to lifelong learning across other professions, through mandatory certification requirements, is also reflected in the level of support provided by employers for professional development. This support is either in the form of time away from work or financial assistance through the payment of course costs or travel and accommodation costs.

Although much professional development work is in the form of short courses, either undertaken within or outside the workplace, an increasing proportion is in the form of higher or postgraduate degrees and in particular course work degrees.

The level of employer support for employees involved in postgraduate coursework was surveyed in the 1999 Graduate Destinations Survey conducted by the Graduate Careers Council of Australia. Figures 6.1 and 6.2 compare the level of support across selected professions.

The graphs show that in almost every profession, a greater proportion of employers provide time away from work rather than financial support. There are continuing education activities for teachers that are not captured by these data. But this is no different from other professions. The massive retraining exercise in the accountancy profession that has ensued from the implementation of the Goods and Services Tax (GST) is but one example.

In comparison with the other selected professions, education and training ranks 19 out of 27 for financial support and 27 out of 27 in the provision of time to undertake further studies.

Although there are differences in the size of the professions and their response to the survey, the results are highly informative. The issue of professional learning is taken seriously in other professions and although there is a clear separation of employer responsibilities from those of employees, employers see benefit in advancing their ‘human capital’.

### 6.4 Maintaining currency: comparing professions

Every profession includes members who leave and rejoin. In the past, initial pre-service training and subsequent professional experience were seen as providing all the necessary competencies for professional practice over the course of professional life.

It is now acknowledged that changes in professional knowledge, skills and attitudes are more rapid and demanding. Significant periods of absence from professional practice now require training to guarantee currency and to renew, refresh and add to the professional skills still retained.

Although recognised as an issue, the bodies considered do not have explicit requirements for a person seeking to re-enter the profession after a period of absence. Nevertheless, in those professions where the employers have systems which require maintenance of currency to be demonstrated, there appear to be two types of systems evolving.

The first involves explicit mandatory requirements where returning professionals must undertake set programs of study. The second involves case-by-case review where returning professionals must demonstrate to registration and accreditation bodies how they have maintained currency.

Medicine, nursing and social work all require continuation of membership or registration to the professional organisation and, where relevant, maintenance of the continuing professional development programs mandated by the professional organisation.

These data support the evidence available to the Review that continuing education for teachers during employment is given a low priority by most employers. It is an area that employers of teachers, the university and the profession must address.

For the professions studied, nursing is the only one that offers a refresher course. These are designed for registered nurses wishing to return to the workforce. There is an understanding within the profession that nurses will undertake a refresher course before re-employment in the State hospital system if they have not worked in the field within the previous five years.
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<thead>
<tr>
<th>Profession</th>
<th>CPD Mandated Requirements</th>
<th>Licence Renewal</th>
<th>Providers</th>
<th>Assessment System</th>
<th>Funding*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teaching</td>
<td>nil</td>
<td>nil</td>
<td>Various providers, no accreditation system</td>
<td>nil</td>
<td>Employer and employee</td>
</tr>
<tr>
<td>Nursing**</td>
<td>nil</td>
<td>Prescribed annual fee</td>
<td>Various providers, no accreditation system</td>
<td>nil</td>
<td>Self funded, OH&amp;S is employer funded</td>
</tr>
<tr>
<td>Dental Surgery</td>
<td>nil</td>
<td>Annual renewal with fee</td>
<td>USyd, Aust Dental Association, others</td>
<td>nil</td>
<td>Self funded</td>
</tr>
<tr>
<td>Law</td>
<td>Mandatory continuing legal education (MCLE) Minimum of ten hours a year</td>
<td>Self regulating</td>
<td>Various providers within Law Society Regulatory Framework</td>
<td>• Seminar, web site based programs, workshops&lt;br&gt;• Must be relevant to practitioners work</td>
<td>Employer and employee approx. $60-$90 per point</td>
</tr>
<tr>
<td>General Practitioner</td>
<td>Points system over a three year period</td>
<td>Triennial</td>
<td>Various providers accredited by the qualifying body</td>
<td>Professional development&lt;br&gt;Continuing medical education&lt;br&gt;Clinical audit</td>
<td>Self funded</td>
</tr>
<tr>
<td>Specialist</td>
<td>Points system for most specialties</td>
<td>Varied</td>
<td>Universities (continuing education) Royal Colleges</td>
<td>Varied</td>
<td>Self funded</td>
</tr>
<tr>
<td>Social Work</td>
<td>30 points annually</td>
<td>Random biennial audit</td>
<td>Australian Association of Social Workers, others (double points if activity is offered by the qualifying body)</td>
<td>Published schedule of activities and points.&lt;br&gt;• Skills development&lt;br&gt;• Professional knowledge&lt;br&gt;• Development of improved policies</td>
<td></td>
</tr>
<tr>
<td>Engineering</td>
<td>150 hours in a 3 year period relevant to area of practice</td>
<td>Random audit</td>
<td>Institution of Engineers, Australia&lt;br&gt;In-house education programs and other providers</td>
<td>• Formal education&lt;br&gt;• Informal learning&lt;br&gt;• Conferences&lt;br&gt;• Presentations&lt;br&gt;• Service activities&lt;br&gt;• Industry involvement for academics</td>
<td>Employer and employee (dependent on size of employing authority)</td>
</tr>
<tr>
<td>Psychology</td>
<td>Nil</td>
<td>Annual renewal</td>
<td>Nil</td>
<td>Nil</td>
<td>Self funded</td>
</tr>
<tr>
<td>CPA Accountancy</td>
<td>90 hours structured CPD averaged over a triennium</td>
<td>CPA Australia</td>
<td>Various providers</td>
<td>Structured program - clear objectives and frameworks</td>
<td>Varies - employer or self funded</td>
</tr>
<tr>
<td>ICAA Accountancy</td>
<td>120 hours over a three year period (at least 20 hours annually)</td>
<td>The Institute of Chartered Accountants in Australia (ICAA)</td>
<td>Various providers</td>
<td>• Institute organised activities&lt;br&gt;• Development maintenance or expansion of professional competence&lt;br&gt;• Tertiary courses&lt;br&gt;• Researching and writing technical papers&lt;br&gt;• Professional journals</td>
<td>Varies - employer or self funded</td>
</tr>
</tbody>
</table>

* Self funded — payments by individual professional member

** NSW data only. Some states have compulsory continuing professional development.
Figure 6.1  Proportion of final year postgraduate coursework students receiving financial support, selected professions

Figure 6.2  Proportion of final year postgraduate coursework students given time-off by their employer, selected professions

Source: Adapted from Dean Ashenden and Sandra Milligan, Sydney Morning Herald, 12 October 2000.

Based on data from 1999 Graduate Destinations Survey conducted by the Graduate Careers Council of Australia.

Note: Professions with fewer than 10 responses to the survey are not reported individually.
Some of the courses are sponsored by the New South Wales Department of Health and attract no fees. Others are conducted through the New South Wales College of Nursing. These courses consist of three weeks (60 hours) of clinical experience and six weeks of course work. Courses are available by flexible delivery. It is interesting to note that the ‘five years recency’ practice is not mandated and no reference is made to it by the Nurses Registration Board of New South Wales. Nurses need to maintain their registration with the Board.

In accountancy, the guidelines from CPA Australia state that accountants employed in public practice, who are absent from the profession for less than five years can renew their membership. To be reinstated as a member or fellow of CPA Australia, former members or fellows must have completed, in the twelve months prior to regaining CPA status, 40 hours of continuing professional development (CPD). They must also undertake to complete ten hours of continuing professional development within six months of reinstatement. Members may be reinstated as Associates while meeting these continuing professional development requirements.

If they return after an absence of more than five years, in addition to the requirements already outlined, applicants must have their educational qualifications reassessed and additional education requirements may need to be met prior to reinstatement. Reinstatement is not automatic and is approved at the discretion of the Divisional Council. Professional conduct in the period following cessation of membership is taken into account when considering applications for reinstatement.

The Institute of Chartered Accountants in Australia (ICAA) has a similar process whereby the applicant must apply to State Council for re-admission and meet the criteria in the regulations. The Institute advises that very few members allow their membership to lapse.

In medicine, the New South Wales Medical Board operates a case by case review system for practitioners who have not practised within the last five years.

In social work, the Australian Association of Social Workers advises that the member is encouraged to continue their professional development through reading and attending seminars. At this stage there are no regulations mandating currency in social work.

Teachers wishing to return to employment in a New South Wales government school must have worked in a school during the previous seven years or hold a letter of approval to teach that is no older than seven years\(^\text{129}\). If either criterion is not met then the teacher seeking casual employment must reapply, following the same process as a teacher applying for a permanent employment.

The re-application process involves:

- formal assessment of academic qualifications to meet departmental requirements
- assessment of personal suitability through attendance at an interview with a senior officer
- a criminal record check undertaken by the New South Wales Police Service
- an English language proficiency test for applicants who have completed the major part of their qualifications in a country where English is not the main language
- Australian citizenship or a visa which allows the teacher to work in Australia
- probity checks for teachers coming from inter-state or from non-government schools.

Non-government schools have their own employer requirements which often ‘piggy back’ those of the State employer. In New South Wales there are no mandatory requirements for teachers to update their teaching qualifications. A key question which arises: is it a professional responsibility for someone to be acknowledged as satisfactory to return to teaching, or is it an employer responsibility? In times of teacher shortage it is likely that requirements will be weakened so that there is somebody available to fill a teaching vacancy. As teachers have no professional structure they are unable to influence in any way decisions employers make about the qualifications and quality of people they employ to teach.

### 6.5 Competency standards

Generally, responsibility for the development of curriculum standards and guidelines is vested within the profession. The standards provide guidance for:

course development in universities
recognition of overseas qualifications
course accreditation by professional regulatory bodies
competency assessment standards.

In the legal profession in New South Wales, the Legal Practitioners Transitional Admission Rules 1994, Schedule 5, identifies a range of topics and skills that undergraduate legal education programs must follow. These are described in Appendix 4 (Table A4.6).

In engineering, the Australian Institution of Engineers manual for the accreditation of professional engineering programs has been developed by the Accreditation Board to identify professional competency standards, the teaching and learning environment, generic attributes of graduates and programs and engineering practice standards. Programs of professional preparation must conform to the standards for accreditation. These are outlined in Appendix 4 (Table A4.7).

In social work, the Australian Association of Social Workers has developed competency standards for entry-level social workers using the frameworks developed by the National Training Board. The standards include units and elements of competency and performance criteria, as described in Appendix 4 (Tables A4.8 and A4.9).

The Australian Nursing Council has developed national nursing competencies, which form the core standards for all nurses. These standards are used by the Nurses Registration Board of New South Wales to assess and accredit courses in undergraduate nurse education. These are described in Appendix 4 (Table A4.10).

In accountancy, the Institute of Chartered Accountants of Australia has a strong accreditation program with relevant guidelines.

Although they exist in other countries, and are being developed in some other States, there are no agreed professional standards or profession-wide competency descriptions for teaching in New South Wales.

6.6 Comparisons of professional experience

Most professions incorporate practical, on-the-job experience as a component of preparation programs. In general, professional experience is linked to or integrated with formal studies and is supervised by a senior, experienced member of the profession. This experience is most frequently in the kinds of work environment where the person will eventually practice.

Quantity of practical experience

Analysis of the quantity of practical experience indicates considerable variation between professions. Figure 6.3 shows that teachers in New South Wales in their professional training have the least quantity of experience in the workplace when compared with other professions.

One-year postgraduate programs in education have the smallest component of practical experience in professional preparation when compared with any other profession. These programs generally are now regarded as inadequate and are becoming more the exception than the rule in preparing teachers.

Typically, teachers are four-year trained, with a bachelor of education or a bachelor degree and a diploma in education, or increasingly a double degree. They undertake 40 and 60 days practicum experience respectively. By contrast, nurses undertake a three-year undergraduate course of professional training, involving 90 days of clinical experience in the workplace, usually followed by a nurse graduate transition program in their initial year of employment. In completing undergraduate training, nurses typically have the opportunity for 30 per cent more on-the-job training or clinical experience than teachers, despite the fact that their degree is one year less. Social work students usually complete a minimum of 120 days of professional placement in their four year undergraduate degree.

A number of professions have minimum mandated requirements for professional experience in pre-service training. For example, in social work the Australian Association of Social Workers specifies that pre-service training must include a minimum of 140 days of placement in two separate locations to fulfil requirements for membership of the Association.

De facto minimum standards operate in nursing. Nurse education programs offer a minimum of 90 clinical
placement days in the workplace in at least six clinical contexts of practice over the period of training. Doctors and dentists undertake a minimum of 350 days of clinical experience in a four or five-year undergraduate or graduate program. In dentistry, the amount of experience varies, being dependent on patient availability and staffing levels.

In accountancy, the Institute of Chartered Accountants in Australia advises that the practical experience is as much a function of induction as it is of pre-service training. Many accountants undertake a two-year traineeship in an accounting practice as part of their degree requirements. Acceptance into the Institute requires a minimum three years mentored practical experience before full membership and registration can be considered. De facto minimum standards also operate in law where 15 weeks of practical legal training is accepted by the Supreme Court for admission to legal practice for solicitors.

The data about practical experience in teaching, and the comparison with other professions, confirm advice to the Review that in their preparation the amount of on-the-job experience teachers have prior to employment is inadequate. Unlike most other professions which have mandated requirements, there is no minimum time set down for the professional experience component of a teacher-in-training and no professional body to determine such requirements. In the case of teaching, new teachers are faced with a double jeopardy: the least amount of professional experience as preparation prior to employment and the greatest expectation of their level of ability to perform in the profession at entry. On appointment, they are immediately responsible for a whole class, full time. No other profession functions in this way.

**Mandated minimum quantity of practicum in teacher preparation: national and international comparisons**

Both nationally and internationally, a number of education employment authorities have developed minimum practicum requirements. These mandated requirements specify the minimum practical experience necessary to qualify for employment as a teacher. The requirements in some other states and overseas countries are provided in Figure 6.4.

In Australia, the duration of practicum required is different in each state and territory. New South Wales, South Australia, Tasmania and the Northern Territory have no minimum requirement. In Victoria, the Standards Council of the Teaching Profession (SCTP)\(^{106}\) recommended that all undergraduate teacher education courses should include at

least 80 days of supervised teaching practice. Postgraduate teacher education courses were recommended to include at least 45 days of supervised teaching practice, with a minimum of 60 days required for P-12 courses (preparatory–Year 12).

In Western Australia, teacher education courses must include an education component and a teaching practice of at least six weeks (30 days). In South Australia, legislation requires that each teacher education course must include supervised practicum work in schools. No mandated quantity, however, is specified.

The Queensland Board of Teacher Registration specifies that practicum experiences in initial teacher education must include practicum of 100 days, 80 of which must be in schools. An example of requirements in another country is the Post Graduate Certificate in Education (PGCE), a one-year teacher education course in the United Kingdom. To be fully accredited, a teacher must complete 96 days of in-school clinical experience during their course.

**Number of clinical placements across the professions**

Several submissions to the Review commented on the need in teacher education for professional experience in a diversity of settings. Diversity in this context can refer to the geographic locations of the practical experience and to the age and background of students encountered. Increased time in a clinical setting provides more opportunity to experience different placements.

Typically, student teacher practicum experience comprises two to three school placements. This is similar to social work, engineering, and dentistry. However, in social work and dentistry, hospital and community placements provide the opportunity to work with a much broader cross-section of society, most often from diverse geographic and social backgrounds than student teachers would ordinarily encounter in their placements. As a result, their clinical experience more readily mirrors the initial employment conditions they will encounter. Currently, doctors and nurses have the opportunity of working in a series of at least six different clinical settings in a range of hospitals and health care facilities. Proposals have been developed so that student doctors and dentists include a rural placement in their experience. Figure 6.5 provides information about the number of clinical placements across the professions studied. The evidence indicates that the opportunity to encounter a diverse geographic and social population is much less evident in the practicum in teacher preparation programs compared to some other professions, unless it is specially planned for.
Because most other professions have a much more gradual induction into undertaking full professional responsibility, the diversity of experience provided is an important base upon which first employment and induction can rest. This diversity would be ideal for teaching, because a teacher is expected to be fully competent on employment. The professional experience undertaken prior to the first appointment as a teacher needs to be as similar to the employment setting as possible. There should be a more gradual induction into the full teaching responsibilities of employment, if preparation for the profession is to be the guide.

Unless employers are able to provide this induction, then the diversity of field experience must be traded for priority to be given to teaching experience as close to that to be encountered in first employment. There are too many examples of young teachers being quite unprepared for the settings in which they found themselves on first appointment.

### 6.7 Costs of practical experience across the professions

Providing practical experiences in any professional preparation is expensive. Four main types of costs are incurred.

- **Fieldplacement units**: based in the tertiary institutions, these units arrange for the organisation of professional experiences in a workplace environment.

- **Tertiary supervision**: universities usually provide a supervisor to assess the competencies and skill development of professionals in training. The supervisor establishes liaison with workplaces, monitors student progress and assesses competencies, standards and most statutory and other requirements. The universities often employ experienced casual staff as supervisors.

- **Workplace field education units**: Schools, hospitals and professional practices allocate staff to assist in field education. Usually this cost is met by the professional workplace.

- **Other professionals providing workplace supervision**: Indirect costs arising from the involvement of a range of other professionals from registration agencies, government accreditation authorities and government and private agencies are also involved in developing practicum and supervision plans.

Appendix 4 (Table A4.11) details costs of practical experience across the professions.
All professions, except dentistry, operate field placement units, at significant cost to those faculties involved in professional training. Dentistry uses existing infrastructure, and placements are supported by local dentists.

Tertiary supervision of students undertaking professional experience is also a significant cost, a variable dependent on the number of students in professional workplaces. A current trend to limit tertiary supervision costs is to reduce the amount of university supervision and increase the responsibilities of professionals providing it in the workplace.

Of all the professions reviewed, only teaching provides significant payments to professionals offering workplace supervision.

Information about the Award governing payment to the cooperating teacher is provided in Appendix 4 (Table A4.12).

Responding to funding constraints

Reducing costs and increasing the cost effectiveness of clinical placement is a continuing theme in all professions.

In nursing, a crucial role in professional clinical experience is played by Clinical Nursing Supervisors. These are hired and paid by the university and faculty. They are registered nurses usually on leave, retired or working part-time whose role is to:

- facilitate pre-service nursing student placement
- manage the hospital placement
- assess trainee progress.

Often the nurses have strong informal links with the nursing unit manager and other hospital staff. They manage experience for pre-service nurses at a ratio of 1:8. The cost to universities of clinical supervision fees for each group of eight pre-service nurses for a 28-hour hospital week is approximately $1,000. The average cost of clinical supervision fees per student over the three-year life of a course is $2,250.

There is a perception that the supervision ratio of 1:8 has changed over time. Universities are focusing on reducing the cost of clinical components of their programs. For universities, the future in nursing is seen to revolve around attaching clinical experience to teaching hospitals to take advantage of the extra resources they may have available.

Currently, postgraduate nurse education is located in these hospitals and negotiations are proceeding to extend this to pre-service training.

The trend to reduce the amount of university supervision and increase the responsibilities of professionals providing workplace supervision in nursing is not based solely on cost savings. Another consideration is changes in health care delivery models and the organising of clinical time and supervision so students can better meet the objectives of particular units.

6.8 Models of partnerships in other professions

Integrating theory and practice: partnerships across the professions

Practical experience is an integral component within most professional courses as graduates are increasingly expected to undertake defined professional roles.

Generally, accepted goals for the practical experience in professional programs include:

- giving students insights into the professional world and assisting them to adapt to the work environment
- developing professional skills
- developing professional values and attitudes
- developing interpersonal and social skills
- linking theory to practice
- enhancing employment prospects of graduates\(^{131}\).

Practical experience is expensive to administer, requiring significant academic time in arranging placements, maintaining liaison with host organisations and supervising neophyte professionals. The traditional model of practical experience, under direct supervision of professionals, is becoming increasingly difficult to provide due to limited availability of placements and financial constraints in universities.

Many submissions to the Review made reference to the structure and organisation of professional experience. In particular, submissions called for:

\(^{131}\) L. Grealish and M. Thoms. Off campus education activities of the University of Canberra: Practical experiences in professional education, 1999.
incorporating the practicum as the focal point of student learning
integrating the practicum into the curriculum of the teacher education course
immersing practicum students in a culture of ‘best teaching practice’
integrating the practicum over the full period of the course.

These comments reflect perceptions that the structure, organisation and quality of professional experience in teacher education all need to be improved. As well, the comments recognise the cost and difficulty of providing the practicum. There are two conflicting views: a new professional in training makes extra work in the workplace, contrasted with their providing an extra pair of hands to help. Both are no doubt true, but effective models of professional experience will limit the first and exploit the second.

All professions agree that linking university and field components are highly desirable and that effective learning on campus is dependent on associated and clearly inter-related learning in the field. Achieving these outcomes, however, requires a careful integration of theory and practice.

University training and professional education requires universities and the profession to develop partnerships to provide relevant and effective professional experience. To date in teaching this has not been achieved to the necessary extent.

The Teaching Hospital Model

The structure and organisation of professional placements in teaching hospitals were examined to illustrate how the medical and dental professions integrate theory and practice. The most striking aspects of medical and dental professional and clinical experiences are the quantity and quality of provision (Figure 6.3).

In dentistry and medicine, both professional and clinical experience takes place in teaching hospitals which are jointly funded by universities and the New South Wales Department of Health through Area Health Services.

The teaching hospital model integrates theory and practice. These teaching hospitals have:

- medical and dental pre-service education centres
- lecture theatres and classrooms
- teaching materials
- specialised education staff who are coordinators and lecturers in a medical speciality
- joint provision, use and access to medical and dental facilities
- medical and dental education courses.

Appendix 4 (Table A4.13) sets out the model for the State Dental Hospital.

Teaching hospitals have been established and funded to structure, develop and operate clinical experience and education to pre-service medical and dental practitioners. In medical and dental education, the courses of training in many cases involve a structured clinical experience as outlined in Appendix 4 (Tables A4.14 and A4.15).

Teaching hospitals have joint academic and hospital staff appointments including clinical academics, professors, lecturers and clinical educators. They operate medical education through:

- problem-based learning
- clinical attachment
- presentations
- practical rotations in wards
- lectures and seminars.

In a teaching hospital, teachers include hospital staff, specialists, registrars, general practitioners, medically qualified researchers and visiting medical officers (VMOs). Registrars and visiting medical officers are expected to teach. Teaching is included in the employment contract for staff specialists. There is a strong ethic in medicine to provide training to the profession. It is interesting that such an approach is identifiable in films and television shows about medicine, but never in those about teaching.

In medicine, teachers are appointed jointly by the hospital and the university. Some teachers are academics, and their salary is paid by the university. There are instances where a small proportion of salary is paid by the hospital. Clinical academics, including professors and associate professors, may be funded by universities. Visiting medical officers generally are not paid by the university. When general practitioners assist with teaching they are paid a
casual rate by the hospital. Employment arrangements are
different in each hospital and also vary depending on the
policies of the Area Health Service managing the hospital.
Some joint employment arrangements are set out in
Appendix 4 (Table A4.16).

In dentistry there are memoranda of understanding
between the university faculty and the various clinical
teaching institutions. The memoranda include dental
hospital staffing and management organisation. Academic
teaching staff can also be appointed as honorary staff in
a teaching hospital.

In dentistry there is a commitment of care. The profession
has developed a sophisticated nomenclature for honorary
and volunteer teaching and clinical supervision. These include:

- honorary associates
- clinical associates
- specialist clinical associates
- clinical professor
- adjunct associate professors.

These titles are an enticement, in part, for professionals to
assist in the training of students without receiving
payment. The individual receives a career progression
within an honorary framework. In relation to funding, it
is difficult to identify separate funding sources because of
the joint funding arrangements between universities and
Area Health Services. Basically, teaching hospitals are
funded in three ways:

**Teaching grants.** The hospitals receive a teaching grant
based on the number of students. Private hospitals are used
for training but they receive no separate funding allocation
from Area Health Services.

**Fund raising.** Lecture theatres are hired out to assist with
the payment of staff salaries. Equipment is refurbished
through university and hospital funding and donations from
charities. Donations from private organisations, for example,
the New South Wales Cancer Council, also contribute.

**Professional development courses.** These are conducted for
on-going professional development of medical staff and
students and provide a source of revenue.

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The social work model

Social workers regard field training as a significant
component of professional preparation. It is the cornerstone
of the requirements for professional education in New
South Wales universities. After an initial orientation in first
year, students undertake practicum subjects totalling 140
days during their degree.

Social work students are placed with social workers in a
range of settings where they are exposed to the complexities
of professional practice in health, welfare and community
service organisations. In line with all professional
education, links are continually made between classroom
learning and field experience. Students generally regard the
field education component of the degree as the single most
significant aspect of the course.

The nursing model

The operation of clinical experience is conducted as a
partnership between the faculty of nursing, the hospital
ward and its Nursing Unit Manager (NUM) and Clinical
Nursing Supervisors.

Nursing Unit Managers manage wards on a shift by shift
basis for registered nurses. The final legal responsibility
for patient care rests with these hospital staff. Pre-service
nurses undertaking their Bachelor of Nursing must be
under the direct supervision of a clinically registered
employee in the performance of their training duties. On
any ward, two pre-service nurses only can be accom-
modated at any one time. Hospital staff and registered nurses
are not paid by faculties of nursing or their hospitals or
Area Health Services for their roles in training.

Hospital staff may have attended mentoring or training
programs but there is no formal link between the
university, pre-service nurses and training staff. A
perception exists that the move away from hospital located
nurse education has led to a loss of ownership of pre-
service training by the hospital nurses. Also, at any time,
a range of pre-service nurses from different years and
different faculties are training on wards, preventing closer
relationships between trainees and registered nurses.

During the pattern of clinical experience in the Bachelor
of Nursing, pre-service nurses would usually have the
opportunity to work in six hospitals. It is recommended
that nurses be exposed to a wide variety of hospitals and clinical experience. The broad range of medical and surgical experiences in a general hospital are seen as very valuable. Most wards in teaching hospitals are highly specialised and therefore offer only specialised experience.

The usual pattern of clinical experience, separate to clinical simulation, in a three-year Bachelor of Nursing is set out in Appendix 4 (Table A4.17). By way of contrast, the structure of industrial preparation in engineering is shown in Appendix 4 (Table A4.18).

6.9 Comparisons across the professions

Size

Teaching is the largest single occupational category in industrial statistics. In New South Wales there are almost certainly more than 80,000 qualified teachers, including those not in full-time permanent positions.

By contrast, data from the 1996 Australian Bureau of Statistics indicate that there are over 50,000 nurses currently practising (90,000 registered), over 31,000 engineers, 15,000 medical practitioners (23,000 registered), 2,700 dentists and 9,000 social workers.

The Law Society of New South Wales advises that there are 15,700 registered practising solicitors in New South Wales and every year approximately 900 new registrants. The Institute of Chartered Accountants in Australia estimates that there are 55,000 members of professional accounting associations in New South Wales.

Nursing is the one profession approaching teaching in the large numbers involved and if all the professions working in the health sector were totalled, it would approach the number of teachers. In 1999, the Nurses Registration Board of New South Wales processed applications for over 2,000 enrolling nurses, whereas over 3,000 potential teachers completed applications with the Department of Education and Training.

The main difference is that health is highly differentiated, whereas teaching is much more mono-professional. A consequence is that teacher educators tend to focus on the numbers involved rather than their quality. A focus on quality in most other professions is significantly more in evidence than it is in teaching.

Rise of para-professionals

A stark contrast between teaching and other professions has been the rise of para-professionals in other professions. As the knowledge and procedures in other professions have increased, specialisation has developed. Specialised roles have evolved for para-professionals who offer specific services within a profession. Conveyancing in law, dental hygienists and therapists in dentistry are examples of new occupations that have resulted from increased specialisation.

In education, teachers’ aides and Aboriginal Education Assistants fulfil somewhat similar specialist roles. One of the recurring themes in the reviews and renewal of other professions is the role of para-professionals and their relationship with fully accredited and registered specialist staff. Teaching has not been affected to the same extent by increased specialisation and new relationships which have arisen as a consequence in other professions.

Salaries

The issue of teachers’ salaries was raised during the course of the Review. Views were put that:

- teachers salaries need to be at a level which makes the profession an attractive career, relative to other professions, vocations and occupations
- the declining status of the profession is in part accounted for by the perceived decline in teacher salary levels on a comparative basis over the past 20 years
- present remuneration structures do not differentiate teachers on the basis of performance and are not sufficiently linked to a credible professional accountability process.

While the evidence about comparative salary movements over the past decade in relation to average weekly earnings should be noted, account needs to be taken that over this period the general skill level of the workforce rose, resulting in an overall higher salary level. Additionally, teachers generally maintained or improved their conditions and were substantially unaffected by the significant restructuring which occurred in many other professions, vocations and occupations.
Information was gathered about salary structures in other professions, and how these structures relate to promotion and career prospects.

In law, salary is related to years of practice, the size of law firm and the type of practice; for example, family law or corporate law.

In government employment across the professions of nursing, medicine, social work and teaching, salary and professional progression is similar. The details are set out in Appendix 4 (Table A4.19).

It should be noted that in the private sector there is opportunity for individuals in the professions studied, including teaching, to earn considerably more than that listed.

Teachers in government schools who successfully complete their probationary year and are awarded a Teacher’s Certificate, have a salary increment of $1800 per year which ceases after eight years.\(^{132}\) This salary bar is roughly the same as other professions in public service. Given the age structure in teaching, the majority of current teachers have reached the highest salary increment level.

Many other professions have a greater opportunity to receive fee-for-service than do teachers. But this is changing, with for-profit providers of education moving into the industry and more and more teachers setting themselves up as small enterprises to help people learn. This trend is likely to continue and preparing teachers for such possibilities must be given greater attention by universities.

\(^{132}\) Based on salary scales as at 1 January 1999.
Table 6.7 Typical induction pattern in teaching in government schools and nursing

<table>
<thead>
<tr>
<th>TEACHING</th>
<th>Nursing</th>
</tr>
</thead>
<tbody>
<tr>
<td>School based induction program – includes half day release time from class in some districts. Non-mandatory support sessions conducted by District Office after school hours.</td>
<td>Graduate Transition Program – program varies across hospitals but can involve a five-day orientation, and a three-day workshop.</td>
</tr>
<tr>
<td>On-going assessment for Teacher’s Certificate based on: teaching skill, interpersonal relationships and professional and personal qualities. Formal assessment by supervisor or principal* - includes observation and written report.</td>
<td>Health Service-based induction program involving a variety of models. Usually a structured 6 - 12 month rotation program with clinical supervision and on-going assessment (surgical, medical and specialty area).</td>
</tr>
<tr>
<td>Casual teachers must provide evidence of 195 days teaching experience within the previous 18 months which must include one full term in the assessing school.</td>
<td></td>
</tr>
<tr>
<td>Teacher's Certificate issued.</td>
<td></td>
</tr>
<tr>
<td>*If unsuccessful, the probation period can be extended and an improvement strategy introduced.</td>
<td></td>
</tr>
</tbody>
</table>

Recruitment and induction patterns – teaching and nursing

The Review compared recruitment procedures for teachers in government schools and nurses in public hospitals. The recruitment procedures are broadly similar. Information about these procedures is provided in Table 6.6.

Representatives from the Graduate Nurse Recruiting Consortium (GNRC) and representatives from the New South Wales Department of Education and Training visit the university sector to conduct information sessions during the academic year. Offers of employment are made by the Consortium at the conclusion of the academic year, whereas in teaching offers for employment in government schools are not made until the January of the following year. It should be noted that not every hospital uses the Consortium for the recruitment of nurses.

The recruitment and induction procedures in nursing have been developed for both public and private sectors, unlike teaching. The induction processes are significantly different. The nursing system includes a more highly structured induction process over the first year of nursing. Hospitals, like schools, have flexibility in using their resources to develop induction programs. The Area Health Services provide significant funds for the induction process.

Advice was provided during a visit to a hospital that the New South Wales Health Department contributed $900 towards staff development for each person employed at the hospital. The majority of this funding was used in resourcing the hospital induction program.
A number of submissions to the Review commented on the low level of professional development funding made available to schools irrespective of sector, and how important such activity was to the growth and success of a teacher.

**Induction**

Information was gathered about induction in teaching and nursing. Induction practices in teaching employment vary widely within jurisdictions and from employer to employer. They are described in general terms in Table 6.7 for government school teachers and nurses.

Induction into nursing is far more structured. After graduation, many nurses undertake the nurses graduate transition program (NGTP). Although not compulsory, the program is undertaken because it consolidates what the nurses have learned at university and offers them a greater range of experiences. The program involves a structured rotation, with clinical supervision in a range of areas. These are usually surgical, medical and a speciality area.

There is no salary benefit for participating in the program; a graduate nurse is paid a full salary, but the graduates experience a broader range of nursing and so are considered more employable. The program duration is between six months and one year. A graduate nurse also has the support of a preceptor. The preceptor is a resource person based in each ward who undertakes a mentor role to the graduates. If the preceptor is busy, the graduate can always ask a clinical educator to assist them. Experienced nurses can attend training courses to become a preceptor through the nursing and clinical support services of a hospital.

There are several orientation models, ranging from a formal, structured program to ones that are self-directed or individually tailored. In one hospital visited, the orientation program for graduate transition nurses involved up to eight days of support and training. Initially, the nurses participate in a three day orientation program to become familiar with the hospital environment, policies and equipment. They spend the fourth day on the ward, where there is a focus on the supply and issue of medications. On the fifth day the recruits regroup to discuss any unresolved issues and ask any questions.

In the second week, the nurses spend two days on the ward, shadowed by a registered nurse and by the third day they are given their own patient load. If a nurse is not coping, the load could be reduced from the normal six patients down to as few as two patients. At night, the load could be up to 12 patients.

The hospital, in conjunction with the nursing profession, conducts mandatory courses covering topics such as evacuation procedures, resuscitation and safety. Training is also provided to improve the broader knowledge base: update on HIV, managing pain and cross-cultural issues. The nursing and clinical support services also offer courses to assist the hospital meet the Australian Council of Healthcare Standards. The Council sets clinical indicators against which hospitals can measure their clinical performance. They have been designed as a measurement tool to assist in assessing whether a standard in patient care is being met.

The hospital conducts a number of compulsory programs for all except medical staff. These cover a range of topic areas including waste management, child protection, and protocols for dealing with aggressive incidents. The courses are conducted twice a month with up to 200 people attending each session. The nursing and clinical support services unit is responsible to maintain a register of the people who have attended the courses.

Unlike nursing, teaching does not have the strength of an organised profession to back its processes for induction and entry into both employment and the profession itself. ‘Sink or swim’ was mentioned often as the process a new teacher had to endure, rather than limiting the load to more manageable proportions which is the case in nursing. For a nurse not to be coping can be a matter of life and death for their patients. For a teacher not coping, the effects on individual students in the short-term are largely hidden, but can have devastating effects on their future in terms of learning and employment prospects.

**6.10 Reviews in other professions**

Teaching is the most reviewed profession in Australia. As outlined in chapter 4, since 1980 there have been 20 significant national and state reviews of teacher education. The most common characteristic of these reviews has been
the lack of action on their recommendations. This situation contrasts markedly with other professions.

For instance, three major reviews of engineering education were conducted between 1988 and 1996. Furthermore, these reviews were followed up with three subsequent evaluations to ascertain progress on the implementation of the recommendations.

The 1996 review into engineering education was conducted by the Institution of Engineers Australia (the profession), the Academy of Technological Services (the scientists) and the Australian Council of Engineering Deans (the universities).

The primary aims were: to examine, report upon, and make recommendations relating to the evolving structure of engineering education in Australia primarily at professional level, but with due regard to the increasing importance being placed on articulation, recognition of prior learning and continuing education. As the Review developed, it became necessary to plan for a smaller, complementary review to address the education provided for engineering associates and engineering technologists. This review is now being formulated by the Institution of Engineers, Australia 133.

Nursing education is reviewed regularly by State authorities. Universities are subject to compliance reviews and the Department of Health has carried out many workforce studies which involve the training of registered nurses. The Nurses Registration Board of New South Wales has undertaken research and held seminars, the most recent focusing on the requirements for accreditation of courses leading to registration. In 1997, the Department of Education, Training and Youth Affairs commissioned a national review of specialist nurse education as a result of continuing growth of medical and scientific knowledge increasing the range and depth of specialist skills required of nurses. It can be argued that legal education is under on-going review as both the New South Wales and Australian Law Reform Commissions and The Law Society of New South Wales have been established to manage and conduct professional education of legal practitioners. The Law Society of New South Wales undertakes continuous reviews which inform the development of education in the legal profession. Comprehensive reviews have included the 1987 Pearce Report on Australian Law Schools, conducted for the Commonwealth Government, and a study in 1992 to review Australian Law Schools as a follow-up to the Pearce Report. Undergraduate legal education and admission to practice have been continuously and constructively reviewed.

Teaching contrasts markedly when it is considered how greatly other professions have been influenced by review recommendations, and how little impact recommendations from reviews have had in teacher education.

## 6.11 Conclusion

A number of conclusions can be drawn from comparisons between teaching and other professions. Particularly:

- professional associations provide most other professions with a sense of identity as professional practitioners which is difficult to find among teachers
- while the level of self-regulation varies in other professions, it is non-existent in teaching
- entry into and remaining in teaching is a matter for the employer to decide, as distinct from practice in many other professions where a professional body also has responsibilities
- most professions have explicit further education requirements or have a culture where further learning is valued; by contrast this is much less true of teaching
- professional experience is at the centre of pre-service training and is much more highly valued in most other professions than it is in teaching
- the quality of professional experience in teaching indicates the low priority attached to the level of engagement of the profession in the preparation of teachers, a level much lower than for other professions
- in most professions, responsibility for preparation and induction of new members is viewed as a significant professional responsibility; such a view does not strongly characterise teaching

133 Review of Engineering Education, p. 11.
educators in other professions, but particularly in health, traverse the boundaries between their own professional practice and their role as a teacher or educator; such a situation is not reflected in teacher education.

Structures and practices in other professions provide clear models for teachers in their quest to become fully professional. Teachers receive academically at least the equivalent level of training as do other professions. They have one of the most responsible jobs in our community, namely the education of our next generations. The level of skills required is at least the equivalent of other professions.

There is no doubt that the content of teachers’ work is professional; they must move to act from professional principles rather than the requirements of arbitrary rules as determined by employers or negotiated with unions. Only in this way will a strong culture of professional initiative be established.

To go down the route of establishing a formal profession of teaching raises issues related to restriction of trade which must be addressed. These issues apply, however, not only to teaching but to other professions and vocations as well. In teaching, the widest diversity of people should be allowed to enter the profession and, provided that they can demonstrate acceptable levels of skill, be allowed to practise and receive appropriate designation as a professional teacher.

No employer really wants to deal with a profession as separate from a union. They prefer not to deal with a union either. Yet, in the way a union looks after the industrial interests of its members in negotiation with employers, a profession looks after the professional interests of individuals in our community so that the contract of the practitioner with the public is duly honoured by those practising.

Nor is a union likely to embrace warmly a profession involving its members. It will lose some authority as power shifts from collective action for the good of the group to individual action for the good of the clients. Nonetheless, it is clear that a move away from the often adversarial conflict between employer and union that too often obtains in New South Wales will bring benefits to teachers and to students. A three-way balance of interest between the profession, the employer, and the unions will be to the best advantage of the young people of the State and of teachers themselves.

A profession also limits employers in terms of who they can employ to undertake certain professional tasks. This is essential in other professions, so why not teaching? For so long as class size determines the number of teachers, there will always be people employed to teach who should not be given professional accreditation. But this is true of other areas: engineering and accountancy have a range of people doing their kind of work under the supervision of a professional. So can it be with teaching.

Teachers must ask themselves whether they want the responsibilities now held by their employers to decide who should be a member of their profession. And, where there is a vacuum in terms of educational debate, do they want it filled by their union where major responsibility has to be to its members, rather than to the students they teach and the community at large.

Increasingly, the education sector will be divided into smaller enterprises, individual practitioners, and people who work across a range of schools. Where previously there were few employers, a professional organisation seemed to matter less. Now teaching must have a professional voice, comparable with that of other professions to serve the interests of teachers and their clients.

It is clear that teachers are unable to establish their own profession. Most attempts in the past have fallen on stony ground, both here and overseas. It is for government, in the interests of the State and including the children and young people, to do so to give teachers an opportunity to take up their individual professional responsibilities separate from either the dictates of their current employer or their union.

The test as to whether teaching has become a profession will come when an advertisement can be placed, similar to the one CPA Australia placed recently on behalf of its accountent members.

“When it comes to business, you can ask us anything”. Teaching will be a true profession when, through an organised structure, teachers are able to say:

“When it comes to education, you can ask a teacher anything”.
There is no doubt that the quality of teachers and the standards of teaching in our schools is a matter of deepening concern in the community: among parents, employers and young people. Whether there has been a real decline in teaching quality or whether the expectations held about teachers have risen faster than their ability to fulfil community requirements is difficult to judge.

Even so, over the course of the Review many excellent teachers were encountered, often working in difficult school environments, who expressed concern that what they were doing was not sufficiently well understood. On the other hand, there were teachers who would be better placed doing something else. They were unhappy, frustrated, with unreal expectations about the resources that could possibly accrue to schools, and unable to ‘light the fire’ of the young people in their charge.

7.1 A matter of quality

The challenge of quality education for all is one that Australia has already implicitly accepted134.

Issues of quality and standards were recurring themes in the evidence presented to the Review, with students and parents commenting that the quality of teachers and teaching varied from the inspirational to the incompetent. The Review identified a real sense of frustration among parents that there was little evidence of quality control or even that teachers were required to live up to certain standards and expectations. They saw it was often by good luck that a child had a good teacher. As one parent representative succinctly put it:

‘I know more about the contents of a can of tomatoes than I do about the quality of my children’s teachers’.

In response to an assertion that this was little different to our knowledge about the competence of the family doctor, the response was:

‘Yes, but I can choose another doctor’.

This sense of frustration was not restricted to parents and children. Many teachers feel thwarted by their inability to defend themselves from criticism about the quality and professionalism of what they do. The following quote from the submission of The Australian College of Education, New South Wales Chapter captures the mood.

Without clearly defined standards against which we as teachers or teacher educators can judge ourselves, we cannot expect others to recognise, acknowledge and suitably reward teacher achievements. Nor can we differentiate satisfactorily the competent professional from the incompetent; the competent from the truly accomplished. This situation leads to professional discontent when some teachers receive the same financial remuneration for less commitment, input and achievement of results in student learning135.

There was general support for the establishment of professional teaching standards, but the submissions foreshadowed a series of implications:

- for teachers

...if professional learning is the responsibility of [teachers], it follows that effective professional standards should enable the process of self-evaluation and demonstration just as much as it should enable consistency in external assessment processes when competence is brought into question136.

- for the Government

...while supporting the concept of standards, a submission from a non-government employer expressed concern that where government becomes involved in setting such standards “that it has more to do with hierarchical surveillance and extending the dominance of managerial culture than with promoting teacher development and a professional culture”137.


135 Submission 129.

136 Submission 129.

137 Submission 66.
...a comprehensive national framework of teacher registration will ensure that standards of entry into the profession are established and protected so that in the public interest in general, and in the interests of students in particular, only qualified teachers are able to be classroom practitioners. A system of teacher registration recognises that teaching is a profession, with unique knowledge, skills and aptitudes and has the capacity to affirm and enhance the status of the profession.¹³⁸

Many submissions made strong claims about the need for better preparation of beginning teachers and increased support for continuing teacher education. Few, however, including those from parent organisations, made a strong connection between the need for professional standards and potential learning benefits for young people in school.

This indicates that many organisations and individuals responding to the Review do not have a strong focus on, or are unable to articulate clearly, a connection between teaching practice or pedagogy and student learning. Many parents would concur, having first-hand evidence from their experience of parent-teacher evenings that the role and efforts of the teacher are generally distant from discussions about how their children can improve. Yet, it is quite apparent to them and to their children that the teachers who are able to connect with their students, to enthuse and keep them on task, do make a substantial difference to the quality and extent of student learning.

The terms ‘standards’ and ‘quality’, so often used when referring to teaching, have a beguiling simplicity which belies the complexity of the issues relating to how quality and standards may be guaranteed in the education sector.

The debate on standards is international in character and there are high stakes in terms of implications for the quality of teaching. Striving for quality improvement is fundamental to almost all life activities today. The focus is on improving the quality of our lives, the quality of our relationships, the quality of work and, not least and as a consequence, the quality of our education provision.

The following section comments on current emphases for improving quality in education, through quality assurance, accountability and competition-based policies. It notes that a different emphasis may be needed to make the fundamental changes in education required to prepare people for the future. This emphasis should arise from a clearer conception of the teacher as a professional practitioner. These changes may best be achieved through strategies that focus on supporting professionalism. Unlike other professions, teachers do not have structures for clarifying the nature and ethics of their practice. A clear focus on pedagogic practice related to professional standards is required to provide the means for teachers to meet future challenges.

7.2 The prevailing quality context

In broad terms, two quality movements may be identified. The first has arisen from relatively recent quality management theory and practice. It relates to quality assurance, accountability and competition-based policies. The second relates to how professions regulate themselves, and how their members develop and grow.

Over the past decade and a half, practices emphasising quality assurance, accountability and competition have dominated the improvement policies being pursued in small and large organisations and enterprises, including government agencies.

In some instances quality assurance has arisen from the desire of organisations and individuals to provide evidence of the high quality of their products, processes, procedures and management, and to establish conditions under which it may be enhanced. Quality assurance generally arises from concerns internal to an organisation; for example, among members of a small enterprise, such as within a school or a group of schools in a region. Self-improvement and self-regulation of individual units, parts of organisations or the organisation as a whole is the main aim. This process of continuous improvement is based on formative judgements about how to meet stated objectives and goals.

Accountability, more commonly, arises from the efforts of external bodies or whole systems to measure outcomes, and to hold managers accountable for processes, programs and outcome levels achieved. Benchmarking and comparison with other similar enterprises in terms of productivity and quality are core issues.

Accountability is fundamentally about overall verification

¹³⁸ Submission 104.
of the quality of outcomes, or more particularly, whether the expectations of key stakeholders are met. Accountability is essentially a top-down or externalised process, and typically refers to large systems, based on the accountability of individuals or enterprises to those in higher authority. From a systems perspective, it is applied at intervals rather than being continuous, and is summative in terms of determining whether acceptable outcomes for the systems have been achieved.

Although these two quality movements are not mutually exclusive, there is a tendency for them to be so applied. In the education sector, quality assurance refers to collective or personal activities or outcomes within individual schools while accountability refers more to schools or school systems with a single overarching management structure.

In the New South Wales context, the State is constitutionally responsible and hence accountable for both government and non-government schools. This accountability is irrespective of the source of funds, whether from the State or Commonwealth Government, parents or other sources. The State, therefore, has a significant responsibility for monitoring the outcomes of all schools. This State monitoring differs from the internal accountability the State education department has for its own schools, emphasising the long-standing dilemma of the State as monitor of sectors, and the State education department as manager of the outcomes of a public system which directly employs teachers.

Nonetheless, efforts to provide for quality assurance and accountability in education have been generally less effective than in other industry sectors where the issue of efficiency can more easily be related to the productivity of workers and bottom line targets.

In education we talk about the effectiveness of teachers, a concept which is not easily defined. Consequently, school system administrators have found it difficult to achieve greater system accountability and teachers have been suspicious of the validity of measures to support evaluation against standards and of the potential misuse of the information gained. This has resulted in the active resistance of teachers and schools, often led by unions concerned that such measures place an unfair burden on teachers, and that there is insufficient contextual data to make valid comparisons between schools.

A case could be made that the tendency towards establishment of standards in education, both in curriculum and teaching, is an indication of declining trust in the capacity of schools and teachers to deliver the required educational improvement. A significant contributing factor is the inability of schools to demonstrate explicitly and to the satisfaction of parents and the general public the outcomes they are achieving at system, school and individual class or student levels.

In education, when compared with other industry sectors, there has been much less specificity until recent times about what clients require or expect. Hence, there has been only limited pressure on teachers to provide information about the quality of outcomes being achieved.

Parents of today, however, are placing ‘a higher priority on receiving information about their children’s progress than any other type of information they receive from school’139. Many also want to play a more active role in the management of their children’s education, including recognition that they, not the school, are ultimately responsible for what their children achieve from their education.

Generally, parents:

…make judgements about schools using their own criteria and utilising information from a range of both formal and informal sources. At present most parents indicate that they rely almost entirely on informal sources as very little objective and reliable information is available in the public domain for either government or non-government schools140.

Thus, from the Review’s perspective, there is an apparent need for more productive accountability relationships between schools and the broader community. Some commentators141 suggest that this could be achieved through the schools themselves becoming communities of responsibility. Schools need to be self-managed, self-regulated and internally accountable against State and locally derived standards, with accountability guaranteed through a balance of school-based quality reviews and a level of external supervision.

139 P. Cuttance and S. Stokes, Reporting on student and school achievement, DETYA, Canberra, 2000, p. ix (p. 9).
140 Cuttance and Stokes, p. xi (p. 11).
There is increasing evidence that the best approaches to improving the quality of education are those that support both school level improvement through quality assurance and system level accountability.

From the perspective of this Review, in Australia at least, more often than not policy discussion concerning the quality of teachers and teaching, has focused on quality assurance and accountability structures designed to identify those teachers who meet acceptable standards, and consequently those who do not. Rarely has there been a focus on how best to provide the means for teachers, more generally, to enhance their practice. While both quality assurance and accountability could be described as micro-economic in focus, the application of market-based theories and the ‘invisible hand’ of competition in education is macro-economically driven. According to this approach, the best, as determined by the cut and thrust of the market place, are likely to survive against others regarded as competitors. Experience in other industry sectors shows, however, that it is often not the best but the strongest that survive.

Karmel considered the issue of markets in education from the perspective of the change paradigm encapsulated in the term ‘economic rationalism’.

The changed paradigm is usually encapsulated in the term “economic rationalism”. In its stronger form, economic rationalism takes the position that, while market forces do not always produce optimum results, any intervention in the workings of markets always produces a worse situation, i.e. no government intervention is better than any. This is an ideological position not subject to proof. For some it is reinforced by a conviction that minimal government is a necessary condition for personal freedom.

In its weaker form, economic rationalism is the belief that the economy’s performance can be enhanced by exposing as much of it as possible to market forces. There is a body of evidence that supports this proposition. Such a doctrine is consistent with government interventions of various kinds, especially interventions to correct market failure.\(^{142}\)

Advocates of market-based policies as applied to education believe that quality will be improved by broadening parental choice in schooling. In this view of the market, parents and students will be drawn to quality schools: under-performing schools will need to improve to stay in the market. Proponents of individual students being provided with vouchers are, in reality, attempting to encourage a market in education using government funds.

A less direct approach is the current increased Commonwealth Government support for the non-government school sector, which is fuelling a surge in enrolment growth. Consequently, although total New South Wales school student numbers increased by 8,036 in 1999, this represented an increase of 8,266 students in non-government schools and a fall of 230 students in government schools. Translated into numbers of teachers, these enrolment changes represent, at average pupil teacher ratios, a fall equivalent to 15 full-time teachers in government schools and an increase of 550 in the non-government sector. Most of the enrolment growth in the non-government sector, however, is amongst communities of average or above socio-economic status which suggests a demand for teachers in schools with access to above average resources.

In addition to the market operating between schools, an educational employment market for teachers was also identified. This market allows quality teachers to move more freely to where they perceive the teaching environment to be more positive, the teaching to be more highly valued and, if possible, where they will be remunerated above award rates. There are already signs of this market in operation, with non-government schools regularly recruiting teachers with three or four years experience and a proven record from the government sector. This trend is likely to increase in the future as demand for teachers in the non-government sector continues to develop.

Given the emergence of this market, there is a need for a system that rewards demonstrated effectiveness as a teacher, irrespective of employer. In addition, to serve this growing market for quality teachers, responsibility for preparing teachers, not only prior to entry but during their careers, becomes increasingly important. The mantra ‘a teacher is a teacher, is a teacher’ that has guided employ-

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\(^{143}\) Australian Bureau of Statistics, Cat. 4221.0.
ment practices in education for so long can no longer be sustained.

Some proponents of market and competition policies argue that, in general, public providers of services and particularly schools and teachers can be advantaged through undesirable levels of protection. In a sense, both government and non-government schools are protected because schooling can never be a true market where the user pays all. Even the so-called private schools are heavily subsided by governments. While voucher systems may have their place for disadvantaged groups, when applied equally to families with a markedly wide range of resources, considerable inequity of provision results from the differential ability to take advantage of the additional support.

In the case of government schools, they have both a moral and a legal responsibility to provide all people with access to education of the highest possible quality, at least to the end of compulsory schooling.

The extent of current experience of market-based approaches in education is insufficient to be able to predict with certainty its long-term outcomes. All schools and teachers will be under increasing pressure, however, to meet the expectations of their communities. Increasing numbers of teachers are likely to opt for self-employment to meet new demands for consultants, itinerant specialist teachers or teachers working in people’s homes.

The opportunity to resist this broadening of the educational market is almost entirely out of the hands of teachers. Rather, the market and who will survive in it, is increasingly being determined by parents based on their perceptions and expectations of schools and a broadening educational sector. In these circumstances, schools most resistant to providing for quality improvement are those most likely not to survive. Competition, both from current players within the education sector and from new forces outside of education, is likely to increase. Schools will face the same fate as other industry sectors that lost focus on the need to undergo continuous quality improvement and change to meet changing community service expectations.

A market in education is easy to conceive where there are significant population aggregations: it is much more difficult in regions where population diversity is sparse.

The dilemma for government arising from such developments is one of social justice. How can governments see that all people benefit from the changes now under way in education, and not just those who can take advantage of the opportunity that the additional non-government schools offer? The consequences of not addressing this question have deep social and personal implications for those unable to benefit.

Increasingly in New South Wales, we must view the schooling system as consisting of a range of providers, offering a greater choice to parents, particularly in areas of significant population who are able to contribute to their children’s education, supported to a greater or lesser extent by governments, both State and Federal.

Significant implications will arise if, as some predict, the outcome of such a choice is a residualised government sector, which, because of the declining quality of its teachers and student base, causes government schools to make a more limited contribution to the overall development of the education system.

This need not be the outcome, and in fact the current trend may provide the impetus to revitalise the government school system. In any event, all schools, and not just schools in the government sector, will have to take much greater responsibility for both the initial and continuing education of teachers.

Since market-based approaches seem here to stay – the clock cannot be turned back – it is time for stakeholders to work out how all schools, both public and private, and increasingly in the future ‘education service providers’, can coexist to offer effective education for all people in New South Wales. Most importantly for this Review, whatever evolves must, in conjunction with universities, the TAFE system and other providers, offer appropriate high quality education and training for both potential teachers and those already in employment if the education system encompassing both government and non-government schools is to be uniformly of world class.

Although these so-called market strategies provide a significant context for the Review, they are not the only imperatives for change. Indeed, they are insufficient to bring about the kind of changes required to position education for what are rapidly changing futures.

The exponential development of technology is another issue transforming the educational landscape. Teachers will need to learn new roles and new pedagogy. This will...
require on the one hand that they be supported by employers to make these changes, and on the other supported from within their own ranks by a renewed professionalism. Such movements are evident elsewhere, especially in the United States where issues about teacher professionalism are now coming into greater focus, including by teachers themselves.

A school is a learning environment where students, teachers, parents and even the wider community can learn. We now have hard evidence that the more teachers learn, the better the outcomes for their students. The more parents know about the school and what their child is learning, or is meant to be learning, the better for their child.

Therefore, in the context of this Review, the most significant questions concern the development of mechanisms to guide and support teacher learning. These mechanisms, managed through the profession, consisting of teachers from both the government and non-government systems, teachers in preschools, schools, universities and the TAFE system, need both to act as catalysts for change, and to provide the government and the wider community with the assurances of quality they are seeking. Standards of professional practice setting out what is expected of teachers provide a unifying foundation upon which to build such improvement strategies.

The following sections of this chapter expand this theme through:

- an outline of how self-regulated professions address issues of quality and standards
- a discussion of the professional standing of teaching and whether standards provide the means to raise the quality and professionalism of teachers
- an investigation of how standards of professional teaching practice have been developed in other places, and how effective they have been in changing pedagogy.

These provide the basis for the identification of possible structures and frameworks for enhancing, illuminating and guaranteeing teacher quality in New South Wales.

### 7.3 The wider context: self-regulated professions

The terms of reference of the Review required, in particular, advice on ‘the systems and procedures used to prepare for and enter other professions’. An investigation of these issues is provided in the previous chapter. The findings of this study of other professions in New South Wales have been substantiated, in part, by research undertaken internationally and particularly by the Ontario College of Teachers in Canada.

In general, both sets of research show that other professions have opted for self-regulation through a range of quality assurance mechanisms, both in terms of the quality of initial preparation and continuing development. These are intended to deal with how a person becomes a licensed member of that profession, how they maintain currency in the profession and how they can lose that licence.

Self-regulated professions have a clear public mandate to stop or limit the practice of the incompetent and those found guilty of professional misconduct. This responsibility cannot be left to the employer, and the more diversified the employment is, as is happening in the education sector, the more important this approach becomes. Without regulation, an employer will hire anybody they wish to do a job. Employers, and particularly those involved in ‘for profit’ activity, are unlikely to support employee regulation even though it may be in the public interest to do so. Although the prescriptions for ensuring quality and standards in self-regulated professions in New South Wales, Australia and Ontario, Canada may differ in minor ways, they are seeking to address the same key questions:144.

- what is an effective professional?
- what kind of regulatory authority does the professional body have over competence, ethics or the quality of practice?
- how is that regulatory authority translated into action?
- what program of activity will best enable the profession to record and assess efforts by members to remain competent, and also to support efforts by members to seek remediation when deficiencies are identified?

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how does the role of the employer intersect with that of the regulated profession’s role in maintaining and improving standards?

Given the increasing number of those who are self-employed, this final question is becoming more relevant for teachers.

In Australia, many diverse occupations, such as lawyers, architects, engineers, doctors, veterinarians and, more recently, information technology specialists enjoy the status of a self-regulated profession. In a practical sense, formal recognition as a profession implies that those afforded this status have attained:

- a highly developed and specialised body of knowledge
- professional autonomy
- self-regulation, especially with regard to professional ethics
- a commitment to public service
- a highly developed collegium.

Standards are a more recent mechanism by which the majority of professions give meaning to their professionalism. They are generally expressed in terms of levels of competence or education and training required for initial membership, as well as requirements for the maintenance of competence. This second category is seen to be acutely important for professions where the body of scientific or case knowledge or skills on which the profession is grounded is growing rapidly and issues of public protection, public health and safety come to the fore. This is increasingly true of teaching where its body of knowledge and skills is well identified and growing rapidly.

Central to the concept of a profession is the notion of reciprocity. The community bestows on the profession the responsibility and privilege of self-regulation, and in return the profession fulfils the obligations of its social contract.

A key feature of all professions registered with the Australian Council of Professions is a code of ethics, which sets out the social contract against which the profession engages the community. For example, the Australian Institution of Engineers noted in a recent report that the:

…social contract model of a profession emphasises the service orientation to which professionals are supposedly committed, in return for the privilege of self-regulation of their profession. In this model professionals are not solely wedded to economic self-interest, but rather they are the guardians of public trust.

7.4 The status and professionalism of teachers

Three inter-related issues are central to the search in this Review to establish and maintain quality teaching. These are the public standing of teaching; the quest for formal recognition of teaching as a profession; and the professionalism of teachers.

The public standing of teaching has been raised as a major concern for teachers, employing authorities and the community. For teachers, the perception is that their work is not sufficiently well understood or appreciated. For employers, there are concerns about the perceived lack of attractiveness of teaching as a career, and the consequent implications for the supply of quality teachers in schools.

For the broader community, it is a matter of re-establishing respect for teachers as people whose work is critical in the lives of children, young adolescents, and their parents.

These issues have been canvassed in national and international reports. A Class Act, the report of the Senate Employment, Education and Training References Committee into the Status of the Teaching Profession referred to in chapter 4, differentiated between the status or standing of the ‘individual’ and that of the ‘group’.

The report commented that many individual teachers are held in high regard by their students, communities and peers because of their skills, integrity and professional acumen. As a group, however, teachers have, to date, been unsuccessful in establishing a unified professional voice and hence have failed to consolidate the degree of group status befitting the importance of their work. The view almost universally put to the Senate Committee was that the public standing of teachers in Australia was declining.


As stated earlier, this view was also advanced in submissions to this Review.

The 1997 report of the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers\textsuperscript{148} identified a range of factors, operating internationally, which have reduced the attractiveness of teaching as a profession. These include:

- stress and teacher dissatisfaction associated with the gradual breakdown of traditional consensus regarding the purpose and functions of education and, more specifically, the role of teachers
- recruitment practices, and loss of attractiveness, resulting in a general ageing of the profession, particularly at the school level, which is seen as inhibiting an infusion of new blood, ideas and career progression
- the process of economic rationalisation, which has had an adverse effect on their professional standing in many countries, where teaching is seen as something of a second class option.
- the steady feminisation of the profession at the pre-secondary and increasingly at the secondary levels tends to stereotype teaching as a female profession with the result that fewer men are attracted to teaching.

The report identified general causes, operating within different countries and regions, for a decline in the standing of teachers in the community. These include:

- perceived failure of governments to interact effectively with teachers to establish proper educational policies and to provide resources to implement them, particularly as public resources directed to education have declined
- a failure by teachers to promote their own professionalism in times of economic austerity; almost by default, they have allowed a community perception to develop that their main preoccupation has been with their own salaries and benefits
- the emergence of community perceptions that teachers are failing to deliver an educational outcome considered to be satisfactory, thereby attracting widespread public and governmental criticism, to the detriment of their professional status.

The report went on to say that:

The status of teachers and the status of education are so intertwined that whatever produces change in one will normally produce change in the same direction in the other. \ldots if education does not command the respect and support of the entire community, then teachers will not command that respect and support\textsuperscript{149}.

\textit{A Class Act} noted also that while teachers see themselves as professionals, their professional standing and professionalism are generally not recognised by other professions or by members of the public.

Although the decline may be part of a general public disaffection with all professional groups, it is ironic that the professional standing of teaching is declining given the evidence, generally, that schools and teachers are performing better than in the past. There is increased opportunity for children from diverse backgrounds to remain longer in school than in previous decades. Literacy and numeracy standards as judged by Basic Skills Test results are increasing. More people in the workforce are engaging in further education and training than ever before. The reality, however, is that these gains appear not to have kept pace with increasing community expectations of teaching as a profession.

Consequently, although many individual schools have been able to build strong links with their local area, there is a sense of declining reciprocity between teachers and the broader community. The collective actions of teachers are not always interpreted as being in terms of their commitment to the social good, and in the best interests of their students. Too often their actions are interpreted as self-interest because these tendencies are newsworthy whereas all of the good things teachers do are much less so.

One reason may be, when compared with self-regulated professions, that teachers and teacher educators have been slow to adopt mechanisms for improvement to increase public confidence in the quality of their work. They certainly do not place high priority on making the public...


\textsuperscript{149} Joint ILO/UNESCO Committee of Experts on the application of the recommendation concerning the status of teachers.
aware of the good learning outcomes achieved by a large proportion of their students.

In addition, teachers do not have the institutional structures necessary to support formal professional recognition and advocacy, which include:

- establishing a single professional body as evident in other professions, which eligible practitioners may join.
- promoting the benefits of self-regulation to the community
- agreeing on the knowledge base of the profession and having the power to require its acquisition
- agreeing on standards of practice and codes of ethics against which quality may be benchmarked.

While an informal code of ethics does exist, relating largely to expected teacher relationships with students as individuals, there is no agreement on standards of professional educational practice. The public senses this; the teaching profession knows it. A widely held perception exists that teachers of low quality are not formally identified as a matter of course, and very few are eventually excluded from practice if all efforts to improve their performances fail. As one correspondent remarked during an analysis of this complex issue:

…a teacher might well get fired for predatory sexual misbehaviour with a young student, but others who mess up the lives and achievement prospects of their students through low professional competence remain entrenched in the system.

This is especially so when funding pressures and managerial styles in schools inhibit supervision, especially of a developmental kind.

Failing the use of self-imposed quality assurance procedures by schools, the responsibility for assuring the community of the quality of teachers and their work has been taken largely out of their hands. Instead, employers imposed this responsibility on schools through so-called accountability measures. But placing the quality emphasis on accountability rather than assurance leads to its own problems. Indeed, industrial action by unions over attempts by employers to increase accountability in government schools in New South Wales could be said to have further reduced the community’s confidence in schools and teachers. While individual teachers typically have the best interests of their students and schools at heart, their motives for such industrial actions are not always accepted by members of the public who daily face demands for increased productivity and accountability in their own workplace.

Like any other profession, there are degrees of proficiency amongst teachers. If their quality is to be improved in terms of on-going competence then issues related to improving the proficiency of some teachers must be taken out of the industrial arena and confronted as professional issues. The failure of teachers as a group and their supervisors within the profession to grapple adequately with the issue of the quality of professional practice is fundamental to the issue of the standing accorded them by the wider community.

The introduction of relevant quality measures can be seen as critical to the future of the teaching profession. This is not only through the self-regulation implied by a system of quality assurance, but also by the appropriate use of quality measures in an accountability system developed in consensus with relevant education authorities and employers. In an essentially ‘open’ system such as K-12 education, both forms of quality indicator have their place. Well managed, one form flows into the other.

It is obvious that it would not be a simple matter to develop and implement these quality standards. They will need to be ones which the profession is instrumental in developing and with which the profession then willingly aligns itself. They would be applied first as the bases of the profession’s own quality assurance measures, and then, when needed, to the broader accountability measures reasonably asked for by the community. The need for good collegial and developmental supervision within schools and systems, derived from the standards, must also be recognised unless they are to become no more than high-sounding documents. All of this is easier to say than to do, of course.

The next section examines ways in which the complexities of teacher quality are approached in other countries.

150 Name withheld.
7.5 Professional standards for teachers: developments in other places

Educational improvement has been firmly on the policy agenda of nations for the past two decades. Increased significance of technology has emphasised the importance of a highly skilled workforce for future prosperity. The rapid emergence of electronic communications in industry, and society generally, is making education more important.

The primary focus of government educational improvement strategies has been on curriculum standards for most of the past two decades; this is now shifting to a focus on the quality and standard of teachers and teaching. This latter focus on the quality of teaching is a much more complex issue than the former. The availability of student outcome data enabling research into the effect of teacher quality and qualifications on student learning has increased significantly the interest of governments and teachers themselves in their professional standards.

The Review noted a number of recent reviews of policy developments in this area. Locally, these include Towards Identifying Professional Teaching Standards for New South Wales Schools. In Canada, the Ontario College of Teachers developed a paper in response to a Ministerial request for advice on the possibility of introducing forms of teacher testing. Another, offering both an international overview and a critical local perspective, is the recent report of the New South Wales Parliamentary Library Research Service.

The United States of America

The United States presents specific parallels to the Australian context. As in Australia, education is constitutionally a state responsibility. Nonetheless, there is an increasing national presence, both in the policy arena and in the funding of education.

At the national level, the establishment of the National Board for Professional Teaching Standards (NBPTS), which is setting standards for accomplished teachers, has dominated discussion of professional standards in the United States. There are, however, several less well known national standards developments. These include:

- standards for teacher education (National Council for the Accreditation of Teacher Education, NCATE)
- standards for beginning teachers (Interstate New Teacher Assessment and Support Consortium, INTASC)

At the state level there are separate developments of teacher standards. These have arisen out of state need, consistent with their constitutional responsibility, to establish standards in teacher education, licensure and the maintenance of accreditation. The form and scope of state-based teacher standards vary significantly.

The National Board established in 1987 in response to the criticisms of teaching standards in A Nation at Risk, is credited as being the catalyst for action in the United States. The National Board’s mission was to establish...
rigorous standards for what accomplished teachers should know and be able to do. It was also to operate a voluntary national system to assess and certify teachers who meet these standards. The Board’s standards are defined around a core of five propositions about teachers:

- commitment to students and their learning
- knowledge of the subjects they teach and how to teach those subjects to students
- responsibility for managing and monitoring student learning
- systematic reflection on their practice and learning from experience
- membership of learning communities

Darling-Hammond claimed that the National Board would professionally define the body of knowledge upon which good teaching rests. She argued that current teacher licensure tests in the United States:

…are not professionally controlled; nor do they adequately represent what a teacher needs to know about teaching and learning. That knowledge is complex, and requires judgement in applying general principles to unique and specific problems of practice … a real test of professional knowledge could have a profound influence on teacher preparation, both before and during a teacher’s career.

The National Board’s standards are different from most other teaching standards. Rather than providing lists of tasks or competencies, which are relatively decontextualised, they give descriptors setting out expectations of accomplished professionals. They are both subject and school-stage specific rather than generic. When completed there will be twenty-six statements of standards, such as those for Early Childhood/Generalist (ages 3-8), Early Adolescence/Science (ages 11-15) and Adolescence through Young Adulthood/English Arts (ages 14-18+).

Only sixteen of the standards have been completed to date. The initiatives have a high degree of professional ownership and support as they are seen to be outside of government. Unlike many other teaching standards, they require performance-based assessment of teachers.

The National Board’s standards have provided the framework or base upon which all other national initiatives are founded. The proponents of the National Council for Accreditation of Teacher Education (NCATE) and the Interstate New Teachers Assessment and Support Consortium (INTASC) standards saw the need for a common core of knowledge and skill to be acquired by all teachers. Continuity between standards for teacher education, the initial certification of teachers and accomplished teaching was seen to be important. Proponents of the National Board comment that the high expectations of the potential for change arising from the Board’s work have in part been realised. James Kelly, the initial and now former President of the National Board, had the following to say of the Board’s initiatives.

Having a systemic vision of excellent teaching enables and allows a nation to treat teaching as a policy variable rather than as a cultural and institutional ‘given’.

Ingvarson commented in a paper supporting the National Board that “a certification system [such as the NBPTS] is also a powerful instrument for empowering teaching as a profession and improving the quality of teaching”.

Despite the high level of public support for these national initiatives, it is the legislated requirements of states that impact more directly on teacher quality in the United States. An examination of licensure requirements of the various states reveals apparent differences in their approach to standards and quality. Although a majority of states accept the INTASC standards as the basis for their initial teacher licensure or certification, applicants investigating the possibility of teaching in one or more states are faced with a confusing mix of input-based measures, such as course requirements, standards, and performance-based skills testing. For example, the

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requirements for teacher licensure in New Jersey are as follows:

- Bachelors degree from an accredited college or university.
- Passing scores on Praxis II/NTE Programs specialty areas test(s) for secondary teaching and in the General Knowledge test of the Core Battery for elementary teachers.
- Completion of a major in liberal arts or sciences for elementary education. Completion of a major in the subject teaching field for an endorsement in that field. For additional endorsements, completion of at least 30 semester hours in a coherent major in the subject field.
- Successful completion of one of the following:
  - the provisional teacher program, or
  - a state approved college teacher preparation program and one year of full time mentored teaching under a New Jersey provisional licence, or
  - a state approved college teacher preparation program and one year of teaching under a valid state licence.

In 1998 as many as 38 states required a written test as part of the certification process for new teachers. Tests and examinations used include:

- the Praxis I and/or Praxis II
- the College Basic Academic Subject Exam, or
- another standardised test of basic skills.

The Praxis Series tests are taken by undergraduates seeking admission to a teacher education program or by college graduates.

Some states use a state examination that is fully customised for the initial licensing stage. Yet the use of tests as a means of raising teacher quality has not always achieved the desired result. The Texas Examination of Current Administrators and Teachers (TECAT) was introduced in 1986 as a basic literacy test to weed out teachers with less than satisfactory communication skills.

The evaluation of the project found that enormous effort went into preparing teachers to take the TECAT. After some $5 million dollars of public expenditure, 96.7 per cent of teachers passed the test at their first attempt, and 99 per cent of teachers at their second.

The authors of the evaluation report commented that the 99 per cent success rate did little to assure the public that incompetent teachers had been eliminated. Teachers felt that the public had been deceived and were embarrassed by the portrayal of their profession as being semi-literate. Subsequent public opinion data showed greater disenchantment with teacher competency testing than with any other educational reform measure. The effect of the TECAT might have been exactly opposite to that intended.

The TECAT seemed so simple at first; give a test and eliminate the few teachers with indefensibly weak communication skills. The negative side to what happened involves unforeseen consequences: enormous costs, frenetic preparation and worrying about the test, demoralized teachers and a public unimpressed by the extremely high pass rate. Although these outcomes were not intended, they may be inevitable features of a reform that hangs so much importance on a test pitched to the lowest level of performance on the lowest teaching skills.

But testing of teachers is not the only issue. Regardless of the national initiatives noted above, states are concerned also to maintain their constitutional responsibility for education, including responsibility for the quality of teachers and teaching in their schools.

Despite the continuing widespread use of teacher tests, there is increasing emphasis at the state level to move to a more “integrated and holistic approach to ensuring competency and public accountability.” The impetus for these more thoughtful approaches are the National Board and National Council for Accreditation of Teacher Education. The new expectations of states emphasise “performance, new forms of assessment, collaboration with schools, technology and diversity – all in the context of high-

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quality programs and continuous program evaluation” 164. A report by the Ontario College of Teachers in Canada on recent developments in the United States noted the following:

States began to establish partnerships with accrediting agencies, teacher groups and schools of education to initiate projects to address the area of teacher competency in a coherent fashion. Local policy-makers began to understand that teacher preparation, licensure, and professional development needed to be reviewed and improved as an integrated whole, so that each part was linked and assessment strategies built on and reinforced each other through the career continuum165.

One example of this more holistic approach is that taken in the July 1998 report of the New York State Regents’ Task Force166, which outlined a comprehensive plan to improve and maintain the quality of teaching in New York State. The plan links teacher education and induction requirements for teachers. Initial certification is subject to completion of the equivalent of one year of mentored teaching and three years of satisfactory teaching experience beyond the mentored experience. Annual professional reviews are also required.

In addition, to maintain this certification, all teachers receiving a professional certificate on or after 1 September 2000 will need to successfully complete at least 175 hours every five years of professional development, directly related to student learning needs. Each school district will be required to prepare a professional development plan describing how they provide the teachers they employ with opportunities for maintaining their certification.

The intent is that a menu of professional development opportunities be available to teachers, including a variety of formats and providers, with programs paid for by the school district or the teacher. While these and other state-based developments appear worthwhile, their range and variety is a major problem. The wide differences in requirements for teachers across the states go a long way towards explaining the limited interstate movements of teachers in the United States.

Despite the widespread support for the National Board at the national level noted earlier, there might be problems on the horizon. Tom167 notes that “not all is going well with the National Board process”.

Three problems with National Board certification – the slow development of certificate areas, the small number of certified teachers, the high cost of the assessment process to teachers – are all problems which grew out of the National Board processes, or might reasonably have been anticipated to follow from that process. A fourth problem, however, is something which Darling-Hammond and other supporters of the National Board could not have foreseen in the mid-1980s: the accountability movement168.

Whereas, the primary aim of the National Board standards was to professionalise teaching, Tom commented that the states’ agenda is firmly focused on “teaching quality measured in terms of a teacher’s ability to produce student results on state mandated K-12 assessment” 169.

He noted, “simply put, the logic of state accountability plays to the entrenched American idea that the only thing that really counts is results – the proof is in the pudding, not the recipe”. But this is not new. As early as 1992 teacher assessments were being shaped “to tighten the connections between states’ explicit educational goals and teachers’ demonstrated proficiency in helping them achieve them” 170.

The obvious question for the state accountability movement raised by Tom is: “Do the students of board-certified teachers do better on state assessments than do students of other teachers?” 171.

He notes the implications of this yet unanswered question are that:

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165 Ontario College of Teachers, p. 8.
168 Tom, pp. 19-20.
169 Tom, p. 20.
171 Tom, p. 20.
…state legislators … are reluctant to provide financial support for the National Board registration fee or to increase state funding for teacher salaries unless Board-certified teachers are distinctly better than other teachers, i.e. produce more student learning on state assessments.\(^{\text{172}}\)

The differing assumptions about teacher quality that underpin state accountability and National Board certification have the potential to undermine the Board’s work.

National Board proponents presume that teachers who are knowledgeable in their subject and have good professional judgement will be effective, while state accountability proponents believe that the best indicator of teaching effectiveness is the ability to achieve results with students. Of these two views of teaching quality, the logic of state accountability is simpler to understand and has fewer elements, and as a result of this results-oriented view seems to be winning the battle over how teaching quality is to be judged in the United States.\(^{\text{173}}\)

Not everyone in the United States is convinced of the validity of current national standards approach. One recent paper criticised the proposals to reform the way teachers are trained and licensed.\(^{\text{174}}\) The paper’s primary concern about the agenda of the National Commission for Teaching and America’s Future for reforming teaching and teacher education was that it would “transfer considerable regulatory power out of the public domain into private education organisations”, namely the National Council for the Accreditation of Teacher Education and the National Board for Professional Teaching Standards.

More recent evidence is beginning to show the effectiveness of the National Board approach with an annual ten-fold increase in the number of teachers certified and a view that these teachers obtain better outcomes with their students.

It is not simply a case of either a standards-based or an accountability-based approach. As Table 7.1 shows, information linking teacher characteristics to student outcome data are important for determining future directions in teacher education as well as identifying which pedagogical practices of teachers have the greatest impact.

To proponents of a phonics approach, the above results must be of concern. Yet it shows how such results can illuminate pedagogy. This evidence presented by Darling-Hammond of a direct link between teacher quality and student learning outcomes provides powerful arguments for strengthening teaching and teacher education. From her study of the relationship between state policy developments and student achievement Darling-Hammond\(^{\text{176}}\) commented that those states:

…that repeatedly lead the nation in student achievements in mathematics and reading have among the most highly qualified teachers in the country and have made longstanding investments in the quality of teaching.

Further, she noted that:

…reform strategies during the 1980s that did not include substantial efforts to improve the nature and quality of classroom work have shown little success in raising student achievement, especially

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\(^{\text{172}}\) Tom, p. 20.

\(^{\text{173}}\) Tom, p. 21.


if the reforms relied primarily on student testing rather than investments in teaching\textsuperscript{177}.

These are strong arguments that testing and accountability need to be accompanied by strategies that provide the means for teachers to improve their practice. That these arguments are couched in terms of student results adds significantly to their impact on future policies. The debate in the United States will continue as long as some remain unconvinced that teacher preparation and development are essential elements to quality teaching and that this deeply affects student learning. No doubt the same will be true in this country in the period ahead.

**England**

The issue of standards for teachers has been a focus of policy development in England for most of the last decade. Three separate agencies are now involved in the development, monitoring and accreditation of teachers against educational standards. The first of these, The Teacher Training Agency (TTA) was established by the Education Act 1994. Its brief is to “raise standards in schools by attracting able and committed people to teaching and by improving the quality of teacher training”. The agency’s core aims are to:

- promote teaching as a profession and boost the recruitment and retention of high quality people;
- increase the proportion of initial teacher training (ITT) places allocated to high quality providers;
- raise the standard and quality of initial teacher training; and
- support the Government and others in wider initiatives to raise standards of teaching by helping to ensure that teachers in their induction years receive the structured support they need; by contributing to improving the knowledge, understanding and skills of serving teachers; and by helping to secure teaching as an evidence and research-based profession\textsuperscript{178}.

The initial remit letter for the Teacher Training Agency was broad. By 1995 it was assuming responsibility for an ever-widening range of activities. Two requirements in Initial Teacher Training given prominence in the remit were “the formal requirement for the TTA to promote SCITT” (School-Centred Initial Teacher Training) and a “requirement to link funding [of ITT] to quality”\textsuperscript{179}.

An initial attempt by the Teacher Training Agency to raise the quality of initial teacher education focused on the development of a Career Entry Profile. Furlong, Barton, Miles, Whiting and Whitty\textsuperscript{180}, commented that although the pilot was unsuccessful, “the competences defined in the profile would have, in effect, become a national curriculum of initial teacher education”.

The Teacher Training Agency has been active also in the development of national standards for teachers. Its standards development activities are designed to:

- set out clear expectations for teachers at key points in the profession;
- help teachers at different points in the profession to plan and monitor their development, training and performance effectively, and to set clear, relevant objectives for improving their effectiveness;
- ensure that the focus at every point is on improving the achievement of pupils and the quality of their education;
- provide a basis for the professional recognition of teachers’ expertise; and
- help providers of professional development to plan and provide high quality, relevant training which meets the needs of individual teachers and head teachers, makes good use of their time and has the maximum benefit for pupils\textsuperscript{181}.

To date, National Standards have been developed by the Agency for:

\textsuperscript{177} L. Darling-Hammond, *Teacher quality and student achievement*, A review of state policy evidence, p.19


the award of Qualified Teacher Status - QTS induction
special educational co-ordinators and specialist teachers
subject leaders.

Monitoring of educational standards in schools is the responsibility of the Office for Standards in Education, usually referred to by the acronym OFSTED. Established in September 1992, OFSTED is a non-ministerial government department, independent from the Department for Education and Employment.

OFSTED’s remit is to improve standards of achievement and quality of education through regular independent inspection, public reporting and informed independent advice. OFSTED’s principal task is the management of the independent system of school inspection defined originally by the Education (Schools) Act 1992. This provides for the regular inspection of all 24,000 schools in England which are wholly or mainly state-funded.

A similar system of inspection applies to all institutions in receipt of public funding providing education for under four-year olds.

In 1996 the Secretary of State for Education required OFSTED to inspect the provision of both primary and secondary initial teacher training courses.

Where any aspect of an institution’s program or provision is deemed not to be adequately complying with the Secretary of State’s criteria, a further inspection and report is made. The criteria for the assessment of quality and standards in initial teacher training was agreed jointly by OFSTED and the Teacher Training Agency. A third body, the General Teaching Council (GTC), established in 2000, is designed to be an independent professional body for all teachers. The Council’s aims are to:
- provide a voice for the teaching profession
- maintain and enhance the profession’s high standards
- enhance the public standing of teaching.

The Government’s information to teachers indicates that the General Teaching Council is intended to be a leading player in shaping the education service of the future, giving a professional voice to almost 400,000 teachers in England. The GTC will give teachers the opportunity to lead and shape change, working in partnership with the government, local education authorities, schools and others. The consultation document leading to the establishment of the Council suggested that it would:

- advise the Secretary of State and others on a wide range of issues, including:
  - the recruitment and supply of new teachers
  - initial training and induction
  - on-going professional development
  - medical fitness and professional conduct
  - teacher training and professional development
- have a legal right to be consulted on any future change in the standards required for entry to teaching
- keep a register of qualified teachers, and registration will be a requirement for practising as a teacher in a maintained school. Other fully qualified teachers will also be encouraged to register, so that the Council can represent the profession as a whole
- develop and consult on a Code of Professional Conduct and Practice expected of registered teachers
- have powers to remove individual teachers from the register if it finds them guilty of serious professional misconduct or incompetence.

The Council has 64 members. These include:

- 25 elected teachers
- 9 teachers appointed by the main teacher unions
- 17 appointments by various representative bodies, mostly from within the education system
- 13 Secretary of State appointees.

The elected teachers come from five constituencies:
- 11 primary teachers
- 11 secondary teachers
- 1 primary head teacher
- 1 secondary head teacher
- 1 special school teacher.

The reforms in England have been controversial. Furlong and others document the chronology of developments and their impacts on teacher education and teaching. The reforms of the Conservative governments were designed to reconceptualise teacher professionalism. Traditional views of teachers as autonomous professionals were based on principles:

For example that [teacher education] students needed to develop explicit educational values, that they needed to be knowledgeable about current educational practice and theoretically informed so that they could recognise the principles underlying current practice, and that they were capable of combining their values and their knowledge in order to make their own independent judgements as to what was and what was not effective practice.

The Conservative Government’s agenda:

…was to establish a different conception of professionalism where teachers were highly competent practitioners, proficient in working in ways that were currently demanded by schools.

Furlong and others note:

Governments did make considerable progress towards achieving their aspirations. The cumulative effect of a range of different policies – the invention of new routes into teaching that specifically excluded higher education, the definition of competences, the prescription of how partnerships were to be formed, the undermining of the financial stability of schools of education in universities and colleges – all of these factors contributed progressively to curtail the influence of those in higher education on the professional development of new teachers.

These reforms of teacher education have continued under New Labour.

Even so, the combined effects on teacher education of the Teacher Training Agency and OFSTED, under Chris Woodhead, have provided the strongest forces for change and hence for conflict. The authority of OFSTED to inspect schools was extended to initial teacher education in 1996, with the outcome that the Teacher Training Agency’s condition of grant to accredited providers of initial teacher education requires access by OFSTED to inspect the provision of such courses.

In addition to reform of teacher education, the United Kingdom Government is pursuing a range of other teacher quality improvement strategies. These strategies arising from Teachers: Meeting the Challenge of Change represent an attempt by the Government to address the critical:

…issues of training, recruitment, leadership and support for teachers in the classroom and beyond. It also describes our proposals for pay and performance. We must reward good teaching better, recognising its vital role in raising standards.

Consequently, the Government has proposed that there should be a performance threshold for teachers. If assessed by their head as suitable and provided the decision is endorsed by an external assessor, teachers will receive an immediate pay increase of up to £2000 and access to a new upper pay spine, enabling them to earn up to £30,000 without taking management responsibilities.

All applications will be judged against a set of national performance standards covering five areas:
- professional knowledge and understanding
- teaching and assessment
- pupil progress
- wider professional effectiveness
- professional characteristics.

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Although teachers will progress by annual increments (one point per year) towards the pay thresholds, ‘fast track’ options are available to allow the recruitment and development of new and serving teachers with the potential to become school leaders. Candidates progressing down the fast track will be able to accrue two points per year through a program of challenging teaching posts and extra professional development and support. Fast track candidates can expect to cross the performance threshold within five years.

In addition to this performance threshold, the Government has proposed that every school should have performance management arrangements in place from September 2000. Teachers will negotiate with their team leader on objectives covering student progress and professional development. Progress towards achieving these objectives will be reviewed regularly.

The basis of the performance threshold will be the framework recently published by the Department for Education and Employment describing effective teaching based on evidence of what effective teachers do in practice at different stages in the profession\(^{190}\). The framework implements the proposals in the Green Paper *Teachers: Meeting the challenge of change*. Teaching skills, professional characteristics and classroom climate were identified as factors interacting and working within the ambit of teacher influence that significantly affect student progress.

The situation in the United Kingdom is complex, with three bodies all operating in the area of teacher, school and teacher education quality. The Review concludes that it is not possible to separate the inspectorial function in terms of the quality of schools and teachers (OFSTED) from the responsibility to accredit courses (Teacher Training Agency) from the General Teaching Council which is responsible for the professionalism of teachers.

In reality, the nature of training courses flows from the needs of the profession and its clients. Whether standards are being met is integral to this process. Professionalism should be at the core, not an inspection process, although assessment of standards both of teachers and courses is a critical responsibility.

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**Ontario, Canada**

The Ontario College of Teachers established by the Provincial Government to improve the quality of teaching represents a unified approach to addressing the issues of teacher quality at the provincial level, and hence has a number of parallels to the situation in New South Wales. The College, established in 1996, was an outcome of the February 1995 report of the Royal Commission on Learning, *For the Love of Learning*. The report recommended that:

…a professional, self-regulatory body for teaching, the Ontario College of Teachers, be established with the powers, duties and membership of the college set out in legislation. The college should be responsible for determining professional standards, certification, and accreditation of teacher education programs\(^{191}\).

The thirty-one member College Council is serviced administratively by an independent organisation. The Chief Administrator of the Council is the Registrar who is responsible for four Departments:

- **Executive** – responsible for communications, policy and research, and corporate services
- **Membership Services** – responsible for client services, evaluation services and membership records
- **Investigations and Hearings** – responsible for complaints and investigations
- **Professional Affairs** – responsible for standards of practice and accreditation.

It is worth noting that the proposal to establish the College was initially resisted by the teacher union. Subsequent to the College’s establishment, the union was successful in having its members elected to all positions reserved for teachers on the College Council. According to College staff members, the union is now a supporter of the College.

Although it might be expected for elected representatives of teachers, at least in the early years, to be members of the union, it does not mean, nor has it meant in the case of the Ontario College of Teachers, union domination. The body is professional rather than industrial in nature, and in a professional environment teachers act professionally as the situation demands. In New South Wales currently,

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there is no formal professional environment relevant for all teachers within which they may operate. Membership of the College is compulsory for any person whose job requires:

…by law, regulation, by-law, resolution of board of directors or job description—that you be a qualified teacher, then you must be a member of the College. This includes teachers, principals, vice-principals, consultants, co-ordinators, and supervisory officers (academic) whether they are full-time, part-time, or long-term occasional employees.

The College has approximately 175,000 members and is the largest self-regulating professional body in Canada. The College notes that:

Self-regulation involves the delegation of government regulatory functions to a professional body outside of government. This power is conferred only on professions that meet certain criteria, such as a specialised body of knowledge, and the profession’s readiness to deal with incompetence and misconduct.

Since its inception the College has consulted widely with the profession to develop Standards of Practice for the Teaching Profession, and Ethical Standards for the Teaching Profession. The College has also developed guidelines for the accreditation of teacher education programs. More recently, the Minister for Education and Training asked the College for advice on:

- how to implement a program for teacher testing which is cost effective and within the following parameters:
  - regular assessment of knowledge and skills
  - methodologies which include both written and other assessment techniques
- a link to re-certification
- remediation for those who fail assessments

- de-certification as a consequence if remediation is unsuccessful.

The Board’s response to the Minister’s letter provided fifteen recommendations on the issue. These were concerned with:

- refinement of the Board’s existing accreditation requirements for teacher education and registration of teachers
- written tests of knowledge related to the Ontario curriculum, education legislation and policy appropriate for beginning teachers
- a two-year period of induction for beginning teachers
- support for teachers returning to practice
- well defined programs of assessment to be embodied within courses supporting on-going professional certification
- restrictions on the use of teachers teaching out of field or in specialist areas for which they do not hold appropriate qualifications
- on-going performance appraisal of teachers
- requirements for members of the College to maintain a professional portfolio which is:
  - reported to the College every five-years for inclusion on the statement of qualifications
  - part of evidence presented in performance appraisal processes.

The Ontario College model differs from the previous examples in that it provides for a range of functions to be managed from within a single organisation.

Further, consistent with action within the New South Wales context, the Ontario Minister’s request for advice could be seen to be a response to an unresolved tension between the quality assurance focus, characteristic of self-regulated professions, and the accountability requirements of the government and communities. Accountability, if defined in terms of external monitoring, is present only in terms of the accreditation of teacher education institutions. The College imposes no apparent accountability demands on individual teachers themselves or on schools. These remain responsibilities of employing authorities.

193 Ontario College of Teachers, New members handbook, Toronto, January 2000.
194 Ontario College of Teachers, Staff procedural handbook for pre-service teacher education program accreditation, Toronto, September 1999.
7.6 Australian developments

While professional standards have been the subject of serious educational policy discussion in Australia since the late 1980s, less progress has been made on their prescription here than overseas.

Towards Identifying Professional Teaching Standards for New South Wales Schools (1998) presented a detailed commentary on national and state standards developments in Australia. State developments canvassed include those in Queensland, Victoria and South Australia. National developments include the National Competency Framework for Beginning Teachers\textsuperscript{196} and more recently the National Standards and Guidelines for Initial Teacher Education\textsuperscript{197}. Since the publication of that report, there has been some evaluation and re-development of the approach taken by individual states and territories.

Apart from this Review in New South Wales, which has broader parameters, the most extensive was in Victoria, initiated in 2000 by the new Government. It recommended that the Victorian Government establish a committee to advise on the establishment of a Victorian Institute of Teaching with the power to establish professional standards, to register teachers and to support professional development for teachers. The advisory committee is to report in June 2001 on the most appropriate way to establish the institute. Its predecessor, the Standards Council of the Teaching Profession, has been abolished.

Both Queensland and South Australia, the only states currently to register teachers, are evaluating their registration arrangements. Western Australia, through its Level 3 classroom teacher competency project, has moved from the pilot stage to implementation of what is arguably the first step in Australia towards an authentic assessment of teacher competence. The Level 3 project sought to establish competencies for identifying those teachers capable of providing:

- leadership in the school environment through modelling high standards of teaching practice, and by developing and supporting initiatives aimed at improving teacher and school effectiveness\textsuperscript{198}.

The process seeks to assess teachers against five competencies through:

- a portfolio to document their real teaching experiences. The teaching portfolio is constructed within very strict guidelines to alleviate potential problems of irrelevant information
- a reflective review undertaken in an assessment centre. This review requires the applicant to present and subsequently discuss the merits of their application\textsuperscript{199}.

Although this process is somewhat less rigorous than that of the National Board in the United States it is still a more objective form of assessing teacher competence than presently operates in the majority of Australian jurisdictions.

In all Australian states and territories, however, there is a heightened awareness of the importance of quality teachers and teaching for student learning.

At the national level, there has been a little over a decade of policy involvement with professional teaching standards. The Commonwealth Government has been active in providing funds for standards developments. Two recent examples include funding of the Australian Council of Deans of Education report, Preparing a Profession: Report of the National Standards and Guidelines for Initial Teacher Education Project,\textsuperscript{200} and the award of research grants supporting the development of subject-specific professional standards for teachers of English, mathematics and science. This latter work is progressing under the auspices of the respective national subject organisations. The outcomes of these teaching standards projects are not expected to be available until after this Review.

Preparing a Profession, sets out standards and guidelines for initial teacher education in Australia. These were expressed as graduate standards and guidelines, program standards and guidelines and organisational standards and guidelines.

The graduate standards and guidelines covered the following aspects of beginning teacher preparation:

\textsuperscript{196} National Project on the Quality of Teaching and Learning, National competency framework for beginning teachers, Australian Teaching Council, Leichhardt, 1996.
\textsuperscript{198} G. Martin, Preparing a teaching portfolio, Education Department of Western Australia, Perth Western Australia, 1997, p. 4.
general professional attributes
- duty of care and health and safety
- students and their communities
- indigenous education
- content studies
- literacy
- numeracy
- teaching and learning
- relationships with learners and behaviour management
- technology
- assessment and evaluation
- working with others
- working in schools and systems.

The Program Standards and Guidelines established criteria for:
- program development, implementation and monitoring
- program staff and their qualifications and experience
- physical and other facilities
- selection and entry of students
- curricula
- duration
- structure and procedures
- teaching and learning approaches
- assessment.

While the directions set out in Preparing a Profession are ambitious they are difficult to argue against. An analysis of the report by Gore and Morrison noted, however, that although there is much to commend in the report, its chief failing is that it did not address adequately how faculties of education might implement this new vision of teacher preparation. They described the report as “an instance of wishful rationalism”, setting itself and the profession impossibly high goals”.

Gore and Morrison went on to say that despite the strong support from deans of education for Preparing a Profession, there is little evidence of support by the Commonwealth Government or State and Territory Governments, or progress towards implementation within individual universities. They added that “many of the weaknesses of the Adey Report [Preparing a Profession] are not of its own making, but symptomatic of current bureaucratic, institutional and public discourse on teacher education”.

It is easy, however, to blame forces external to universities and faculties of education for their own inactivity in this direction. Given that universities are autonomous institutions and the proposed standards and guidelines are not inconsistent with current mandated requirements in New South Wales, faculties of education, in this State at least, do not require any endorsement of the standards except their own.

During the course of this Review, Preparing a Profession was rarely mentioned in discussions with teacher educators about the principles or standards underpinning existing courses or in terms of planning for future courses. More commonly, teacher educators referred to past frameworks such as the Desirable Attributes of Beginning Teachers (1993) or the National Competency Framework for Beginning Teachers (1996).

There appear to have been three weaknesses in the process of developing Preparing a Profession. The first was the failure of the process to build support and awareness amongst teacher educators themselves. The second was that the standards and guidelines were largely driven by concerns of the universities rather than schools or the profession. Third, without the necessary structures to implement them no matter how pertinent the recommendations there was no on-going impetus to make the changes happen.

In these circumstances, failure of governments to support the report and of faculties of education to implement it should not be surprising, given the history of failed reform in Australian teacher education over the past decade.

Two evolutionary phases in the development of professional teaching standards are now apparent in Australia. The first wave of standards, prior to 1999, has been dominated by:

…the large State government school systems, and influenced by competency-based conceptions of standards …

[These standards are characterised by

References:
long lists of duties, opaque language, generic skills, decontextualised performances, an expanded range of duties, and weak assessments.

The emerging second wave of standards developments is being led largely by professional associations. Louden expects that second wave standards will be “brief, transparent, specialised, contextualised, focused on teaching and learning, and matched by strong assessment”. ‘Driven by pedagogy’ should be added to this list.

Evidence of the increased professional association support for standards can be seen in the current emphasis placed on standards by such bodies as the Australian College of Education. Both the September 1999 and February 2000 issues of the College’s journal, Unicorn, were devoted to the issue. The College has also actively promoted forums to discuss related matters.

Yet, developing and agreeing upon standards, and even providing a structure within which they can be developed, maintained and assessed, is only a small part of the issue. Quality will arise out of agreed standards if and only if processes and procedures are established to measure, recognise and reward performance against standards.

This part of the equation is beyond the capacities of professional associations. Indeed, while the National Board in the United States and the Ontario College of Teachers are seen as professional bodies, it was government that established them.

The evidence is clear that the issue for New South Wales is not so much whether a system of professional teaching standards should be established, but how.

This will be no easy task because it has been delayed for so long. Models from elsewhere provide useful guides, but it is essential that the one chosen meets the needs of New South Wales.

Once this has been achieved, in the absence of any thrust for a national system of standards, state-by-state bilateral arrangements may bring sensible cooperation, cross-accreditation, and a more national approach to this important issue.

7.7 Positions taken in submissions

As expected, the positions set out in the debate accompanying the 1998 Teaching Standards Bill in New South Wales dominated advice in submissions on the issue of teacher quality. Generally, submissions to the Review were supportive of professional standards for teachers or standards for the accreditation of teacher education programs. There was less consensus, however, on the purpose of standards, how they should be applied and who should be responsible for implementing them.

Teacher unions generally were supportive of standards and registration. The New South Wales Teachers Federation noted, despite its concern about the effort that had been expended over the past decade on the development of standards “which are gathering dust on shelves and cupboards across the country”, that “[i]t is time for some coordination in standards development, and some agreement on their use as well as a commitment to them.”

Similarly, the Independent Education Union called for the “development of nationally consistent standards for the teaching profession with the aim of incorporating these into a comprehensive system of national registration for the profession.”

Non-government authorities and organisations were supportive of professional standards, but in contexts that did not involve registration of teachers. The Anglican Education Commission’s submission to the Review supported the use of professional standards in contexts that promote teacher development and professional cultures. In the Commission’s view standards:

…need to cover teaching skills as well as professional conduct as well as those applying to the knowledge of the discipline(s) to be taught. The different teaching environments of early childhood, primary and secondary schooling will require different standards.

The Commission rejected any form of teacher registration, which enabled “any government, profession or union, to claim for itself the exclusive right to regulate entry to a
profession”. The Commission was broadly of a view that a ‘one-size-fits-all’ approach to standards was undesirable. The above quote is taken to mean ‘entry to employment in the education sector’ rather than ‘a profession’ and in this context the point is sound.

The Association of Heads of Independent Schools of Australia (New South Wales) provided no comment on standards but rejected registration in the following terms:

…the position of AHISA (NSW) remains opposed to any requirement for teachers in independent schools to be registered. The experience of members who have worked in other States and countries where registration is mandatory has led to scepticism that registration can ensure that only those well suited to teaching will be employed. On the other hand, entrants to the profession from other backgrounds may be of great value for their different experience. For these people training in teaching methods can be very effectively undertaken within the school with a mentor system.

There are two comments that can be made about this statement. First, that it is somewhat at odds with the opening assertion in the Association’s submission that its members “take a keen interest in the supply of well trained teachers”. Commenting on such teacher hiring practices in the United States, Shanker notes in times of teacher shortage that:

If [school administrators] cannot find enough qualified teachers of music, science or mathematics, they hire the unqualified. The absurdity of this solution is obvious when you transpose it to other professions. Would it be okay to have a biologist work as a family practitioner in areas where no doctors are available? Or what about having an osteopath substitute for an ophthalmologist in a hospital that didn’t have an eye specialist on staff?

The second concerns the capacity of ‘mentoring’ as practised in the teaching profession to provide the level of professional preparation expected of a competent professional. Studies of teacher mentoring practice in New South Wales, and research undertaken as part of this Review comparing practices in teaching with other professions, show that teaching is largely deficient in this area.

Neither the Association of Independent Schools of New South Wales, the Catholic Education Commission, nor the Catholic Education Office in the Parramatta Diocese commented in their written submissions on teacher registration. The last two, however, called for the development of a statement of competencies for all teachers. The Association of Independent Schools supported accreditation of teachers, consistent with the model proposed by the Australian College of Education.

Under the College’s proposal, accomplished teachers would be accredited, possibly through a process requiring in-school demonstration of competence. The Australian College of Education noted, in the absence of clear professional standards, a further issue:

…there is, presently, no reciprocity with personnel or industrial policies in employing bodies that assist in a teacher’s career path progression from entry to pre-service, entry to internship, completion of initial teacher education, probation leading to certification or registration, accomplished professionalism in the classroom and school and educational leadership. Furthermore, industrial and related personnel policies often work at cross-purposes to effective professional development, professional growth as a teacher, and the status accorded professional accomplishment.

The College went on to say that:

If professional learning is the responsibility of the individual, it follows that effective professional standards should enable the process of self-valuation and demonstration just as much as it should enable consistency in external assessment processes when competence is brought into question.

208 Submission 20.
211 Submission 129.
The Professional Teacher’s Council also supported standards.

…a clear role definition [for teachers] must be established by the profession itself. The only way to do this is through a universal Teacher Registration body established by the profession with standards and ethics established by and monitored by the profession itself. Ongoing registration would only be achieved with continuing accredited professional development.

Parent groups, in advice to the Review, generally did not pursue the issue of professional standards.

The professional standards theme was raised in an advice from the Department of Education and Training for the Review. The Department noted that professional standards would provide:

- a firmer and more consistent basis for the accreditation of teacher education programs
- a stronger basis for articulating a range of university, TAFE and industry provision and pathways within programs of teacher preparation
- a better basis for teachers to round off their development during the induction and probationary stage
- a system that rewards professional growth and development.

The advice indicated that properly developed professional standards would serve to guide policy making in such areas as teaching and learning and professional development. An important issue canvassed in advice received was the need for professional ownership of standards. As with other professions, standards must have the imprimatur of those that they impact upon. Teachers must support the concept of standards and be engaged in their development and endorsement. Teacher educators were strong proponents for Government action in relation to the regulation of the quality of teachers and teacher education. The submission from the New South Wales Teacher Education Council (TEC) noted its:

…longstanding commitment to the principle that teacher registration is a necessary artefact if the status of the profession is to be enhanced and maintained. The New South Wales TEC would prefer that teacher registration be compulsory for all teachers and that it imply a sufficiently high standard of qualification and expertise as to set benchmarks for competency and excellence in the profession. The Council also believes that formal modes of teacher education program certification are required in order to assure the quality and rigour of preservice and inservice training.

Almost universally, submissions that canvassed the issue of accreditation of university programs of teacher education, commented that the requirements of the Department of Education and Training’s Teacher Qualifications Advisory Panel (TQAP) were ill-focused and inadequate for assuring the quality of new entrants to the profession. The processes are concerned primarily with ensuring that programs of teacher preparation provide for:

- minimum subject content requirements
- appropriate teaching methodological studies
- the mandatory requirements of the Department of Education and Training and Government, such as special education, computer competencies, and child protection.

Only teachers completing an endorsed qualification are deemed to be eligible for employment by the Department of Education and Training. Three ‘classification’ statements are used as the basis for endorsing teacher qualifications, prior to employment in government schools. These are:

- The Requirements for Classification as a Teacher in the New South Wales Education Teaching Service
- Qualification Requirements for the New Areas of Teaching and the Senior Years of Schooling
- Qualification Requirements for Classification as a Primary Teacher in the NSW Department of Education and Training, and Recognition of a Primary Teacher with a Specialisation in Languages in the Department of Education and Training.

All New South Wales universities submit courses to the Teacher Qualifications Advisory Panel for endorsement. All teachers applying for employment in government employment are required to meet these qualifications.

212 Submission 54.

213 Submission 162.
schools are required to have their program of preparation approved by the Department of Education and Training prior to employment in government schools.

Non-government schools find it difficult to screen the qualifications of teachers. Some systemic schools, however, require prospective teachers to have received the Department of Education and Training’s approval prior to employment. Thus, the classification guidelines established by the Teacher Qualifications Advisory Panel and the Department’s personnel resources serve as a defacto approval mechanism for non-government schools requiring verification of teaching qualifications.

The processes of the Teacher Qualifications Advisory Panel were characterised in submissions and other evidence to the Review as being input-based, rather than outcome-focused, and providing little more than a tick as to whether the university’s course documentation addressed the Department of Education and Training’s teaching and learning priorities. The inference, in comments to the Review, was that there was no monitoring of whether the program delivered by the university matched the documentation, or of whether students were able to demonstrate the intended outcomes of the program.

Little was said in submissions of the universities’ own internal course monitoring provisions. No university proffered copies of course evaluations or program reviews amongst information provided to the Review. One evaluation, critical of a university’s provision, was made public during the course of the Review. Generally, however, course and program reviews are protected by a veil of secrecy.

Strong support for formal accreditation was expressed at the symposium hosted by The University of Sydney on Repositioning Teacher Education. Subsequent to the symposium, representatives of major stakeholders endorsed a statement proposing a strategy for formal accreditation of programs of teacher education in New South Wales. A letter to the Review from the Dean of Education, endorsed by representatives of the organisations party to the discussions[^214].

[^214]: Parties to the agreement included the NSW Federation of Parents’ and Citizens’ Associations, NSW Secondary Principals’ Council, Association of Heads of Independent Schools (NSW), NSW Chapter of the Australian College of Education, Professional Teachers’ Council, Association of Catholic School Principals, NSW Board of Studies, and NSW Teacher Education Council.

…recommended the creation of a College of Teaching broadly representing the profession and including teachers and teacher educators in schools and universities, professional teacher associations and unions, and employing authorities. A prime function of the College would be to develop and publicise a coherent set of professional standards which were developmental in nature. The standards should be conceived as a continuum to which those in the profession should aspire. …

Such standards should form the context for the accreditation of teacher education programs. The accreditation process should not be bureaucratic in form and intent but allow for diversity and independence in teacher education while providing guarantees of necessary professional competencies and attributes[^215].

While there is consensus on the need for accreditation of teacher education programs there is less on the process and procedures for assuring the quality of teachers. For the stakeholders – teachers, unions, school systems, schools, the community and government – the issues come down to the purpose and ownership of professional standards.

In summary, five perspectives on the introduction of acceptable standards both for teachers and for teacher education courses are apparent.

**Government**

Commonly assailed about the quality of schooling, the introduction of such standards are likely to be seen by government as a sensible and public way of strengthening the quality of teaching. In addition, these standards would provide a defensible vehicle by which teachers who cannot meet the required standards even after being helped, can rightly be separated from employment.

**Employers**

Standards linked to compulsory teacher licensing or registration are not universally supported by employers, particularly in the non-government sector. The concern is that any increased requirements for teachers to meet would exacerbate current and future teacher supply problems. Non-government school authorities support the provision of the current Education Act, which

[^215]: Submission 154.
does not require persons who are teaching to have formal teaching qualifications provided they are supervised by a person so-qualified.

Ostensibly, this provision provides flexibility for non-government schools to hire, for example, PhDs in physics who do not have professional qualifications, or specialist music teachers or sports coaches. There are instances, however, where the provisions have enabled schools to fill difficult-to-staff positions with unsuitable teachers and others lacking the skills to fulfil their expected roles. Cases were even cited of primary trained teachers teaching senior secondary classes. This criticism could also apply to the filling of difficult-to-staff positions in government schools.

Ironically, experience in the United States shows an inverse relationship between teacher quality requirements and shortages of teachers. When requirements for teachers have been increased, so has their status and consequently supply problems appear to lessen216.

**Teachers**

Standards affirm the quality of what teachers do, and establish developmental or aspirational goals. They provide benchmarks to reward performance and have the potential to raise the quality of teachers and teaching. Standards also imply the need for employers to resource and reward teachers who can demonstrate they have met higher standards.

**Parents and communities**

Clear and explicit standards will restore confidence in teachers and teaching, and enhance the professional standing of teachers.

**Rationalist economists**

Professional standards are seen as anti-competitive and restrictive of trade. This position raises a dilemma which must be addressed. The balance between ensuring that teachers have appropriate levels of skill and knowledge through a standards approach to be certified as teachers, without limiting the employment of others with significant ability, skills and knowledge but who are not trained as teachers, is not an easy one to strike.

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**7.8 Conclusion**

There is increasing interest, both nationally and internationally, in the issues of teacher quality and professional standards. The evidence presented to the Review is that teachers, employers, parents and the community all support a clear focus on standards of professional practice.

The examples considered in the United States, England and Canada provide three different approaches to implementing a process whereby teachers may be accredited against acceptable standards. A key question for the Review is to determine the strategy which has the greatest potential to contribute to improved teaching practice in classrooms across the state. The work of the National Board in the United States has clarified significantly views about what it means to be a good teacher. Yet, it is difficult to see how such a model would impact on almost all teachers in this State. The lead time would be too long.

The dual approach of the Teacher Training Agency and OFSTED in England has had considerable influence on establishing teaching standards and increasing accountability of schools and teachers. Nonetheless, it is a reductionist model relying on a ‘priestly class’ of inspectors to drive educational change in ways that are more determined by political ideology than educational validity. Standards are set and assessed by a group outside the profession itself, setting up the situation for the potential conflict described in Cullingford’s *An Inspector Calls*217.

There have been improvements in the United Kingdom, but the professional structures requiring individual teacher responsibility to take education forward are largely absent. There is much resentment from teachers that the system is imposed and responsibility for quality is taken out of their hands.

The Ontario College of Teachers is a model that has been more readily accepted by the teaching profession. A critical factor has been the active participation of members of the profession who themselves meet the standards. Yet in the final analysis, its primary functions appear to have more to do with regulating the profession, rather than establishing and building one.

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Importantly, there are requirements for explicit demonstration of performance against standards in all three models. In each model more objective assessment of teaching performance is required than has been evident in the past. Such requirements would challenge significantly existing teacher supervision and certification practices in this State. There is considerable benefit to be gained from adopting evidence-based approaches to teacher assessment. They challenge teachers to reflect on what they do and how it impacts on the learning that occurs in their classroom.

Importantly, evidence-based approaches give teachers a high level of professional control over how they develop as teachers and how they are recognised.

The following chapter seeks to draw on the best of the developments studied and meld them into a proposal for a framework in New South Wales that establishes teaching as a quality profession, supports individual teachers and fosters their career-long development.
In the light of the findings of the Review, the discussion in the preceding chapters and positions set out in submissions, it is not a simple task to recommend policy settings that have the potential to impact positively on teacher quality. The relative ease with which other professions have been able to reach agreement on procedures and structures to support high standards seems not to apply in the education sector. There are various reasons for this, but a major one is because there is no unified voice for teaching as a profession either at the state level or nationally. Because there has been no professional structure, the unions representing teachers have held sway on what in other vocations are considered to be professional issues. The need for a change from union and employer control to a greater level of professional authority on professional matters is now seen as a major issue in many countries.

Similarly, because education is a state responsibility, and apart from universities, significantly state-funded, a national approach more apparent in other professions does not seem possible at this time. New South Wales should, however, work with the other States and Territories towards a more national system when the time is right. New South Wales should not hold back from meeting its own needs simply because there is no agreed Australia-wide approach.

Clear and explicit professional teaching and ethical standards setting out the expected knowledge, skills, attitudes and values of teachers have widespread support within the community and within the profession. Teachers should have the same guarantees of quality that the community now accepts and expects should hold for the curriculum. The development of professional teaching standards would extend the evolving curriculum standards framework setting out the learning expectations of students, to one which defines the learning and standards required of teachers.

Nonetheless, written standards by themselves will not enhance teacher quality. The critical elements in increasing teacher quality and professionalism are the systems that will recognise, utilise and value these standards of professional teaching practice. Teachers will only value standards when the efforts they put into meeting them are recognised, valued and rewarded.

8. Directions for raising teacher professionalism

8.1 Establishing a profession of teachers

The preparation of doctors, nurses, engineers, and accountants is a responsibility shared by universities, employers and the profession. This allows for their preparation to be more attuned to meeting the needs of employment. If you believe, as I do, that good teachers make a difference, then we need to ensure that the initial preparation and continuing education of teachers is a shared responsibility.

We need to develop strategies that bring all of the intellectual resources that reside within our universities, our school systems, our schools and our teaching profession to bear. It is not just a question of more financial resources.

The findings of the Review point to a profession that has been largely disempowered and, consequently, is less professional than in the past and unable to respond effectively or influence the changing contexts within which teachers work.

Evidence gathered by the Review indicates a need for the Government to establish an organisation, the primary purpose of which should be to enhance the level of professionalism of teachers and teaching. This is seen as a critical first step towards raising the quality of teachers, teaching and learning in New South Wales. Such an organisation must be representative of teachers and governed by a council predominantly made up of highly experienced and professional teachers; that is, people who would meet the requirements of the body that certifies their professional standard.

Of the models for such an organisation examined by the Review, and directly in the case of the United Kingdom, Ontario, Canada and the United States, the conclusion was reached that those with the closest links to the profession were the ones which seemed to deal most effectively with the quality and standards issue, and in ways acceptable to teachers, employers and government. Teachers can be tough on their peers and will expect their colleagues to

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218 The Honourable John Aquilina MP, Minister for Education and Training, address to the New South Wales Teacher Education Council, 26 June 2000.
achieve appropriate standards. The Ontario College of Teachers, for example, had wide support among teachers, yet it also has a most comprehensive process for deregistering teachers who fail to meet either ethical or performance standards.

The core purpose of such an organisation would be to provide a professional structure for teachers, to address issues of professional teaching and ethical standards and the quality of teacher education. Its functions should be limited to professional matters. Although some of its advice and work may have industrial implications, matters of an industrial nature rest firmly with employers and unions.

The Review proposes the establishment of an Institute of Teachers. The functions of the proposed Institute are set out in the following recommendation.

**Recommendation 1**

That the New South Wales Government establish an Institute of Teachers whose primary purpose is to enhance the level of professionalism of teachers and teaching. The Institute to be responsible for:

- the establishment and promulgation of performance standards at designated stages of development as a teacher, together with standards of ethical practice for teachers
- the accreditation and disaccreditation of teachers against such performance and ethical standards, determining related requirements for maintaining and extending or removing such accreditation, and establishing and maintaining records of teachers so accredited
- endorsing and disendorsing courses and programs of teacher education, both initial and continuing
- accrediting those schools and other institutions involved in the provision of professional experience in initial and continuing teacher education
- advising universities on ways to strengthen postgraduate programs and research in pedagogy and teacher education
- advising the Government and the community on issues relating to teacher quality and professional standards, and on the qualifications, profile and experiences of teachers employed throughout the State
- promoting the position and standing of the profession on professional matters
- communicating on professional issues among members
- determining, in cooperation with the Government and in discussion with parties involved in the profession, the fees and other means of providing the resources to be applied in fulfilling its responsibilities
- advising on areas where research is needed, particularly in pedagogy to advance the skill level of teachers in the State.

Three options for establishing the council of the Institute are presented. The first involves structures similar to those identified in professional organisations operating overseas. These organisations have relatively large councils that meet only three to four times per year. The function of such councils is to determine membership of subcommittees and project working parties and to approve policy.

Major management powers are delegated to an executive board. The majority of members of these councils are elected by teachers themselves, others hold positions due to their office, and some are appointed by the Government. Such councils are perceived as professional, with membership representative of the profession, rather than representative of the employers, unions or the educational community. They may be drawn from these groups but they must be able to meet the standards criteria for membership. There are appointment rules so that councillors represent a cross-section of teachers with positions reserved for government and non-government schools, primary and secondary school leaders and teachers. All must have a professional standing in teaching that would allow them to meet the standards criteria.

Project working parties include significant representation from amongst councillors. Where necessary, however, others with specific expertise are co-opted to assist. If such a model were to be adopted in New South Wales, special consideration would need to be given to representation of early childhood and TAFE teachers, as well as those from indigenous, rural and isolated communities.
Alternatively, the Government could adopt a model where a relatively small council was appointed. This council could also be made up of people drawn from education, but its role would be more that of a senior management committee providing strategic direction and overseeing outcomes. Such a council would need to meet more frequently. Sub-committees and project working parties made up largely of professional practising teachers and supported by a secretariat would conduct much of the work.

This model provides fewer opportunities for practising teachers to contribute to the decision making process. Generally, the history of such models is that membership expands over time as the council is not seen to be representative of all constituencies.

It also stands apart from the profession itself and is generally ‘owned’ more by the Government than by the members. Such a model has greater potential for conflict between teachers and the body itself, which to some extent has been the case with OFSTED in the United Kingdom.

A third possibility is a Board of Studies model. Under this model, councillors would be representative of the educational community, not necessarily the teaching profession. Such a model could identify standards, and implement processes for accreditation and the associated functions of the Institute. As members of its council would not necessarily be members of the profession it would not be a professional organisation with the standing among teachers nationally and internationally that, for example, the Institution of Engineers, Australia, has among the world’s engineers.

The possibility of using an already established organisation for educators to be the core body was also considered. The Australian College of Education provides the obvious precedent, but the perception exists that it is far too oriented toward the non-government sector. More importantly, no professional body since its inception has been able to advance significantly the issue of teaching standards, or to establish a profession. Rather, a new organisation is needed which has no antecedents but which is attuned to the challenges and opportunities now facing the profession.

Given that the prime purpose of the Institute of Teachers is to provide a professional structure to establish and maintain performance and ethical standards and to support teachers, the first model is the one proposed to be adopted.

A further significant consideration for the Government is that of funding to support the Institute. There are options also in this area.

The functions outlined above suggest five sources of funding: government; employers of teachers; universities; individual schools; and teachers.

Clearly, if the Institute is established, some functions within the Department of Education and Training will pass to it and so also should the resources equivalent to the functions.

Accreditation of teacher education programs and schools should also generate fees. These fees would, however, need to be reasonable in terms of the services provided.

Accreditation of teachers should also attract a fee for the assessment and the on-going maintenance of the accreditation awarded by the Institute.

The Review noted that in the case of the National Board in the United States a fee equivalent to A$2,300 is applied to teachers seeking its certification. There are no on-going fees for maintenance of certification. Generally, this fee is not paid by the teacher but by third parties: schools, districts, states and even the Federal Government.

In Ontario, Canada where teachers are registered against standards, there is no set fee for initial registration but there is an annual fee equivalent to A$100 for membership of the College.

Although there could be significant initial opposition from teachers to an annual fee for accredited teachers, this proposal is somewhat different. If adopted as envisaged, the proposal could result in significant individual financial benefits. The setting of a fee of around $500 for each teacher applying for accreditation is proposed. Given the substantial benefit to employers arising from increased teacher professionalism, the payment of the initial fee should be the responsibility of employers. Teachers should be required, however, to pay an annual fee. This fee could be in the vicinity of $150 per annum. If the employers and unions agree, a significant personal benefit could be paid once the teacher is accredited.

A further area of funding that ought to be pursued is that from the corporate sector, particularly in the establishment phase of the Institute. Corporations have contributed
significant amounts to supporting the initiatives of the National Board in the United States. There are even examples of substantial contributions from non-national enterprises. Business is dependent upon the education system to provide the highly skilled workforce of the future, therefore it has a critical stake in improving the skills and capacities of teachers. Support from business for the Institute would do much to convince teachers of its importance. The new Institute should spend some time exploring the possibility of obtaining corporate support, not only to fund its own operations, but to support Teacher of the Year activities and to provide scholarships to exceptional teachers or teachers-in-training.

The following discussion in this chapter elaborates upon the functions and responsibilities of the proposed Institute of Teachers.

8.2 Enhancing the status of teachers as professional people

The evidence is clear that the professional standing of teachers and community perceptions about the quality of teaching are directly related. This standing will only be enhanced when the community has confidence in the quality and capacity of its teachers. A fundamental element in formally establishing teaching as a profession is the capacity for it to be self-regulating. Teachers must be able to set their own standards to articulate quality pedagogy and professional ethics. Thus, the purpose of strategies to develop quality standards is two-fold:

- to provide structures to advance the professionalism of teachers
- to assure the community of the standards of teachers and the quality of professional practice in all schools.

The previous examination of practice in self-regulating professions indicates two main accreditation patterns or models. In the first, the qualification provides the right to work as a member of the profession. As discussed in chapter 6, this model applies to medical practitioners, nurses and engineers. The second model provides formal accreditation after attainment of the qualification and a period working in the field. Formal accreditation is based on the demonstration of attainment of professional standards. This model applies to accountants, lawyers and engineers.

Teachers have operated for too long without clarity on these issues. There are questions about their capacity to operate on their first day of employment as competent individuals within a classroom, yet, their personal professional developmental needs are currently poorly identified and, as the evidence indicates, in many instances, poorly addressed.

The requirement that an applicant for entry to teaching holds only an approved qualification, as is the case for teachers seeking employment in New South Wales government schools, has been of itself insufficient to provide the guarantees of quality sought by the community. Such a basic requirement is inadequate also to satisfy the demands of the rapidly changing contexts within which teachers now work.

Although many submissions advanced registration of teachers as being necessary to professionalise teaching, the fundamental issue for the Review was the capacity of mandatory registration requirements to improve the quality of teaching and hence the learning outcomes of students. Views held by teachers, teacher educators, school authorities and the broader community in New South Wales about whether registration would enhance the quality of teaching, and hence the status and standing of teachers, are strongly polarised.

Registration, by itself, is a relatively blunt instrument for guaranteeing and enhancing the quality of teaching. Registration can only imply minimal standards and is primarily concerned with regulating who should be able to teach, and who should remain in the profession. Compulsory registration virtually requires everyone employed in any teaching capacity to be registered. It rarely prevents ineffective teachers from being employed, and because of its static nature, contributes little to the on-going improvement of the profession.

In many countries where registration is a requirement to teach, the evidence is that when faced with shortages of teachers, registration requirements are relaxed, or schools are allowed to hire staff under emergency regulations. Although teachers are not registered in New South Wales, this is similar to the situation that applied in the mid-1980s when the then Department of Education reduced its employment qualification requirements and employed mathematics teachers upon completion of a ten-week course of professional preparation. There was little follow
through or continuing development provided for these people.

A further perspective on registration arises from the opposition of non-government employers to compulsory registration, believing it restricts opportunities for entry into the classroom. Approaches which do not prevent people who may have much to contribute to student learning from working in schools and other educational settings are strongly supported. As in other professions, they should be able to work productively under the close supervision of those who are professionally accredited. However, once employed as teachers, they should be expected to work towards meeting the standards expected of a competent teacher. This situation prevails in other professions such as nursing, where an enrolled nurse who completes a two-year TAFE course can work in a hospital, and then with extra study is able to become a registered nurse. The same is true, for example, in childcare, accountancy and engineering.

Enabling people to enter the profession in this way would be one means of providing models of teacher education that involve less time in initial preparation and more time directly engaged in the school environment. This would allow for models of teacher education that are more school based than is currently the case, but without the difficulties that have been expressed in the United Kingdom context about their approach to School-Centred Initial Teacher Training (SCITT).

In some cases this transition into teaching could occur through a traineeship-style model of initial preparation or it might apply to a PhD graduate in physics engaged to teach without prior teacher education. A pre-requisite would be a three-way partnership between the student teacher, the school and a university. Teachers entering through this pathway would require close on-site supervision and mentoring by an experienced teacher as well as the opportunity to study educational theory through a university course and engage in pedagogical development within the school.

Gifted musicians, sports people and others suited to teach children, who may not wish to become a fully accredited teacher, could be engaged under similar conditions. Consideration may need to be given to making an instructor certificate available for such people. This would require a considerable strengthening of the current loose arrangements that apply under the provision of the Education Act 1990 that enable non-government schools to employ unqualified teachers under supervision. Instances were brought to the attention of the Review where such people are teaching under the supposed supervision of a qualified teacher located in another school not even within the same community or district.

Rather than pursuing mandatory registration which acts primarily as an entry barrier to the profession, the evidence indicates that priority should be given to quality improvement strategies aimed at enabling and supporting the majority of teachers to take steps up the ladder of professional skills.

The adoption of a voluntary system of professional accreditation based on professional standards to be administered by the proposed Institute of Teachers is preferred.

Parallels for such a voluntary, standards-based system exist in the accountancy, engineering and medical professions. Not everyone who works in an accounting environment has Certified Practising Accountant (CPA) status. Not everyone who works in an engineering environment has Certified Practising Engineer (CPEng) status. Not every medical practitioner is a fellow of a College, although they must have general practitioner training.

A ‘once only’ accreditation requirement for teachers would do little to support their lifelong learning and professional growth needs, nor would it provide opportunities to recognise quality teaching, particular expertise or specialised knowledge or skills. Lifelong education, a defining activity in many fields, must apply to teachers if they are to have the fullest possible professional credibility. This accreditation system should be staged to address the lifelong learning needs of teachers. The first stage of the proposed system would lead to accreditation as an Accredited Practising Teacher-1 (APT-1) and apply after a period of induction into the profession, possibly after three years of employment in teaching. It would represent the achievement of a standard required for further progression within the profession. And, if agreed by employers and unions in an industrial award, salary progression could be linked to this base standard.

Importantly, this professional accreditation is not intended to supplant existing employment practices where teachers have a probationary period, commonly for one year.
Nor is it meant to minimise existing responsibility of employers to adequately induct and support new teachers into the profession. Rather, it is intended to strengthen and focus these activities. Attainment of APT-1 accreditation should be a minimum requirement for teachers involved in the provision of professional experience and induction for beginning teachers. This requirement should also apply to university staff involved in the professional experience of student teachers. A second accreditation stage aims to encourage and reward professional growth. Teachers meeting the standard of Accredited Practising Teacher-2 (APT-2) would be expected to further develop their curriculum, pedagogic and assessment skills as well as a particular specialisation, such as:

- Equity and diversity covering at least one of:
  - special education
  - indigenous education
  - multicultural education
  - gifted and talented education
- Behaviour and social issues covering one of:
  - behaviour management
  - drug education
- Religious education
- Marketing and client services.

Accreditation at this level would give an important boost to teachers’ skills, including those skills needed to deal with learning disabilities and behaviour disorders. With schools operating in increasingly competitive environments, both within and between sectors, teachers need marketing skills, opportunities to gain knowledge about providing appropriate client service, and generally greater capacity to undertake community-related activities. While there are few programs currently directed at teachers in these areas, no doubt as competition quickens they will become highly relevant to teacher needs. Further, accreditation would enable teachers who have undertaken significant further studies to be recognised for the depth and quality of their learning. For instance, those teachers who have pursued studies in gifted and talented education in courses offered by the University of NSW, could receive direct recognition for advanced knowledge gained through specifically designed courses.

The third accreditation stage leading to the awarding of Accredited Practising Teacher-3 (APT-3) status aims to encourage and reward professional leadership. This area has emerged from a variety of sources in evidence to the Review as an extremely important one because of concerns about a number of issues affecting the quality of leadership in schools. In the government sector, current merit-based promotion systems clearly do not of themselves provide the necessary guarantee of leadership quality sought by teachers or the community. Nor do they support sufficiently the career development pathways valued by teachers. Equally, educational leadership in the non-government sector is not linked to any explicit standards.

The Catholic school system has strengthened its eligibility requirements in terms of formal religious education qualifications for school leaders, but this has not been matched by strengthened criteria in other aspects of leadership, for example, educational or change management skills. Regardless of school sector, government or non-government, there is no requirement for the demonstration of high standards of competence in professional leadership prior to any aspiration to a significant senior position. Consequently, the quality of school leaders selected through current selection processes is dependent upon the skills of the interview panel and how well candidates put themselves forward.

There are also questions about the kind of professional leaders needed to take our schools into the future. Although accounting for resources and the day-to-day administration of schools are important, educational leadership must drive the management of schools, not administrative competence.

In any event, sound educational leadership requires a real understanding of what can be achieved within available resources, and particularly a linking of curriculum to costs. Principals require the fullest possible understandings about the relationship between educational and financial management.

Research\(^{219}\) shows that taken collectively, postgraduate programs in educational administration have little influence on the effectiveness of schools, nor are they perceived by prospective principals to prepare them to be successful pedagogical

leaders, able to improve student learning in their school. In Australia, universities point to the introduction of fees for postgraduate coursework programs as the reason for the dramatic downturn in the number of teachers undertaking them. However, these same factors have not affected the uptake of similar courses in the business and information technology fields. If the courses were sufficiently relevant, and had their graduates been able to influence schooling outcomes and demonstrate enhanced leadership capacity, then they would have remained attractive to teachers irrespective of issues related to the Higher Education Contribution Scheme. Further the employers may have been more likely to support these courses.

The standards setting out expectations of school leaders need to give the highest priority to those aspects of professional leadership which impact on curriculum, pedagogy, and teaching strategies designed to support effective classroom management. Educational leaders must be able to extend teachers and to challenge and change their practices. They must be capable of building collaborative and supportive cultures in schools while maintaining a constant focus on improvement. Most importantly, professional leaders must be able to adapt the schools they lead to changing educational and societal circumstances.

Professional standards must be the basis of accreditation. This does not mean that the same standards should apply to all teachers. The teaching requirements of an early childhood setting are different from those of middle schooling, which are different again from those of the post-compulsory years and from the TAFE system or a university setting. Similarly, the subject and pedagogic knowledge, skill and understanding required for teaching English differ from those required for science or business studies. If professional accreditation is to have meaning, it should be capable of appropriately reflecting the different skills required of teachers in different work settings. One model for addressing these priorities is set out in Figure 8.1.

The model provides an outline of how teachers might be accredited at the three stages in different teaching contexts. While the previous discussion has focused primarily on the needs of teachers in primary and secondary schools, consideration must be given to structures which enable full-time teachers operating in other environments – universities, TAFE, casual or contract teachers in schools, or those simply engaged in entrepreneurial activities – to be also accredited. They should have the opportunity to be accredited as members of the profession.

During the course of the Review, this proposal was discussed with Professor Linda Darling-Hammond of Stanford University, who participated in the development of the National Board for Professional Teaching Standards in the United States. She was of the opinion that provided it was implemented with appropriate rigour, the accreditation framework proposed has the potential to lead sooner to broader coverage of the profession and to focus more explicitly on developmental as opposed to aspirational goals than did the National Board model.

The awards of the Institute of Teachers should be of high status: a badge worn with pride. As is the practice in other professions, teachers should be able to list their Advanced Practising Teacher (APT) standing amongst their academic qualifications and be included with them as an honorific. Equally, provision needs to be made so that those working towards teaching qualifications are able to join the Institute of Teachers as Student Associates if they are in training. Those working as teachers towards APT-1 accreditation should be able to join the Institute as Graduate Associate members. The word ‘graduate’ is intended to refer to any person who has fulfilled the content requirements for teaching, whether they are preparing to work in TAFE, schools or other settings, as well as those who have fulfilled the requirements to graduate as a teacher.

Given the changing nature of the teacher’s role, and knowledge about their craft, accreditation cannot be a lifetime endorsement of professional standing. It will therefore be necessary for the Institute of Teachers to determine requirements for maintenance of accreditation, but a period between five and ten years seems reasonable when precedents in teaching and in other professions are considered.

The questions of recognition of professional status and consequential rewards are also important. In the context of broad employment trends in the community, it is no longer sustainable that teachers simply be paid more for waiting. Nor is it sustainable that employers of teachers require them to undertake further development without appropriate recognition and reward.
Note:
Accreditation means formal recognition of teachers who are able to demonstrate high standards of knowledge, and understanding of their subject(s) and the pedagogic skills to teach it.

1. Accredited Practising Teachers - Level 1 would be required to demonstrate competence in a specific teaching subject/area to students at one stage of schooling.

2. Accredited Practising Teachers - Level 2 would be required to demonstrate:
   - Development and growth in the area in which they are accredited
   - The development of knowledge, understanding and skill in a specialised area.

3. Accredited Practising Teachers - Level 3 would be required to demonstrate educational leadership, particularly in their contribution to the development of other teachers.

### Figure 8.1: Proposed accreditation framework

<table>
<thead>
<tr>
<th>Stage of Student Development</th>
<th>Accreditation Level</th>
<th>Accredited Practising Teacher - 1</th>
<th>Accredited Practising Teacher - 2</th>
<th>Accredited Practising Teacher - 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early childhood 0-5 years</td>
<td>Generalist</td>
<td>Equity and diversity</td>
<td>Society and culture</td>
<td>Religious education</td>
</tr>
<tr>
<td>Middle childhood 5-10 years</td>
<td>Generalist</td>
<td>Literacy</td>
<td>Technology</td>
<td>Equitable education</td>
</tr>
<tr>
<td>Early adolescent 10-15 years</td>
<td>Generalist</td>
<td>English</td>
<td>Mathematics</td>
<td>Society and culture</td>
</tr>
<tr>
<td>Adolescent &amp; young adulthood</td>
<td>English</td>
<td>Science</td>
<td>Technology</td>
<td>Human development</td>
</tr>
<tr>
<td>Adult 18+ years</td>
<td>Demonstrating a high standard of professional practice in a vocational education and training setting</td>
<td>Demonstrating a high standard of professional practice in a higher education setting</td>
<td>Contributing to the professional experience of student and beginning teachers in a university, TAFE, school or other recognised teaching setting</td>
<td>Marketing and client services</td>
</tr>
</tbody>
</table>

| Specific teaching subject/areas for accreditation |

| Specialised accreditation areas |

| Demonstrates professional leadership, particularly amongst peers |
It is therefore proposed that employers in negotiating salary structures with unions align them with the proposed system of professional recognition. An example of how such an alignment might work is shown in Figure 8.2. It is proposed that the points of accreditation should represent standards to be attained to enable salary progression. Teachers may not progress further unless they have met the required standard.

One difficulty that will need to be confronted is that both the Early Childhood and TAFE sectors are subject to requirements of other jurisdictions. The Early Childhood sector is subject to the requirements of the Department of Community Services, whereas teachers employed by TAFE NSW and other vocational education and training providers, as well as those teaching vocational education and training courses in schools, are subject to the requirements of the Australian Recognition Framework.

As employers of these teachers are increasingly becoming Registered Training Organisations, teachers are required to have a combination of educational and vocational qualifications as well as industry experience to ensure that the training they deliver is current and relevant to industry and students.

Ironically, while not always being as highly regarded as teachers of the more established disciplines, these teachers are in the vanguard for being formally required to maintain the continuing relevance of their knowledge and skills. Some consideration should be given also to strategies to enable especially talented teachers to fast track through the system so that their development and advancement is not held back by the old concept of ‘serving time’.

The fast tracking of good teachers through a standards framework managed by the profession is to be encouraged. In both public and private sectors of teacher employment there is too little opportunity for the most skilled practitioners to be rewarded for their superior skills.

An alternative to such an alignment of salary with accreditation status could be the payment of a salary bonus to teachers meeting accreditation requirements, either as a one-off payment or as an additional salary increment as is the case in the system currently being implemented in England. In addition to salary adjustments, the standards and awards should underpin selection criteria for appointments to teaching and promotions positions in schools.
Appropriate industrial transition arrangements for the introduction of such schemes will need to be agreed by the parties. Such arrangements should seek to encourage talented young teachers to grow professionally and to seek advancement, while paying due regard to the existing rights and responsibilities of older teachers. It may well be that a dual system would operate over a transition period. A requirement for the Institute of Teachers to provide independent advice to the Government on possible transition arrangements should be included in the initial remit for the Institute.

When the system is in place, it is expected that any school or educational setting would have a profile across the GTA, APT-1, APT-2, and APT-3 levels. School accountability should require the school to describe regularly its teacher profile. Figure 8.3 provides an indicative guide to the likely profile of graduate teachers in the state. For each 100 graduate teachers it is expected that 80 would have attained APT-1 status, 30 APT-2 and 10 APT-3 status.

Professional and ethical standards for teachers

As noted in the earlier discussion, a number of models articulating professional standards for teachers has been developed. Whatever forms these standards have taken, they represent mediated and peer-tested constructs based on the prevailing view of what good teaching should be like.

It is inappropriate for this Review to outline any particular set of standards, as these are for the profession to determine through the proposed Institute of Teachers. Yet there is a clear need to develop standards for the future. Dressing up 20th century practices in new clothes will be insufficient to meet the needs of the 21st century. Teachers need to be able to model the skills and behaviours they seek to build in their students. Increasingly, these will concern entrepreneurial, marketing and information communication skills. Nonetheless, a system of professional accreditation that establishes parameters for the development of professional standards specific to the range of contexts in which teachers work has been outlined. The Institute of Teachers should base its development of standards on contexts akin to these. That is, develop standards for attainment of APT-1, APT-2 and APT-3 status.

As there is much available, both nationally and internationally, on which to build a system of standards, some general principles or parameters are provided to guide the work of the proposed Institute of Teachers, within the context of clearly defined objectives and tasks.

- First, the Institute should establish a clear purpose for professional teaching standards. This purpose must be primarily concerned with providing a framework to foster the continuing professional growth of teachers and an enhancement of the learning outcomes of their students.

- Second, the Institute should establish achievable goals for the development and assessment of the standards.

Clearly, New South Wales has neither the time nor the financial resources needed to replicate the process used by the National Board in the United States. There is much good work in other places to build upon. The Level 3 classroom teacher competency project in Western Australia, for example, represents another model that has taken less time and requires fewer resources to implement. With the recent decision in Victoria to establish an Institute of Teaching, an opportunity for joint work with that body may be possible.

- Third, the Institute should develop standards capable of articulating achievable expectations of teachers rather than simply providing lists of teacher responsibilities.

The generic teaching standards framework identified in Towards Identifying Professional Teaching Standards for New South Wales Schools appears to have some support among teachers and teacher educators within this State. This framework provides an organiser for the development of standards specific to particular learning areas within the stages of learning identified by the Review.

- Fourth, the Institute should select appropriate models of teacher learning and development from which to develop the standards.

During the course of the Review, four models of teacher development were identified in the research literature:

- behaviourist-competence models
- novice-expert models
- concerns-based models
- cognitive models, primarily those based on the SOLO (Structure of Observed Learning Outcomes) taxonomy.

Standards developed for particular levels of teaching competence should reflect fully best practice models of teacher development. Unless teacher learning reflects the practices we seek to engender for students, professional teaching standards will have little impact on how well students learn.

Fifth, the Institute should establish efficient methods of assessing whether teachers have met the standards of performance underpinning the recognition system.

Examples where teachers were tested were considered, but found wanting, particularly on a cost-benefit basis. Generally, such tests were too simplistic to drive the improvements sought. The methods of assessment selected must be valid and reliable, cost-effective in terms of time and resources and capable of broad scale application if the majority of teachers are to attain the basic APT-1 standard. Examples of portfolios submitted to peer review in other contexts were presented to the Review. They may provide one avenue for further exploration. Their critical benefit is that they provide both formative and summative feedback to teachers presenting for recognition.

One submission provided a conceptual map of the development of a professional teacher – beginning with the potential teacher developing an interest in teaching who eventually becomes an accomplished superior teacher 221. This concept has been taken up and aligned with the stages of accreditation and possible evidence to be presented for accreditation in Figure 8.4.

Sixth, the Institute should consult widely within and across the profession to secure professional ownership of the standards.

Since standards will impact on every teacher in New South Wales, they must be given every opportunity to contribute to their development. Broad and meaningful consultation, with opportunities for evaluation and revision will be needed. The process of developing standards has to be the beginning of a professional conversation about the role, practices, responsibilities and values of teachers.

Seventh, the Institute should determine requirements for maintenance of accreditation and establish procedures for disaccrediting those deemed not to be upholding the standards and ethical values of the profession.

Accreditation implies an assurance that a teacher’s professional practice meets certain quality standards and is consistent with the ethical principles the profession seeks to uphold. As in other professions, the Institute of Teachers will need to establish procedures for dealing with complaints of professional malpractice.

These could arise from failure to maintain the expected teaching standards, inappropriate or unprofessional behaviour, or failure to apply due diligence with regard to statutory obligations for the care of students. The Institute would need also to establish fair procedures for review of decisions to disaccredit teachers.

Disaccreditation or failure to gain accreditation need not mean loss of employment. In the case of those teachers disaccredited for failure to maintain teaching standards, they could be allowed to continue to teach provided employers institute appropriate supervisory and developmental procedures for dealing with those teachers who fail to reach expected standards after a period of support.

The question of professional ethics is another that should be addressed by the Institute of Teachers to establish principles which provide a basis for ethical decision making and set out the social contract the profession makes with the community.

In this increasingly complex world, the moral dilemmas facing teachers are no less than those confronting doctors or engineers. Yet, little importance has been given to establishing a code of ethics to guide teachers’ actions and practice. Commonly, codes of ethics set out guidelines for behaviour expected by employers. They need to do more.

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### Figure 8.4 Stages of professional growth and sources of evidence

<table>
<thead>
<tr>
<th>Stages in the development of a professional teacher</th>
<th>Typical activities</th>
<th>Documentation for certification</th>
</tr>
</thead>
</table>
| **1. Admission into an initial teacher education program** | ■ Preparing evidence of scholastic achievements, portfolios and references  
■ Attending selection interviews | ■ HSC result  
■ Suitability selection process  
■ Portfolio quality |
| **2. Completion of an accredited teacher education program - leading to Associate membership of the Institute of Teachers** | ■ Content preparation befitting a knowledge profession  
■ Developing appropriate pedagogical knowledge and skills  
■ Developing relevant competencies as demonstrated through adequate professional experience in school. | ■ Meeting accreditation requirements  
■ Presenting valid qualifications |
| **3. Development of teaching competence - leading to award of APT-1 of the Institute of Teachers** | ■ Undertaking induction and professional development  
■ Receiving mentoring  
■ Developing a reflective portfolio | ■ Presenting a reflective portfolio  
■ Supervisor assessment against agreed standards using the reflective portfolio |
| **4. Continuing professional growth - leading to award of APT-2 of the Institute of Teachers** | ■ Providing mentoring  
■ Developing a reflective portfolio  
■ Undertaking professional development and postgraduate studies in an area of teaching speciality  
■ Undertaking leadership responsibilities | ■ Presenting a reflective portfolio  
■ Presenting evidence of superior teaching  
■ Presenting postgraduate qualifications  
■ External and supervisor assessment against agreed standards using reflective portfolio |
| **5. Demonstration of appropriate professional activity leading to award of APT-3 of the Institute of Teachers** | ■ Participation in programs of leadership development  
■ Acting in leadership positions | ■ Presenting evidence of superior teaching and leadership capacity through a reflective portfolio and other forms of evidence  
■ External and supervisor assessment against agreed standards |
Recommendation 2

That in the development of professional teaching standards the Institute of Teachers:

- establish, articulate and promulgate a clear purpose for such standards
- establish effective processes for the development, validation and assessment of such standards based on appropriate models of teacher development
- make the standards simple, transparent and easily accessible to all teachers
- consult widely to ensure ownership of and commitment to such standards by teachers
- determine requirements for teachers to maintain their accreditation or to be disaccredited if they do not fulfil the required performance and ethical standards.

Recommendation 3

That the standards established by the Institute of Teachers be the basis for a staged accreditation system for practising teachers at three levels:

- professional competence
  (Accredited Practising Teacher 1)
- professional specialisation
  (Accredited Practising Teacher 2)
- professional leadership
  (Accredited Practising Teacher 3).

Initial teacher education

Focusing on outcomes of programs of initial teacher education may not guarantee that beginning teachers are being adequately prepared to undertake the teaching for which they were prepared.

During the course of the Review, it became apparent that if preparedness for teaching was the criterion applied in any explicit sense to answer the question whether university programs were satisfactory, schools where new graduates were employed would be hard to convince that they were. In the opinion of schools the quality of graduates of programs of teacher education is highly variable. There are five factors to be considered in the establishment of an external framework for endorsing courses of initial preparation:

- the specific content and standards for courses
- the priority and support given to teacher education within the university
- the opportunities for professional practice within the program
- the processes for assessing the quality of the programs
- any arrangements for the certification of those completing a program of teacher education which enables them to teach in specific subjects or particular age groups of students.

The first three factors concern criteria to be applied to the external endorsement of programs. The fourth relates to the assessment of programs against these criteria, and the fifth to the implications for individuals.

The term endorsement of courses is used here rather than accreditation to draw a distinction between the accreditation of teachers and the endorsement of courses. Endorsement is intended to be no less rigorous or to have less authority than the accreditation processes in other professional domains.

On the first issue, of content and standards, decisions about courses and programs are largely a matter for universities within any guidelines which might be established by the proposed Institute of Teachers. What is more important is that the program produces graduates with the knowledge, skills, understanding and values expected of beginning teachers. These ought not be expressed in terms of exposure to particular courses, but in terms of the standards achieved by graduates of the program.
The Australian Council of Deans’ report, *Preparing a Profession: Report of the National Standards and Guidelines for Initial Teacher Education Project*, offers one model of such a standards framework which might be considered. Others of considerable validity include those of the Ontario College of Teachers and the National Council for the Accreditation of Teacher Education (NCATE) established in the United States. New South Wales has already progressed down this pathway to some extent with the development of the *Desirable Attributes of Beginning Teachers*.

On the second issue, an earlier discussion in chapter 5 notes that the priority given to teacher education varies across universities. Some programs that were highly regarded in the past by the profession seem to be struggling for survival.

One university seems to be in the process of withdrawing from teacher education. Others were following past traditions clearly unrelated to many of the activities currently occurring in classrooms. Too often there has been considerable transfer of resources out of teacher education to fund other areas of the university deemed more important, and at a time when demand for graduates, particularly of secondary programs, was rising.

In too many universities teacher education appeared to be given low status and was of limited importance to the future of the university. Despite students being their lifeblood, teaching and the preparation of good school teachers who in turn will be able to produce competent university entrants, has too often been seen as less important than, for example, research.

There has been reduced emphasis given to the professional experience of beginning teachers, which has widened the gap between teachers in schools and teacher educators. Although funding constraints were often raised as the reason for this, more important is the priority given in the total course to such activities.

Concern with these issues caused the Reviewer to write to university vice-chancellors seeking their response to the assertion that the provision of teacher education varies widely in relation to such characteristics as the following:

- the extent of support from university administrators
- the clarity of purpose as evident in the universities strategic plan
- the strength of leadership to deliver the visionary programs needed
- a capacity to be better positioned in the market through seeking new solutions rather than looking to recipes of the past
- the extent of the involvement of the whole university in course provision
- the relationship which exists between the university and the major employers of teachers
- the extent to which the needs of rural and regional New South Wales and Western Sydney are met
- the leadership shown in working with professional teacher associations.

The letter went on to suggest that:

Those [universities] which best meet these or similar criteria are likely to be those which will provide teacher education programs most suited to preparing teachers for New South Wales.

The Review supports strongly the sentiment expressed in *To Touch the Future*, that those universities not prepared to give the highest priority to teacher education should withdraw from the field. If universities hold the key to effective development of this country, as is often asserted, it is a point for major debate, not yet held, whether better teachers or enhanced research is more important. Both are critically important.

The third issue relates to the quality of professional experience provided for beginning teachers. The evidence indicates that the current difficulties associated with funding the practicum have led to the perception that the professional experience component is a supplementary rather than a central element of the program of professional preparation for teachers. Consequently, roles and responsibilities for the clinical elements of the professional experience component are unclear. In many cases, students

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report that the professional experience component of their teacher education program prepared them poorly for teaching.

The proposal of a triple focus for external endorsement – on the standards and outcomes of the course, the level of university support, and the opportunities for professional experience – represents a new approach to assessing quality in teacher education. Nonetheless, the importance of teacher education and the intricate way in which it is bound up in a range of discipline areas across the university, and to a lesser extent within schools, provide strong imperatives for including all three emphases within the external endorsement framework.

The fourth issue concerns the evidential basis for the endorsement of teacher education courses. Clearly, paper-accreditation strategies reliant on submissions of course information are insufficient to address the concerns about the quality of graduate outcomes.

The currency given nationally in the United States to teachers achieving National Board accreditation is ‘performance-based’. In the context of accreditation standards released recently by the National Council for the Accreditation of Teacher Education, performance-based accreditation means that universities must demonstrate “that their graduates can successfully teach children”\(^\text{224}\). This shifts the emphasis of accreditation from “what a college offers and what its curriculum is” to whether students are adequately prepared for teaching.

In the New South Wales environment, there would be substantial benefit to be gained from linking external endorsement of programs to the employment and professional outcomes of their graduates. This would require employers and universities to take greater responsibility for the success of new teacher graduates, following employment. For example, a university should be required to certify that each teacher education graduate was adequately prepared to begin classroom teaching. Gaining a university award and approval to teach should be treated as separate issues.

Under such a proposal, universities would have a greater stake in the success of their new graduates, and schools and school systems would be held more accountable for the success of their induction programs.

\(^{224}\) A. Bradley, NCATE unveils standards based on performance, Education Week, 24 May 2000.
Recommendation 4

That the Institute of Teachers:

- establish standards and processes for the endorsement of programs of initial teacher education to prepare teachers for New South Wales schools, setting out the outcomes expected of graduates in subject content, pedagogy and ethics
- establish standards for the provision of the professional experience component of initial teacher education, including standards for the supervision and mentoring of student teachers
- in the assessment process, take account of the priority given by the university to teacher education
- develop processes and criteria for reporting on the employment and professional outcomes of graduates from courses of teacher education in New South Wales and elsewhere
- develop criteria for certifying and recording individual student completions of endorsed programs.

Continuing teacher education

During the course of the Review, two issues became particularly apparent in relation to continuing teacher education.

First, there are no mechanisms for endorsing the range of continuing education programs offered by the universities, employers and other providers both public and private. In the absence of any formal recognition system, course providers, other than the universities and TAFE NSW, sought endorsement from the Vocational Education and Training Accreditation Board (VETAB). This raises the larger issue of how programs of continuing education for teachers are endorsed. Although universities are self-accrediting under the Australian Qualifications Framework, apart from the Vocational Education and Training Accreditation Board, there are no mechanisms to endorse non-university providers of initial or continuing teacher education, excepting those wishing to offer degrees. This is a concern.

Second, as noted in the discussions of evidence about teacher professional development in Chapter 5, there is little focus in current professional development provision on the continuing education needs of individual teachers. The majority of professional development programs are focused on the requirements of systems and schools. Although teachers benefit from school-based development, the focus is on collective improvement rather than individual improvement. Of course, these can go together, but the effect on the individual in the end is what lasts.

An important consequence of the establishment of a professional accreditation framework, however, is that it focuses on the need to give priority to strategies which provide for and recognise the professional growth of teachers.

While many valuable informal opportunities for professional development will continue to occur, new opportunities and directions will arise out of the establishment of the accreditation framework. Teachers must be supported to progress through the framework. Where substantial professional learning is required, this should be externally endorsed.

Part of professional growth implies both a vision and an appreciation of future direction and change. As discussed in chapter 5, the current continuing professional development system, while responding to immediate curriculum and system needs and priorities, fails to give teachers a true indication of how they can construct a framework to develop their own professionalism.

Therefore, if the goal of professionalisation of the teaching sector is to be achieved there needs to be a consistent and coherent framework of professional development provision, from which teachers may select. The Institute of Teachers should have a central role in developing a coherent view about how professional development should be constructed, improved and offered.

The Institute should also have a role in the endorsement of such programs to provide frameworks for assisting professional development providers better to meet the emerging needs of teachers.

Professional associations have played an invaluable role in providing regular professional development opportunities to teachers to assist the teaching of their subjects. These associations should now be engaged in establishing the development of the framework of professional development and particularly the standards required for successful
teaching in their fields. It would be appropriate for these associations to become part of the Institute of Teachers: in many ways they should form the core of this professional body.

Recommendation 5

That the Institute of Teachers establish processes and procedures for the endorsement of programs of continuing teacher education, consistent with the stages of the accreditation system for individual teachers.

Accreditation of schools

During the course of the Review the issue of school accreditation was raised in a number of contexts.

Some in government schools saw the need for a form of external validation of the achievements and directions of schools. These comments were generally expressed in the terms of the professional vacuum that had resulted from the abolition of the inspectorate in the government school system, the seeming inadequacy of subsequent accountability and quality assurance strategies to completely fill the gap, and the lack of any strong accountability system for many non-government schools, with the exception perhaps of Catholic systemic schools.

Others saw the need to externalise accountability arrangements for schools, perceiving that this would avoid any potential conflict of interest.

There were comments pointing to accreditation practices in other sectors; including health, aged care and early childhood. In most instances, for example in long daycare centres, these accreditation requirements are greater than the current requirements for schools.

Other comments referred to the responsibilities of the Board of Studies for registering and accrediting non-government schools. These responsibilities relate primarily to monitoring the school curriculum, the standard of facilities and qualifications of supervising teachers. It is interesting to note, in the context of this Review’s focus on pedagogy, that the responsibility for registering and accrediting schools is vested within the Curriculum Branch of the Board of Studies. As distinct from registration, Board accreditation is essentially a mechanism for approving a school’s provision as being adequate for presenting students for the School Certificate and the Higher School Certificate.

Given the focus of this Review on raising the quality of teachers and teaching, and as a consequence the quality of student learning, a significant factor in achieving this goal is the steps schools take to raise teacher quality. In these circumstances it must be concluded that schools, as entities, have a core responsibility for the quality of teachers and teaching within their jurisdiction. Accreditation is one way of giving meaning to this responsibility. There are two possible approaches.

The first is to implement procedures to accredit all schools on the basis of the degree to which the school is able to demonstrate or is focused on quality improvement. This is a common approach in other service sectors, such as hospitals and long daycare centres. Such an approach would see the programs, processes and achievements of schools as being assessed against agreed quality improvement principles.

This approach to accreditation could be implemented either as a voluntary or mandatory provision. It is worth noting, despite the current accreditation processes for hospitals being voluntary, almost all do seek accreditation. For them accreditation provides a way to benchmark and analyse their performance. In the early childhood sector, however, accreditation by the Department of Community Services of long daycare centres is mandatory. Those centres that fail to be accredited have all government funding and subsidies withdrawn.

An accreditation process of this type, which focuses on affirming and improving quality, would appeal to those schools that have already sought quality endorsement against the ISO 9000 standards. Schools that implement ISO 9000 voluntarily are doing so because they expect the standards to help them to do things better.

There is some support for the view that all schools, including government schools, should be subject to such accreditation. This support arises partly from the perception that current registration and accreditation requirements discriminate against non-government schools.

Significant opposition has been raised by non-government schools to the issue of teacher registration, primarily on the basis that it restricts those who might work in schools. As
stated previously, there is no intention in this Review’s proposals to restrict opportunities for people to work in schools who have the capacity to make significant contributions to student learning.

Nonetheless, if such accreditation were to be mandated, both government and non-government schools should be required to report annually on their teachers, including their qualifications and progress towards professional accreditation and the classes they teach. Parents, students and the community deserve no less. Schools should be able to justify to their communities their actions about any staff they appoint.

An entirely different approach would be to accredit institutions to undertake particular programs, or offer various services. Broadly, the Board of Studies accreditation requirements fit into this category. However, if teacher development is at the heart of accreditation, then schools could be accredited also for their capacity to provide for the professional growth of teachers.

This could apply, particularly, to those schools wishing to enter contractual arrangements with universities as sites for the provision of professional experience for student teachers. This would set these schools apart as places where beginning teachers can be supported, supervised, mentored and developed to a standard which meets the profession’s expectations.

Such accreditation would provide assurance to the university of the school’s capacity to provide effective professional experiences. For the school, the recognition provided by accreditation of the form, ‘Blue Hills Primary School – Accredited as a Teacher Development School by the Institute of Teachers and Greater University’, would be a significant affirmation of the teaching quality of the school. Moreover, it would be an advantage in the current environment where many parents have a significant level of interest in the quality of educational provision.

By its very nature, such accreditation would be voluntary, but in the example provided there would be major benefits to the school from a close relationship with a university in terms of professional support and research capability. Despite the voluntary nature of such accreditation it will be necessary for employers to devote considerable resources and energy to supporting sufficient schools to attain such accreditation in order to meet demand for student teacher places.

Given the Review’s support for enhancing the professionalism of teachers and teaching, there are strong arguments for vesting responsibility for accreditation of schools for teacher development purposes with the Institute of Teachers.

The Reviewer believes that there is merit in both forms of accreditation: for all schools, and for schools with specific responsibility. Nonetheless, it is unlikely that in the short-term both can be achieved concurrently.

A staged approach, which as a priority requires the Institute of Teachers to work with universities on procedures for accrediting those schools offering professional experience for beginning teachers, is favoured. Consideration could be given to the merits of mandating the accreditation of all schools when this proposal is in place. This might proceed incrementally, commencing with accreditation of schools for specific purposes. For example, accrediting schools to provide special education, or accrediting technology, performing arts and sports high schools or even selective high schools. Ultimately, all schools, government and non-government, would be accredited, not in terms of the appropriateness of their curriculum and facilities, but in terms of their focus on quality improvement and the standards they reach.

The difficulty for the Government in mandating accreditation for all schools is not so much the magnitude of the task, but rather the sanctions which could be imposed on schools that do not meet requirements.

In the case of non-government schools the answer could simply be to withhold government funds. Such solutions are not currently available in the government school sector in New South Wales. There are numerous examples, however, in the United States and England where governments have simply closed so-called ‘failing’ schools.

If, however, responsibility for accreditation of government schools was external to the Department of Education and Training, then the apparent conflict of interest, identified previously, is resolved. External accreditation would enable the Department to focus on its responsibility to support and improve schools, as distinct from also monitoring them. The non-government sector separates the two more clearly.
Recommendation 6

That the New South Wales Government require the Institute of Teachers to:

- work with universities and relevant school systems to develop jointly criteria, processes and procedures for the accreditation of those schools providing professional experience for student teachers
- advise on the possible merit of, and options for, the eventual accreditation of all schools where quality educational practices can be certified
- maintain jointly with the universities a registry of accredited schools.

8.3 Establishing an Australian Graduate School of Teaching (AGST)

As discussed in chapter 5, it was apparent during the course of the Review that in comparison with other professions there is generally little importance attached in teaching to postgraduate studies or education beyond initial training. While many individual teachers have undertaken postgraduate education or studies subsequent to their initial training, their commitment and effort is, commonly, not valued by their colleagues or employers. In fact, comments indicated, rather than achievements being celebrated, their efforts were ignored.

Although those undertaking postgraduate studies would appear to do so for a number of reasons, not the least being to further their own intellectual and professional development, the outcomes arising from completion of such courses are too often unclear.

Many who have postgraduate qualifications would find it difficult to indicate any explicit valuing of their experiences and development, either by their colleagues or their employers. Indeed, the experience of many who take a break from school to complete further study is that their career actually goes backwards until they are able to re-establish themselves as teachers. Their colleagues point, however, to the very limited impact of their studies on their professional practice.

This is not the situation that pertains in other fields of endeavour. In business, for example, those people who attain a Master of Business Administration (MBA) degree are generally highly valued, as the knowledge and skills that the course develops are seen to be applicable directly to the employment situation. It is this direct link between the course outcomes and employment that is valued, and one of the prime reasons why the MBA programs in Australian universities have been so successful.

In other fields, postgraduate study links more directly with professional recognition. This is the situation in medicine or law where further study is linked to specialisation.

The decreasing involvement of teachers in postgraduate teacher education can be reversed through courses more closely related to the needs of teachers and teaching, and consequently greater valuing of their outcomes by the profession and employers. The number of teachers currently engaging in coursework postgraduate studies has fallen significantly since the introduction of fees for such courses. In many universities the numbers of teachers undertaking such studies has declined to the level where the viability of the courses is being questioned. Several clusters of universities are considering collaborative offerings, where each contributes part of the course. Online learning modes have increased significantly opportunities for teachers to select course offerings from a range of institutions.

It is in this context that a proposal to establish an Australian Graduate School of Teaching (AGST) in New South Wales to fulfil a function in education much like graduate schools of business or management do for the commercial world is made. There are also several overseas precedents for the establishment of a high quality, world-class graduate teaching school. The Ontario Institute of Studies in Education is one precedent, and the London Institute of Education is another. This year the government of Denmark established a Danish University for Education, a graduate-only university with a strong research base.

A consortium of interests could be brought to bear to establish a high quality graduate school of teaching focused on supporting the needs of teachers and teaching. This graduate school should be established as an incorporated entity, supported by the Institute of Teachers, to work

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with school systems, employers of teachers, and a consortium of universities to deliver graduate programs for teachers.

In the establishment of the Australian Graduate School of Teaching, (AGST) the base resources currently used for graduate teacher education by those universities interested in the proposal could be applied. These would be supplemented by employers and others interested in improving teaching standards.

A basic requirement would be to have the support of the Commonwealth Government for the School’s establishment because in effect it removes resources and part of the graduate role from direct university control. Nonetheless, such an approach is seen as the best way for effective and innovative graduate education to be provided for teachers.

Although there will be significant questions to answer with respect to funding of course provision, this should not deter planning for the establishment of the AGST. Some funding will come from course fees while other funds will come from employers and the universities involved in the consortium.

There may be opportunities also to provide full-fee paying courses for overseas students, as is the case with the graduate management courses. As with graduate schools of management, employers will have to make a significant contribution.

Australia needs at least one world-class organisation of this kind, and corporate support is critical to the development of a professional school dedicated to the continuing education of teachers, coupled with appropriate research into pedagogy.

A failure to bring in new staff regularly and to keep at the forefront of development and innovation will result in a decline in academic and professional standing. Consequently, a large proportion of staff of the AGST should be appointed on limited tenure or on secondment from their substantive positions, both in universities and in schools. The activities of the Australian Graduate School of Teaching must be firmly embedded in schools and be dedicated to meeting the professional needs of teachers.

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**Recommendation 7**

That a taskforce be formed to provide advice to the Government on the structures, partnerships and resources required to establish an Australian Graduate School of Teaching in New South Wales. The taskforce should include nominees of the Institute of Teachers, employers of teachers and vice-chancellors of universities interested in the proposal.

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**8.4 Conclusion**

This chapter provides the key recommendations on which the implementation of the proposals for the reform of teacher education relies. They are predominantly concerned with mechanisms for ensuring quality and are founded on the belief that for too long there has been no professional voice to address quality issues in teaching.

While the Government and the employers of teachers can support quality and provide the conditions for it to flourish, in the end the profession itself must establish standards of practice and advise on how its needs may best be met. It is from effective teachers that good teaching comes and they need to be given the right, the responsibility and the means of improving their practice throughout their careers.

The recommendations are holistic and address long-standing issues. They have the capacity to remould the image and reality of teaching from being a mass profession into becoming a quality profession, and one which reflects and values the quality of its practice and service.

Implemented in the spirit intended, the recommendations provide a means for individual teachers to take responsibility for their own development, and to be recognised for their performance and achievements. The development of standards against which teachers, courses of teacher education and schools could be assessed would constitute a major step towards providing the guarantees of quality the wider community is seeking. In the process, teaching will be revitalised and student learning will be significantly enhanced.
9. Resourcing teacher education

9.1 Introduction

There are more than 80,000 teachers teaching in New South Wales. Over 55,000 are employed full-time by the Department of Education and Training, making it the largest single employer of teachers in Australia. Every year, the Department recruits some 4,000 teachers, who mostly are graduates of teacher education courses in the ten universities across the State and one in the Australian Capital Territory. The Australian Catholic University is a cross-state institution which prepares about 400 teachers annually in New South Wales. In addition, Avondale College, a non-government institution administered by the Seventh Day Adventist Church, prepares around 25 teachers each year to teach in their schools, both in Australia and overseas.

Teacher education stands out among university courses in that the State is the major employer of graduates. This remains true despite the rise in the proportion of students in non-government schools, where many teachers with some previous government school experience are employed. The critical first year of teaching remains largely a responsibility of government schools.

Despite the significance of the Department of Education and Training as an employer, the State has only a minor role in the preparation of its future teachers and a limited capacity to influence the outcomes of teacher education programs. Critically, the government and non-government employers can, under present arrangements, only marginally address issues related to quality in teacher education courses.

There has been a considerable reduction in the number of teachers both in training and required by the Department of Education and Training since 1973. This decline, both in terms of the level of resources provided and the quality of students entering teacher education courses comes from a complex set of causes, not well researched either by universities or employers. The number of people training as teachers bears little relationship to workforce planning in terms of State needs, but rather from ad hoc decisions of universities as they respond to a tightening resource environment and from the thousands of individual decisions of potential students in terms of their perceptions of likely employment prospects and financial reward in teaching as a career. The impact of the current funding arrangements on the education, quality and supply of teachers in New South Wales is a critical issue for this Review.

9.2 Historical context

Until 1973, teachers in New South Wales were trained mainly in institutions funded and managed by the State government, as were nurses, police and fire service personnel. The State had full control over its workforce requirements and the preparation of teachers. Teachers were given scholarships so that the required numbers were trained and subsequently bonded to teach in government schools for three years, in a sense to ‘work out’ the cost of their training. Nurses, to take another example, were employed at the same time as they were gaining a nursing credential, learning essentially on-the-job. Police and fire personnel are still trained, at least initially, in institutions funded by the State in a manner closely related to the expectations of their employers. Much of that training is also on-the-job.

The Commonwealth assumed responsibility for the funding of teacher education in Australia in 1973 when it became part of the dual system of higher education. Consequently, the previously State-funded teachers colleges became colleges of advanced education (CAEs) or were incorporated into universities. No agreements were negotiated between the Commonwealth and the States to ensure that State needs in terms of education, quality and supply of teachers could be met. The then chairman of the New South Wales Higher Education Authority, Jim Pratt, raised this issue forcibly in 1974.

Assuming that the Commonwealth were to acquire full financial responsibility for tertiary education, how can the Director-General be assured that there will be an output of trained teachers from tertiary institutions sufficient for his needs in relation to both the courses which have been undertaken and the numbers of students completing them?226

There were State Grants adjustments as a result of the transfer of responsibility for teacher education to the Commonwealth. This is, however, not the issue: with this shift to the Commonwealth, the State’s responsibility for funding the training of teachers effectively lapsed.

Further changes were introduced in 1988 when higher education was restructured into a unified system of some 37 universities. The reorganisation had significant impact on teacher education, as it became then largely a responsibility of each university to decide the fields of study in which they would place their student intakes each year.

University funding from the Commonwealth comes in the form of a block allocation of student places based on each university’s course profile and historical distribution, including differential funding between universities.

Having secured its total block funding allocation, each university has a high degree of flexibility to allocate funds among fields of study, and is free to ‘shift load’ from one to another. In the case of teacher education, the priorities of the university determine the number and kind of teachers to be trained, the curriculum and course length.

Although in the long-term university course profiles are determined by student demand, the short-term reality is different. The requirement for universities and their faculties to fill student quotas for various courses so as to maintain their level of Commonwealth funding, means that student demand as reflected in their course preferences is not always met. In some instances, faculties have more applicants than available places and students are turned away. In others, universities enrol students in courses low on the student preferences so as to fill university course quotas. The internal funding decisions of universities therefore become a major determinant of the quality of the intake.

It is clear that the State has very limited influence in this arrangement between the Commonwealth and individual universities for the funding and education of teachers. The only sanction available to the State is to make clear its expectations of beginning teachers and to refuse employment of those graduates whose preparation falls short of these requirements. This is a weak power that comes too late. The State’s ability to influence the graduate pool from which it draws, both in terms of numbers in particular fields and their quality, is extremely limited.

9.3 The funding of teacher education in universities

As universities are self-governing institutions, there is little information available about the costs of component parts of their operations. The Commonwealth Department of Education, Training and Youth Affairs (DETYA) is currently seeking to address this problem by promoting activity-based costing in higher education institutions. Although the use of such costing methodologies would assist in addressing the data deficiency\(^\text{227}\), there needs to be the widest possible definition of what constitutes a course to capture the full cost of higher education. The Review noted that a trial of the methodology conducted in three universities did not consider the cost of professional experience components of teacher education or any other course of professional preparation.

Currently, the Relative Funding Model (RFM) is the most widely accepted mechanism for estimating costs of university courses that is publicly available. The model was developed by the Commonwealth following its establishment of the unified higher education system in 1988\(^\text{228}\) to assist in determining funding levels for universities. The model, based on 1989 sample studies of the estimated teaching costs of different university disciplines, provided the basis for a once-off adjustment to university operating grants over the 1991–1993 triennium. It has since been adjusted annually to reflect changes in the Consumer Price Index (CPI), and other relevant measures.

The Relative Funding Model captures the cost of graduating a student by discipline area. As such, it focuses on the faculty unit providing the teaching. The model does not represent the full cost of preparing, for example, a science teacher, as the cost of courses provided by the science faculty are attributed to that faculty.

Universities face competing pressures in determining appropriate funding for the different levels of undergraduate, postgraduate and research study. There is pressure to reduce the cost of existing services and to achieve more with less. At the same time, decisions must


\(^{228}\) P. Baldwin, *Assessment of the relative funding position of Australian higher education institutions*, August 1990.
be made about new courses, the level of quality needed to achieve their objectives and ways to provide for their costs. Those faculties catering for professions that have a long-standing history in the university sector usually begin their cost negotiations within universities from a much more generous base than do the more recent entrants such as teaching and nursing.

Although universities are not required to use the Relative Funding Model as a basis for their internal resource allocation, many use it or versions of it to allocate funds internally. Universities, for example, can allocate their resources to support fields of study in high demand at the expense of others considered to be in decline. Only on rare occasions is teacher education a winner in Relative Funding Model terms.

Under the Relative Funding Model each academic discipline is grouped into weighted bands reflecting the different costs of course delivery. There are five bands for undergraduate courses, three bands for postgraduate courses and two bands for research degrees. The teaching unit allocation in each band is shown in Table 9.1.

Teacher education is ranked in the second lowest band of teaching unit allocation, with an undergraduate course notionally being allocated $8,937, a postgraduate course $9,624 and a research degree $13,749 annually in 1999 prices. The allocation for a teacher education course is only 48 per cent of that for the highest ranked courses, such as medicine. Teacher education is also ranked below nursing, which is in the third Relative Funding Model band and is funded at $10,999 per student at the undergraduate level. Using the Relative Funding Model, it is possible to estimate the resources notionally available to teacher education, by multiplying the teaching unit allocation by the number of equivalent full-time students (EFTSU).

As shown in Table 9.2, the total amount estimated from Department of Education, Training and Youth Affairs statistics for the education field of study in Australian universities was $370 million in 1999.

The issue is to determine how much of this notional allocation found its way directly into funding teacher education courses in each university. Although the Review was unable to obtain a specific answer, there seemed to be evidence that teacher education in many universities was being funded ‘below par’, with the exception of one university in which teacher education was funded at the higher Relative Funding Model Band 3 of the model.

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Most of the provision of teacher education courses is at the undergraduate level. If funded according to the Relative Funding Model, the funds notionally available to all undergraduate courses in the education field of study is estimated to be $273 million. This figure does not count the cost of providing courses outside of the education discipline area, which in the case of double degrees, for example, BSc, BEd, may be substantial. The estimate of funds available to all postgraduate courses in education is $65 million and research degrees is $29 million (Table 9.2).

The resource allocation derived from the Relative Funding Model reflects only the minimum course costs defined for the purposes of determining Commonwealth operating grants. On average, only 68 per cent of university total operating revenue comes from Commonwealth operating grants and the Higher Education Contribution Scheme (HECS). As universities receive income from other sources, it is possible that this income could be used to help subsidise higher course costs. In teacher education, the main sources of other income are from research grants and competitive tendering, overseas student fees and charges, and some consultancy.

Again, teacher education does less well than other disciplines in terms of its ability to generate incomes from other sources, the potential to cross-subsidise higher course costs is therefore limited. In 1999, fee-paying students represented less than seven per cent of student load in teacher education. Research income was $105 million in 1996.

Employers of teachers have limited interest in supporting graduate study and must address the relatively low proportion of the funds they make available for graduate teacher education associated with universities.

### 9.4 The cost of teacher education in New South Wales

In 1999, there were 13,260 equivalent full-time students enrolled in the discipline of education in New South Wales universities. Student load in education is distributed among eleven institutions across the State, as illustrated in Figure 9.1. Although the University of Canberra prepares teachers mainly for New South Wales schools, it has been omitted from this analysis as it is located in the Australian Capital Territory. Taken in total, the University of Western Sydney (UWS) is the largest provider of education courses, with over 20 per cent of the State’s student load. Statistically, however, until now information on teacher education load has been provided separately for the two

<table>
<thead>
<tr>
<th>Course Level</th>
<th>EFTSU</th>
<th>$ per unit</th>
<th>Total allocation (rounded) $ ,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Research degree</td>
<td>2,126</td>
<td>13,749</td>
<td>29,230</td>
</tr>
<tr>
<td>Other postgraduate</td>
<td>6,788</td>
<td>9,624</td>
<td>65,328</td>
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<tr>
<td>Undergraduate</td>
<td>30,554</td>
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<td>237,061</td>
</tr>
<tr>
<td>Other</td>
<td>237</td>
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<td>2,118</td>
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<td><strong>TOTAL</strong></td>
<td><strong>39,705</strong></td>
<td></td>
<td><strong>369,737</strong></td>
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</tbody>
</table>

Note: Based on Equivalent Full-time Student Units (EFTSU) in the discipline of Education, excluding: full-fee paying overseas students; fee-paying undergraduate and postgraduate students; students whose places are funded by employers; and students in non-award and enabling courses. Unit cost based on RFM 1999.

Sources: DETYA Higher Education Statistics; DETYA Students 1999 Selected Higher Education Statistics.

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members (UWS Nepean and UWS Milperra) engaged in teacher education. Seven other universities each cater for between eight and 12 per cent of the total. The smallest providers are Avondale College, the University of New South Wales and Southern Cross University with one, three and four per cent of the total respectively. More importantly, none of the load is applied to school-based teacher education, or teacher education undertaken in the TAFE system.

Estimates of the costs of teacher education in New South Wales can be made by multiplying the Relative Funding Model teaching unit allocation by EFTSU. As shown in Table 9.3, the total cost of teacher education in New South Wales in 1999 was $124 million\textsuperscript{232}. Of this full amount, $102 million or 83 per cent was spent on initial teacher training representing around ten times that spent on either postgraduate degrees or research. These costs do not include the non-teacher education components of teacher preparation.

This does seem to be an imbalance given the much smaller number of new teachers engaged each year, particularly to teach in primary schools, compared with the vast number in the existing teaching workforce requiring continuing education. Resources not required for initial teacher education because of the relatively low level of entry into teacher education, should be re-directed to programs for continuing professional development, particularly for teachers in the early years of teaching.

The issue for the State is whether the more than $123 million available for teacher education is best spent in this proportion and totally in universities. Is this money better spent directly on university-driven teacher education in ten institutions (not counting the Australian Catholic University\textsuperscript{233}, Avondale College or the University of Canberra) or should some proportion be allocated to school-based or TAFE-based teacher education? At the moment there is no mechanism which would allow such possibilities to be funded.

**Fragmentation of provision**

If the University of Western Sydney is considered as two institutions, as it has been to date, the load per institution

\textsuperscript{232} To this, in a sense, should be added the costs of preparing 787 teachers in the University of Canberra at $7.3 million and 426 teachers in the Australian Catholic University at $3.9 million, bringing the total cost of preparing teachers for the State by all institutions, regardless of location, to $135 million.

\textsuperscript{233} Separate New South Wales data for the Australian Catholic University are not publicly available.
Table 9.3 Notional allocation to teacher education courses in New South Wales, 1999

<table>
<thead>
<tr>
<th></th>
<th>Undergraduate</th>
<th>Graduate Diploma</th>
<th>Postgraduate Degree</th>
<th>Research Degree</th>
<th>TOTAL</th>
</tr>
</thead>
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<td><strong>Total Load NSW</strong></td>
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<td></td>
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<tr>
<td></td>
<td>9,722</td>
<td>1,618</td>
<td>1,213</td>
<td>705</td>
<td>13,258</td>
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<td><strong>RFM Funding Level</strong></td>
<td>($ )</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>8,937</td>
<td>9,624</td>
<td>9,624</td>
<td>13,749</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL ($000)</strong></td>
<td>86,885</td>
<td>15,572</td>
<td>11,674</td>
<td>9,693</td>
<td>123,825</td>
</tr>
</tbody>
</table>

Sources: DETYA Higher Education Statistics Collection. DETYA Students 1999 Selected Higher Education Statistics

across the State ranges between 500 and 1500 students. The teacher education program becomes very fragmented and hard to sustain given that each university tries to divide its program into: early childhood, primary, secondary and adult education; six primary and eight secondary key learning areas; and undergraduate and graduate education.

Quality suffers, the power of the teacher education faculty to attract funds is weakened and generally the needs of the individual universities rather than the State come to be served. There is a case for reducing significantly the number of providers, or at least the number of courses leaving involved only those universities prepared to give appropriate priority to teacher education. A group of universities could work together to offer similar courses at graduate and undergraduate level. While on the face of it such an approach has advantages, the mechanism by which this might be approached would need careful consideration.

9.5 The cost of the practicum

Unlike other sections of this Report, where the term professional experience is preferred, this section uses the term 'practicum' to refer to the traditional field experience operation that most universities currently arrange as part of their preservice course. The cost estimates relate to the practicum as a traditional approach, and not to the kind of professional experience seen as being central to an effective preservice teacher education program. The practicum or field placement in industry is a long-standing tradition, central to the educational experience of many professional training programs such as teaching, nursing, medicine, engineering and dentistry. This has been considered in some detail in Chapter 6. Such field experience is being recognised increasingly as a desirable feature of the academic program in many other professions.

There is a well established theoretical basis to argue for a strong practicum in a professional curriculum for teacher education stemming from the work of Tisher, Turney and others. The 1984 research by Briggs first drew attention to the importance of field experience. Considerable support was found among teachers, potential teachers and teacher educators for an effective practicum to prepare student teachers for employment.

Participation in such placements is a significant factor in improving employment outcomes for course graduates in a range of fields. Teacher education students overwhelmingly acknowledge the practicum as an important or the most important element of their training. This particularly applies to the management of student behaviour, which is an important issue for this Review.

The organisation of industry placements varies significantly among the various professional areas. For example, in engineering courses, industry placements tend to be in a job, where the student applies for a position and is employed by the firm for the duration of the period. Under this model, there is limited supervision by the university of the students. Such an arrangement for field experience is so remote from the university that it is weighted at only one-fifth of one normal EFTSU under the Relative Funding Model\textsuperscript{238}.

In contrast, the practicum in teacher education is intended to be highly structured, with the student supervised both by a teacher on site and an academic from the university. Supervision of at least this level is necessary under a best practice model that sees practical experience embedded in the academic curriculum. Research emphasises the importance of a structured model to identify the skills and outcomes that the student is expected to acquire for the practicum to deliver the necessary opportunities for learning.

**Activity-based costing: a case study**

To obtain the cost per student of the practicum component of a typical traditional teacher education program, the Review undertook an activity-based costing analysis of a notional institution to determine the costs of its main activities, the staff time allocated to these activities, the cost of that time, and the cost of non-staff inputs. The average cost per student per year was calculated for four different lengths of practicum experience. The main costs of the practicum in teacher education are associated with:

- organising placements
- supervising students on placement
- payment of the industrial award to the supervising teacher on site
- related non-staff costs.

The organisation of placements for 1,000 students in this notional institution involves two full-time administrative staff and two half-time academic staff, paid at different salary levels. The costs of the administrative staff total $91,000 a year and those of the academics $57,000 a year (including on-costs). The organisation of placements represents 27 per cent of the total cost of the practicum.

To supervise students on placement, the university’s full-time academic staff have one-twelfth or 8.3 per cent of their salary earmarked for this activity and the faculty also employs a large number of casual staff to assist. The total cost of these two elements is $68,720. The non-staff expenses associated with academic supervision include vehicle hire of $6,700 and the printing of practicum resource books for students of $5,000. The cost of supervision of students on placement is low, representing 14 per cent of the total cost of the practicum. It does not seem to match the priority both teachers in training and employers give to the experience.

The third cost component of the practicum is the payment to supervising teachers on site. Under the Federal Award, supervising teachers in schools are paid $21.20 per student per day. The total annual bill for on-site supervision is $295,000. In addition, processing these payments costs $29,500 a year. Payment to supervising teachers on site is the largest cost component, representing 59 per cent of the total cost of the practicum.

The total cost (rounded sum of the above) to the faculty of administering the practicum is $554,000 a year. If the faculty was funded according to the Relative Funding Model, the cost of the practicum would represent six per cent of its total operating income of $8.9 million a year.

As the average length of practicum is 40-60 days for a four-year undergraduate course, the amount of $398 in column (iii) indicates the minimum approximate cost per student per year for this degree. On the other hand, the amount of $1,593 in column (v) indicates the minimum cost of a diploma of education degree, where 40 days of practicum is undertaken in one year. The *National Standards and Guidelines for Initial Teacher Education*\textsuperscript{239} recommends a minimum of 80 days supervised practical experience for every teacher education graduate. If implemented, the total cost per student is $3,185 as indicated in column (vi) of Table 9.4.

Not included in this analysis are the administrative and teaching costs to schools. Organising placements is not a one-way activity, and school staff spend significant time doing so even if the schools do not charge universities for the effort. In addition, schools provide office space, access to computing facilities and other resources. No data are available for estimating the costs involved for schools, but

\textsuperscript{238} KPMG, *Review of relative costs of research training and teaching*, Background paper no. 2.

\textsuperscript{239} Adey, p. 23.
these should be determined and included in future cost calculations of the practicum. Despite these hidden costs to schools where the practicum takes place, the Review found surprisingly little involvement of the school or the employer in negotiating the nature of these activities.

Cost estimates

In the absence of a survey of all universities, estimates of the approximate cost of the practicum in all universities in New South Wales were obtained using the notional costs estimates above. Table 9.5 assumes that the minimum number of days is spent on the practicum in these courses, that is, ten days per year for a four-year bachelor degree and 40 days for a one-year diploma. The minimum cost of the practicum in the State’s universities is an estimated $6.1 million per year, which is six per cent of total estimated 1999 expenditure on initial teacher education in New South Wales. The reality is that many teachers are prepared in double degree models, so that only around half of the total funds used to prepare them are available to faculties of teacher education. The rest goes to the faculties where they are undertaking their discipline studies. For these faculties of education the practicum represents almost 20 per cent of their expenditure. Yet, if the

<table>
<thead>
<tr>
<th>Activities</th>
<th>One day</th>
<th>10 days</th>
<th>20 days</th>
<th>40 days</th>
<th>60 days</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Organising Placements</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Admin officer A (f/t)</td>
<td>3.63</td>
<td>36</td>
<td>73</td>
<td>145</td>
<td>290</td>
</tr>
<tr>
<td>Admin officer B (f/t)</td>
<td>2.94</td>
<td>29</td>
<td>59</td>
<td>118</td>
<td>235</td>
</tr>
<tr>
<td>Academic A (0.5)</td>
<td>2.16</td>
<td>22</td>
<td>43</td>
<td>87</td>
<td>173</td>
</tr>
<tr>
<td>Academic B (0.5)</td>
<td>1.98</td>
<td>20</td>
<td>40</td>
<td>79</td>
<td>159</td>
</tr>
<tr>
<td>Sub-total</td>
<td>10.72</td>
<td>107</td>
<td>214</td>
<td>429</td>
<td>857</td>
</tr>
<tr>
<td>2. Academic supervision</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Acad. B (0.08%) &amp; Casuals</td>
<td>4.94</td>
<td>49</td>
<td>99</td>
<td>198</td>
<td>395</td>
</tr>
<tr>
<td>Vehicle hire</td>
<td>0.48</td>
<td>5</td>
<td>10</td>
<td>19</td>
<td>38</td>
</tr>
<tr>
<td>Printing</td>
<td>0.36</td>
<td>4</td>
<td>7</td>
<td>14</td>
<td>29</td>
</tr>
<tr>
<td>Sub-total</td>
<td>5.78</td>
<td>58</td>
<td>116</td>
<td>231</td>
<td>462</td>
</tr>
<tr>
<td>3. On-site supervision</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Payment of teachers</td>
<td>21.20</td>
<td>212</td>
<td>424</td>
<td>848</td>
<td>1,696</td>
</tr>
<tr>
<td>Financial services support</td>
<td>2.12</td>
<td>21</td>
<td>42</td>
<td>85</td>
<td>170</td>
</tr>
<tr>
<td>Sub-total</td>
<td>23.32</td>
<td>233</td>
<td>466</td>
<td>933</td>
<td>1,866</td>
</tr>
<tr>
<td>TOTAL ($ per student per year)</td>
<td>39.8</td>
<td>398</td>
<td>796</td>
<td>1,593</td>
<td>3,185</td>
</tr>
</tbody>
</table>

Note: The data in this table are based on the experience of one institution and its application to other institutions may be limited. To the extent that the activities associated with organising the practicum are similar in all institutions, this table is a fair and reasonable representation of the costs associated with the provision of the practicum in teacher education courses. The costs of on-site supervision, for example, are consistent across jurisdictions.

Sources: Ministerial Advisory Council on the Quality of Teaching, Identifying the challenges; KPMG, Review of relative costs of research training and teaching, Background paper no. 3.
pedagogy to teach a discipline were the responsibility of the discipline, then some of the costs should be borne by the faculty in which it is taught.

Deans of education point to the fact that in some universities, nursing is funded at 1.6 of the Relative Funding Model over the entirety of the course offerings, which implies a greater allowance for the professional experience component than is the case for teacher education.

This total expenditure seems all too small a proportion given the practical skill nature of teaching. It highlights both the ‘worst practice’ elements of the traditional model for preparing teachers and the very limited involvement of university staff in supervising and mentoring graduates in their first year of teaching.

The current funding arrangements present the State with a balancing act: if the State were to allocate funding to enhance the practicum, the universities are more than likely to withdraw the level of their support by an equivalent amount. In addition the State would be providing resources for an area deemed to be a Commonwealth activity. In the light of the preceding analyses, what is needed is a re-appraisal by universities of the way they allocate funds internally. The continuing use of the Relative Funding Model is inadequate in accounting for the real costs of the practicum. The implementation of activity-based funding models within universities must be a priority.

Reforming the practicum

As self-governing institutions, universities make independent decisions on the extent to which the practicum is funded. Most universities were able to demonstrate to the Review the cost of the practicum. Some universities relied on adaptations of the Relative Funding Model to give an indirect costing.

Under the Relative Funding Model, education courses are weighted at 1.3 of the resources allocated to one of the lowest level courses – a difference of $2,062 per student from the courses of lowest cost (Table 9.1). However, the additional weighting for teacher education under the Relative Funding Model is also intended to reflect the higher number of teaching hours associated with the courses clustered in Band 2.

The extent to which the cost of the practicum is taken into account in the Relative Funding Model, or indeed, if it was

<table>
<thead>
<tr>
<th>EFTSU by Field of Study</th>
<th>Bachelor degree</th>
<th>Diploma</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial primary</td>
<td>3,228</td>
<td>130</td>
<td>3,358</td>
</tr>
<tr>
<td>Initial secondary</td>
<td>2,869</td>
<td>920</td>
<td>3,789</td>
</tr>
<tr>
<td>Initial special</td>
<td>129</td>
<td>0</td>
<td>129</td>
</tr>
<tr>
<td>Initial TAFE</td>
<td>0</td>
<td>10</td>
<td>10</td>
</tr>
<tr>
<td>Initial teacher education - general</td>
<td>1,872</td>
<td>145</td>
<td>1,972</td>
</tr>
<tr>
<td>Initial teacher education - other</td>
<td>569</td>
<td>51</td>
<td>620</td>
</tr>
<tr>
<td>Total Load (EFTSU)</td>
<td>10,483</td>
<td>1,256</td>
<td>11,739</td>
</tr>
<tr>
<td>Estimated cost of practicum per student per year ($)</td>
<td>398</td>
<td>1,593</td>
<td></td>
</tr>
<tr>
<td>TOTAL ($000 rounded)</td>
<td>4,127</td>
<td>2,000</td>
<td>6,137</td>
</tr>
</tbody>
</table>

Table 9.5  Estimated minimum cost of the practicum in initial teacher education courses in New South Wales universities, 1999

Note: This table uses the DETYA Field of Study classification to classify EFTSU by courses of study, whereas the EFTSU by discipline reflects students undertaking units of study classified as Education.

Source: DETYA Higher Education Statistics.
taken into account at all when the model was developed, is not clear. The existing Relative Funding Model weights industry placements at 0.2 of an EFTSU, but specifically excludes from this category placements that are supervised by the university, such as in teacher education or nursing.

In *Identifying the Challenges*[^240], the deans of education describe a range of strategies that they employ to meet the costs of the practicum from their budgets. Recognising the practicum as an academic subject is a common strategy to help offset the additional costs. Most deans of education report the need to cross-subsidise the practicum from teaching resources through reducing class time or student/staff ratios. The dean of an education faculty indicated to the Review that a strong motivation for extending a graduate training course from one to two years was to spread the costs of the practicum over a longer period.

Unfortunately, these responses appear to be driven more by costs than educational considerations. Even though the cost of the practicum to the universities is only six to eight per cent of the total cost of a course, it is seen as expensive.

Additionally, certain cost elements are relatively inflexible. The payment of supervision allowances to individual teachers under the *Australian Higher Education Practice Teaching Supervision Award* is a significant cost associated with the practicum. While a relatively small amount of money, the supervision allowance has, at least in theory, two important functions:

- to recognise the skills and input of the supervising teacher
- to give education faculties a role in the selection of on-site supervisors.

In reality, universities often have to accept what they can get, rather than be assured of finding places where best practice occurs.

If a way is found to rationalise the costs of the supervision allowance, it is important that mechanisms be put in place to acknowledge both of these functions in some other way. That is, the role of the supervising teacher should be recognised and education faculties should retain some control over who is appointed to supervise their students.

Elsewhere, the Report proposes that schools be accredited to perform this task, and the supervising teachers be specially prepared for their role. These should involve university-school conjoint appointments to support the practicum.

In the early 1990s, the Commonwealth Government offered to re-direct the funding provided to universities for the payment of supervising teachers to a permanent teacher professional development fund if senior teachers would take on the role of practicum supervision. In the context of award restructuring, discussions were initiated with employers and teacher unions about including the supervision of student teachers in the duties of the new Advanced Skills Teacher classification. This would have removed the requirement to pay the supervision allowance and thereby free up the money for professional development. In its 1992 Policy Statement, *Teaching Counts*, the Commonwealth Government estimated the total cost of the practicum to be $15 million per year – less than five per cent of total national expenditure on initial teacher education which was estimated as $308 million in 1992. However, in the supporting documents, the then Department of Employment, Education and Training did not explain how the estimates were derived[^241].

Only Victoria took up the Commonwealth’s offer and practicum supervision was included in the duties of Advanced Skills Teachers. Teachers employed by other authorities continued to be eligible for the supervision allowance. Advanced Skills Teachers in Victoria, now known as ‘Leading Teachers’, continue to be exempt from the *Award* and are therefore not paid for supervising the practicum.

No evidence has been found of the Commonwealth following through the implementation of this initiative by either withdrawing the pro-rata funding allocated for the payment of supervising teachers in Victoria, or establishing a teacher professional development fund specific to that State. The money involved would have been in the order of $4.5 million a year[^242].

The Advanced Skills Teacher was not a particularly

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successful model in New South Wales or elsewhere. Alternatives should be considered. The Review identified more flexible approaches by some universities for engaging these resources to pay for the staff development of supervising teachers. The Australian Higher Education Practice Teaching Supervision Award should be reviewed and amended to enable, where agreed by the parties, adoption of such approaches.

Structured industry placements are now recognised as an important element of professional training in many fields of study. The practicum remains one of the most valuable elements of teacher education courses, yet it is given lower funding priority than other components of a teacher education course by universities. Consequently, the period of time teacher education students spend in schools is less than the best practice standards recommended for teacher education and well below the average for other professions.

The issue of professional experience is so fundamental to the success of teacher education that other models should be tried jointly by the profession, the universities and employers. As noted previously, the majority of costs associated with the practicum are fixed so there is little opportunity for savings to be made. As the major funding provider for initial teacher education, the Commonwealth Government has a responsibility to fund the professional experience component of teacher education adequately in its operating grants to universities.

Universities should consider a fundamental re-allocation of priorities and resources of their teacher education courses to give proper attention to the professional experiences component, including requiring university staff to spend more of their instructional time in schools.

The difficulty with providing State funds for these activities raised earlier could be overcome by directing contributions from employers towards raising the quality of school level support for professional experience. Only through providing resources to these components can the State achieve any real control over the amount and quality of the field experience provided to teachers.

**Review of the relative costs of research training and teaching**

The Commonwealth has commissioned KPMG Consultants to undertake a review to determine the relative costs of research training and teaching and to explore options for developing a new funding model for higher education.\(^{243}\)

The review’s relative cost methodology involves the following steps:

- identifying factors influencing the costs of teaching and research training
- identifying the costs of teaching and research training on the basis of field and method of study
- establishing relative costs within current funding allocations
- producing sector-wide costing averages
- assigning weights with respect to publicly funded research and non-research student places.

It is time this important area is revisited and due recognition given to the fact that the relative costs of university courses have changed over the decade since the original model was developed. The Review acknowledges that professional experience is a high cost activity for universities. The impact of structured industry placements on the cost relativities in higher education will also be examined. The KPMG consultants note in a background paper:

> With the growth in and emphasis placed on such forms of practical preparation, it is possible that the costs of establishment, management and supervision of placements may have moved relative to on-campus modes of study.\(^ {244}\)

The review is to report later this year. It offers an opportunity to consider fully the special requirements of new approaches to educating teachers. If the Commonwealth is prepared to acknowledge the high cost of professional experience and takes this factor into account in determining its future operating grants, this should assist moves to make teacher education more closely related to the real work of teachers.

\(^{243}\) KPMG, Review of relative costs of research training and teaching, Background paper no. 2.

\(^{244}\) KPMG, Review of relative costs of research training and teaching, Background paper no. 2.
9.6 The impact of Commonwealth policies

Commonwealth policy initiatives in higher education

The Commonwealth Government’s introduction of a system of block funding to universities in 1988 and the Higher Education Contribution Scheme (HECS) in the early 1990s have had major impacts on teacher education. The Ministerial Advisory Council on the Quality of Teaching (MACQT) report, *Identifying the Challenges*, highlighted the impact of Commonwealth higher education policies on teacher education courses in New South Wales. The report noted in particular the influence of:

- the Higher Education Contribution Scheme which required teachers for the first time ever to make a contribution to the cost of their course
- the introduction of fees for postgraduate courses, which caused a marked drop in the number of teachers wishing to pursue such courses
- unfunded salary increases for university staff, which caused a greater emphasis on lower cost staff and increases in staff student ratios
- the five per cent cut to base operating grants for universities which caused a re-focusing of priorities, often to the detriment of teacher education.

Academic staff

The number of equivalent full-time academic staff in education faculties in New South Wales has fallen from 981 to 825, or 16 per cent, between 1994 and 1998. However, the decline has not been uniform across universities. Education faculties at Newcastle, Southern Cross, and Sydney universities have experienced the most dramatic reductions of 48, 44 and 32 per cent respectively. The changes in academic staff in teacher education are shown in Table 9.6.

<table>
<thead>
<tr>
<th>Academic staff* (FTE) employed in Education, New South Wales, 1994 and 1998</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1994</strong></td>
</tr>
<tr>
<td>Avondale College</td>
</tr>
<tr>
<td>Charles Sturt</td>
</tr>
<tr>
<td>Macquarie University</td>
</tr>
<tr>
<td>Southern Cross</td>
</tr>
<tr>
<td>New England</td>
</tr>
<tr>
<td>UNSW</td>
</tr>
<tr>
<td>Newcastle</td>
</tr>
<tr>
<td>Sydney</td>
</tr>
<tr>
<td>UTS</td>
</tr>
<tr>
<td>UWS</td>
</tr>
<tr>
<td>Wollongong</td>
</tr>
<tr>
<td><strong>New South Wales</strong></td>
</tr>
</tbody>
</table>

*FTE: Full Time equivalent

Sources: DEET Selected Higher Education Staff Statistics, 1994; DETYA Selected Staff Higher Education Statistics, 1998

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### Table 9.7 Changes in student/staff ratios in Education, 1994 and 1998, by institution

<table>
<thead>
<tr>
<th>Institution</th>
<th>1994</th>
<th>1998</th>
<th>Change (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Avondale College</td>
<td>10.0</td>
<td>8.7</td>
<td>-13</td>
</tr>
<tr>
<td>Charles Sturt</td>
<td>19.5</td>
<td>23.9</td>
<td>23</td>
</tr>
<tr>
<td>Macquarie University</td>
<td>18.0</td>
<td>24.8</td>
<td>38</td>
</tr>
<tr>
<td>Southern Cross</td>
<td>22.7</td>
<td>24.3</td>
<td>7</td>
</tr>
<tr>
<td>New England</td>
<td>15.9</td>
<td>23.1</td>
<td>46</td>
</tr>
<tr>
<td>UNSW</td>
<td>15.1</td>
<td>11.0</td>
<td>-27</td>
</tr>
<tr>
<td>Newcastle</td>
<td>18.2</td>
<td>25.7</td>
<td>41</td>
</tr>
<tr>
<td>Sydney</td>
<td>10.3</td>
<td>10.9</td>
<td>6</td>
</tr>
<tr>
<td>UTS</td>
<td>13.9</td>
<td>10.6</td>
<td>-24</td>
</tr>
<tr>
<td>UWS</td>
<td>19.8</td>
<td>26.2</td>
<td>32</td>
</tr>
<tr>
<td>Wollongong</td>
<td>17.0</td>
<td>16.5</td>
<td>-3</td>
</tr>
<tr>
<td><strong>New South Wales</strong></td>
<td>15.9</td>
<td>17.8</td>
<td>12</td>
</tr>
</tbody>
</table>

Note: Refers to FTE for full-time and fractional full-time staff, including casual staff, excluding TAFE for Activity in the Academic Organisational Unit of Education. (Apparent variations in data from some universities are due to organisational changes involving re-allocation of staff between schools and faculties).


### Student/staff ratios

Reductions in staffing should be considered in the context of total student numbers, as student/staff ratios are one indicator of course quality. In 1998 the average student/staff ratio in education in New South Wales institutions was 17.7 students per full-time staff member compared to 14.8 students in 1994. As illustrated in Table 9.7, student/staff ratios have increased in all institutions since 1994; however, there is considerable variation in ratios between institutions.

The University of Sydney and the University of New South Wales have the lowest student/staff ratios, 11.1 and 11.6 students per staff member respectively. The universities with the highest ratios are Charles Sturt (23.2), Macquarie (24.0), Southern Cross (23.9), New England (22.3), Newcastle (25.6) and Western Sydney (26.3).

The size of the formal program may have something to do with variation amongst the remaining universities. Small programs tend to have low staff-student ratios and high cost per student.

The staff referred to are full-time, fractional full-time and casual staff with a ‘teaching only’ function or with a ‘teaching and research’ function. In other words, they are academic staff, not administrative staff. Casual staff are included in these statistics. As the proportion of time spent on research is not specified, the student/staff ratios need to be treated with caution. For example, universities which have a high research output in education such as the University of New South Wales may have full-time academic staff who undertake only a small amount of teaching. Yet these staff would be counted in the student/staff ratio as if they were engaged in teaching full-time.

This could lower the student/staff ratio in institutions with a high research output. Yet, it is hard to explain why universities would have a high research output without it being reflected in the number of people being trained either at undergraduate or graduate level.

### Casual staff

Casual staff have always featured in academic staffing profiles because of the role they play in delivering tutorials. Across New South Wales universities, an average of 17 per cent of all academic staff are employed on a casual basis. In teacher education, the proportion of staff
who are casual is generally higher, at an average of 23 per cent for universities. The Ministerial Advisory Council on the Quality of Teaching report suggests that the quality of course delivery suffers if too many casual staff are employed in major teaching roles such as lecturing, student assessment, and coordination and supervision of the practicum. There is considerable variation between universities in the proportion of total teacher Education academics who are employed on a casual basis.

Seven universities of the eleven are at or below the State average of 23 per cent for casual staff as a proportion of all academic staff in teacher education. Four universities are well above the State average of their employment of casual staff in teacher education – Southern Cross University (30 per cent), University of Wollongong (39 per cent), University of Technology, Sydney (44 per cent) and the University of New South Wales (46 per cent). A comparison between the proportion of casual staff employed in the rest of the university (Figure 9.2) with that in education suggests that the extent of casual employment in Education reflects the specific circumstances of these teacher education faculties rather than any university-wide industrial agreements. For example, in four universities, the proportion of all staff employed on a casual basis in teacher education is lower than in the rest of the university (Charles Sturt, New England, Newcastle and the University of Western Sydney – disregarding the anomalous data for Macquarie). In the remaining institutions, the proportion of all staff employed on a casual basis in teacher education is higher than for the rest of the university (Avondale, Southern Cross, University of New South Wales, Sydney, University of Technology, Sydney and Wollongong).

In general, those institutions with the lowest proportion of casual staff have the highest student/staff ratios in education (Table 9.7). The exception is Southern Cross University which has both a higher than average proportion of casual staff and high student staff ratios. A comparison between the proportion of casual staff employed in the rest of the university (Figure 9.2) with that in Education suggests that the extent of casual employment in Education reflects the specific circumstances of these teacher education faculties rather than any university-wide industrial agreements. In five universities, the proportion of all staff employed on a casual basis in teacher education is lower than in the rest of the university (Charles Sturt, Macquarie, New England, Newcastle and the University of Western Sydney). In the remaining
institutions, the proportion of all staff employed on a
casual basis in Education is higher than for the rest of the
university (Avondale, Southern Cross, University of New
South Wales, Sydney, University of Technology, Sydney
and Wollongong).

The most marked difference between Education and other
faculties is at the University of New South Wales where
the proportion of staff who are casual in Education is
almost four times as great as the rest of the University.
The fact that four of the institutions (Avondale, University
of New South Wales, Sydney, and Wollongong) have
below average student/staff ratios could mean that lower
ratios can only be funded through savings generated by
employing more academic staff on a casual basis. The
teacher education staffing profile can also be distorted
where casual staff are employed only to supervise the
practicum and they are not counted because they neither
teach nor conduct research.

It would be obviously a concern to the State that a
university can in effect make important cost savings
without the major employer, or indeed any employer,
knowing whether quality is being maintained, or the course
is still being taught effectively.

Implications for the State

In summary, the consequences of the Commonwealth’s
higher education policies for teacher education courses are:

- a decline in student load as a proportion of all
  higher education load
- a reduction in the number of students enrolled
- an increase in student/teaching staff ratios and an
  increase in the number of casual staff employed in
  academic roles
- pressure on the quality of teacher education programs
  in terms of both content and practical experience
- an inability for teacher education to occur anywhere
  but in a university.

These are all tangible effects. In addition, attention has
been drawn to a series of intangible effects such as:

- lack of appropriate professional experience in courses
- loss of important links with schools
- too little emphasis on excellence and best practice
- few joint appointments between universities and
  employers.

The relatively poor state of teacher education courses in
New South Wales and their rather tenuous relationships to
the needs of employers may not necessarily be the direct
result of a policy decision by the Federal Government. The
problems have arisen as a result of a series of decisions
made by university administrators, at least with tacit
Commonwealth approval, based on factors such as:

- patterns of demand for places from potential
  students, which are influenced by the imposition of
  the Higher Education Contribution Scheme and
  full fees for graduate education
- the relative cost to the university of places in
  teacher education compared with other fields of
  study
- a university historical funding profile
- loss of close links between university staff from the
disciplines and schools.

The accumulated decisions of individual universities in
response to these factors have affected both the distribution
of teacher education places in the State and the quality of
teacher education courses. The State must be more actively
involved in these resource decisions if the decline is to be
addressed adequately.

9.7 Related Commonwealth policies
that affect teacher education

The Commonwealth has been very much a disinterested
partner in the field of teacher education, in spite of its
funding responsibilities for higher education, and the
significant resources it provides to both non-government
schools and State systems. Its commitment to teacher
professional development programs has declined steadily
over the past 25 years, as discussed below, and there has
never been any discernible link between professional
development funding and resources put into teacher
education in universities.

Professional development programs

In 1974, the Karmel Committee recommended the
introduction of a professional development program for
teachers and the establishment of Commonwealth-funded
education centres to support teacher-initiated professional development.

A review by the Commonwealth Schools Commission in 1983 found that the professional program accounted for no more than 20 per cent of total outlays on teacher professional development by government and non-government school systems. By 1985, the professional development program was reduced to one-third of its original level and was gradually phased out. The Education Centres program was progressively cut back during the 1980s and abolished in 1996. Given such centres have flourished elsewhere it is difficult to explain why those in Australia have closed.

In 1993, the then Commonwealth Minister for Employment, Education and Training, the Honourable Kim Beazley MP, produced a policy statement on teacher education called Teaching Counts. The policy statement upheld the central role of both the university and the practicum in teacher education and announced a national professional development program for teachers with funding of $20 million per year from 1994 to 1996.

Program priorities included providing teachers with opportunities to renew their knowledge of their subject disciplines as well as funding national teacher forums. Funding was project-based and the Minister approved all grants under the program which finished in 1996.

It is understandable that these ad hoc programs lose momentum and no longer gain funds because they are not tied directly to mainstream teacher education activities either in schools or universities. They are put forward because the formal system is failing and they are too little to be much help. In addition, there is no professional body to ensure momentum is maintained.

In Teaching Counts, the Commonwealth also introduced the Quality Schooling Program with funding of $5.7 million over three years.

The Quality Schooling Program provided assistance for projects in areas such as school leadership, school organisation and student welfare. In 1999, the Commonwealth provided funding of $76 million over three years for a Quality Teacher Program under its Quality Outcomes Program. The funding is to be directed to strategic projects related to teacher professional development. Again, there is no professional organisation to ensure that these funds are spent to their best effect. Employer needs in this context are not necessarily the same as professional needs, and if the desired outcome is genuine teacher development, then it is the profession that should advise on priorities.

Overall, Commonwealth involvement in teacher professional development has been short-term and a small proportion of total outlays in this area. The main responsibility for professional development rests with the employers of teachers, the State government and the non-government schools. Any deficiencies in the initial training of teachers must be addressed at this level, because the State government has no capacity to ensure that the outcomes of initial teacher education courses are adequate to meet the professional demands of today’s schools.

Currently, there is a variety of State-level provision for professional development. Some $114 million in funds was provided in 1999-2000 for professional development related activities in government schools. These funds include funding direct to schools, funding for district and statewide training programs, and salaries of district and state office staff involved in program delivery and design.

Of the dedicated Department of Education and Training’s Training and Development Directorate budget of $20 million, some $4.8 million is spent on teacher relief, leaving only $15.2 million to develop and deliver programs for teachers.

The State Government also provided significant cross-sectoral funding to enable the implementation of the reform of the Higher School Certificate.

Catholic systemic schools are also provided with significant funds for training and development. Based on an extrapolation of average per teacher funding levels within the Lismore and Parramatta Diocese, it is estimated that approximately $17 million is allocated to training and development in that system. This represents an estimate only as each Diocese is free to determine how the various State, Commonwealth and systemic resources available to it are allocated.

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248 Kim Beazley, Teaching counts.
249 Kim Beazley, Teaching counts.
The Association of Independent Schools also provides significant training and development opportunities for schools and teachers on a cost recovery basis. The Review was informed that the extent of these activities is growing at around 30 per cent per year.

As a consequence of the expansion of Commonwealth funding in the non-government school sector, there has been an expansion of training and development bureaucracies in some Catholic Diocesan Offices and in the Association of Independent Schools. Many of these activities are funded by employers, schools and teachers themselves on a cost recovery basis. They represent, once again, a philosophy of ‘what can be done for teachers’, rather than one which enables teachers to adopt a professional view of their own development needs.

Although the management review into the New South Wales Education Portfolio in 1990 by Brian Scott proposed that professional teaching organisations should have a greater role in the provision of professional development, their capacity to contribute to training and development remains relatively limited. Nevertheless, despite their limited resources, the individual subject associations made substantial contributions to the implementation of the reform of the Higher School Certificate and School Certificate, a welcome utilisation of their expertise and a valuable professional input.

9.8 Private school funding

A key issue affecting the supply of teachers in government schools is the high level of transfer of teachers from government to non-government schools. The non-government school system is able to recruit teachers after they have had a few years of experience in the government system or can take their pick of the very best young graduates. Practices which allow only what is essentially a one-way flow of teachers between systems should be questioned.

The government school system is, in a very real sense, the ‘well’ from which teachers for all schools are drawn. The Department of Education and Training, therefore, bears the major costs of new teacher induction and is responsible for delivering the bulk of on-the-job learning that new teachers require during their early years. The important issue is that the training ground obligations of the State sector should be acknowledged and funded from non-State sources. There is a strong case for an employer who engages a teacher from a State school to pay a ‘training fee’ or at least for the Commonwealth to do so on their behalf.

Government schools in New South Wales employed 50,108 teaching staff in 1999, an increase of 705 or one per cent from 1997. Non-government schools in New South Wales had the equivalent of 21,733 full-time teaching staff in 1999, an increase of 1,329 or seven per cent over 1997.

The strongest enrolment growth in non-government schools is at the secondary level, where future shortages are predicted. As the difficult-to-staff schools are overwhelmingly in the government system, the Commonwealth government should acknowledge the effect of movement of teachers between the sectors. Non-government schools are free to operate in the most desirable locations and generally do not serve low socio-economic communities or where they do their populations are not representative of all sectors of the community. These ‘free-rider’ schools therefore benefit disproportionately from teachers who have been inducted by the government school system. Again, there is a strong case for the State employer to receive some recompense.

The Commonwealth Government is the major provider of funding to non-government schools. As shown in Table 9.9, the Commonwealth government is providing $2.6 billion to non-government schools in the year 2000, amounting to 62 per cent of all Commonwealth schools outlays. Non-government schools currently account for 30 per cent of school enrolments in Australia.

Commonwealth resources for non-government schools will increase steadily over the next four years. Due to the Enrolment Benchmark Adjustment (EBA), the cost of new places in non-government schools will be met largely from cuts to Commonwealth recurrent funding for State schools, without any account being taken of the teacher training role of State schools on behalf of the non-government school sector. A system is needed so that all schools can flourish and that the distribution of funds from whatever source, Commonwealth or State, is provided in a fair and

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equitable manner, taking into account the full cost of educating teachers in the State.

9.9 Supporting effective induction

As discussed in chapter 5, new teachers, parents, teacher educators and employers all emphasised in advice to the Review the importance of sound induction. Yet because the task falls between the resources needed to graduate a student and the resources an employer has to give up if the new teacher does not take a full load while being inducted, too little is spent on this important activity. The Commonwealth, the States, the universities, employers and unions must address this issue so that there are resources to give new teachers a fair start to their professional career.

If the resource implications are too great then teachers may well need to consider partial funding of the scheme. New entrants to the profession might be served better by forgoing part of their salary in order to commence on a reduced load. The reduction in salary need not be borne in the first year alone. The salary forgone could be amortised across, for instance, the first three years of teaching. This would not be the first time that teachers have traded-off salary for conditions. This was the case in the 1980s when teachers fought so hard for reduced class sizes.

Nonetheless, a commitment from teachers to induction in this way would need to be matched by employers so that the induction provides beginning teachers with effective support and mentoring so that they are able to build on their pre-service preparation.

9.10 Issues requiring attention

Since the transfer of responsibility for teacher education from the States to the Commonwealth more than thirty years ago there has been a steady diminution of the State Government’s ability to act in this important area. The States have now limited capacity to effect supply and even less to impact on quality. In fact, unless major reforms are introduced, as the level of supply decreases, so too will quality. At the Commonwealth level, teacher education is seen merely as one of many competing priorities in the higher education sector. Even with the Commonwealth Government’s higher education policies determining the overall level of university operating grants, and the capacity of universities to raise money from other sources, universities remain at arm’s length from the influence of government.

State needs

The constitutional responsibility of the State Government to provide an effective school education system depends largely on the quality and standards of its teachers. Yet there is diminishing confidence in the commitment and capacity of universities to produce sufficient graduates with the professional skills and attributes required of a teacher in the 21st century.

Such concerns are not limited to teacher education. The New South Wales Department of Health expresses similar views about its inability to influence the supply of nurses. Although a 1994 agreement proposed that universities would prepare 2,100 nurses per annum, there was a cumulative shortfall of 1,409 over the four-year period 1994–1997. This shortfall occurred despite a 1994 review of nurse education proposing appropriate planning committees to advise on the needs of the nursing workforce at the state and national levels.

During the Review discussions were held with the Department of Health on the nature of workforce planning since the transfer of responsibility for nurse education to the Commonwealth. The fact that universities were taking

<table>
<thead>
<tr>
<th></th>
<th>1997</th>
<th>1998</th>
<th>Difference</th>
<th>Change (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government</td>
<td>49,403</td>
<td>50,108</td>
<td>705</td>
<td>1</td>
</tr>
<tr>
<td>Non-government</td>
<td>20,404</td>
<td>21,733</td>
<td>1,329</td>
<td>7</td>
</tr>
</tbody>
</table>
Table 9.9 Commonwealth schools expenditure 2000, ($m)

<table>
<thead>
<tr>
<th>Type of program</th>
<th>Government schools $ million</th>
<th>Non-government $ million</th>
<th>Joint programs $ million</th>
<th>Total $ million</th>
<th>Distribution (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Recurrent Grants Program</td>
<td>1,114</td>
<td>2,451</td>
<td></td>
<td>3,569</td>
<td>83</td>
</tr>
<tr>
<td>Capital Grants Program</td>
<td>220</td>
<td>86</td>
<td>-</td>
<td>306</td>
<td>7</td>
</tr>
<tr>
<td>Other Targeted Programs</td>
<td>268</td>
<td>133</td>
<td>23</td>
<td>425</td>
<td>10</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1,602</strong></td>
<td><strong>2,674</strong></td>
<td><strong>23</strong></td>
<td><strong>4,300</strong></td>
<td><strong>100</strong></td>
</tr>
<tr>
<td>Distribution (%)</td>
<td>37</td>
<td>62</td>
<td>1</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>


significantly fewer students into nursing than would be required to meet the original targets is creating supply problems.

As is the case for teaching, there is concern about a widening gap between universities and the Department of Health. This is leading to some ambivalence about respective roles and expectations regarding the preparation of nurses. The lack of clinical relevance in some degree programs acted against ease of entry into work. In addition, factors such as increasing casualisation of the workplace, mobility between the public and private sectors, and movement of nurses from New South Wales to interstate and overseas have created problems which have parallels in the teaching arena.

Managing supply

If New South Wales had retained responsibility for the training of teachers, would the State be facing the quality and supply issues it does today?

For example, would all the institutions training teachers in 1974 still be training them? Essentially they are still involved in teacher preparation, yet the number of people commencing teacher education each year has declined from 8,740 in 1975 to a more or less steady rate of 5,900, or some 2,800 fewer teachers, in the year 2000.

Additionally, while there are sufficient teacher education places overall, there is undersupply in early childhood and some areas of secondary and oversupply in primary. The State has no direct mechanism to address this imbalance.

There is a case for a national view to be taken of teacher education provision. Instead of all universities trying to provide the widest possible range of courses, the quality of teacher education in fields where the numbers are small might be improved by requiring only one or two excellent national providers to cover the whole country, both in undergraduate and graduate education.

Resourcing and quality

A further and potentially more serious issue relates to how might the university resources transferred out of teacher education be retrieved from other fields of study to respond to the anticipated significant increase in demand for teachers, or to meet more effectively their needs for continuing education.

Under present arrangements the Commonwealth has little capacity to retrieve these resources. A solution to inject significant new funds into teacher education has little chance of success in the current climate unless the needs of teacher education become a national priority. Teacher education has major national significance, requiring special attention, strategic direction and intervention from both
State and Commonwealth Governments.

Each university in isolation, with at least tacit agreement of the Commonwealth, has largely determined the transfer of resources out of teacher education into other fields of study higher on their priority list.

Education as a percentage of all higher education load in New South Wales universities has declined from about 23 per cent in 1983 to about eleven per cent in 1999. Although this occurred at a time of rapid growth in higher education, it still resulted in a real decline of eight per cent in the number of teacher education graduates over the period\(^{251}\).

The downward trend reflects some response by the universities to the problem of over supply, particularly of primary graduates. It is not an appropriate response, however, which fully considers the changing needs of employers and specific areas of undersupply.

Additionally, expectations about teacher education have essentially stood still while the initial and continuing education provision of a wide range of other occupations has increased.

The transfer of resources out of initial teacher education occurred despite the need for resources to be directed towards assisting teachers already employed, particularly as the complexity of teachers’ work increased during the 1990s. An opportunity has been lost: to take advantage of the easing pressure on teacher numbers and shift efforts towards improving quality. Too rarely in discussion with university staff preparing teachers was quality performance and best practice the issue. Their major motivating factor is still the need to maintain numbers by ‘pushing students over the line’.

Retrospective alternative scenarios, no matter how interesting, are generally not helpful unless they illuminate a current issue. In this case, the Review believes that much greater regard should have been paid to the increased need for continuing teacher education following a period of very rapid growth in student enrolments resulting in growth in teachers employed in schools up until the 1990s. The need to preserve the teacher education share of resources was even greater when this growth was accompanied also by major curriculum changes as has been the case in New South Wales.

\(^{251}\) DETYA, Students 1999, Selected Higher Education Statistics.

School and TAFE based teacher education

Currently, there is no possibility of resources previously used for teacher education being transferred to a school system, for example to provide school-based programs for teachers. Yet, on the one hand, the costs of any inadequacies in initial preparation are met, to the extent that they are, by the employer through the provision of professional support. On the other, pressures on professional development are leading systems, often unreasonably, to require universities to include more and more within their courses.

These comments are not intended to detract from the often sound teacher and school improvement programs which are funded by both State and Federal Governments. The issue is that funding for improvement programs bears little relationship to funding provided to universities for teacher education, whether for preservice or inservice activities.

At present, the State has little capacity to increase the amount of site or school-based learning, where the instruction is given by teachers in schools or by university staff spending much more time in a clinical setting. Nor can they direct the funding to the TAFE system to support the training of teachers. For example, despite the obvious advantages of preparing technological and applied studies teachers on-site at the Coffs Harbour Educational Precinct, utilising the resources of the school, the TAFE system and Southern Cross University, there is almost no capacity to fund such arrangements except through agreement by the University to purchase services from the TAFE Institute.

Even though there are strong arguments that greater involvement of schools in the preparation of teachers might increase its relevance and provide an environment in which theory can come alive through practice, or that the TAFE system is better placed to provide a range of practical skills for teachers, universities are unlikely to give up any of their funding. This is already obvious in the way in which funding has been withdrawn from the ‘soft-touch’ practicum in order to maintain other areas of university teacher provision.

State-Commonwealth responsibilities

The current shared responsibility for funding schooling and tertiary education between the Commonwealth and the State causes significant issues for teacher education. The Commonwealth makes the most significant contribution to
non-government schools and university education. The State makes the most significant contribution to government schools and to TAFE institutions. In such a system where there is no clear demarcation, there will be forever a stand-off between the two governments about who should fund what.

Money from the Commonwealth provided to non-government schools could be used for school-based teacher education, both initial and continuing, particularly now it is clear how influential the level of teacher performance is on student outcomes. This is not done because teacher education is seen as a responsibility of the universities.

Similarly, the State money provided to government schools could also be used to improve teachers, but this occurs only to a limited extent. What is provided is ripe for cutting whenever the budget for schools becomes tight, because it is seen as a Commonwealth responsibility to fund the preparation of teachers as well as their professional development.

These factors are compounded in the education industry by the low level of responsibility assumed by employers for the continuing education of their employees. While many teachers maintain their professional growth, a culture has arisen of over-reliance on employer-provided courses. These issues were considered in chapter 5.

The lifelong learning of teachers receives insufficient attention just at a time when so much change is occurring in schools and lifelong education is an aim for all. In reality, the education sector is amongst the least effective in providing the required lifelong education for continuing effectiveness.

**Business and industry support**

A number of major business organisations took the opportunity to respond to the Review. Undoubtedly, business and industry place a high priority on education and, in particular, on how well the education system is preparing people for employment. There are many ways in which business and industry contribute to the development of educational policy and to providing opportunities for young people. This level of support, while welcome, differs from the explicit and tangible support of business for education in other countries. Large corporations in the United States are contributing millions of dollars to education. For example, the Coca-Cola Company has contributed US$100 million to education over the past decade. The company’s commitment focused on education as a means of improving the lives of others around the world. Ingrid Saunders Jones, chairperson of The Coca-Cola Foundation, encapsulated the company’s perspective on assisting teachers.

> When teachers are overwhelmed, they can lose the connection to the student,” she says. “When I was a teacher, I was startled to see how easily that could happen. What helps teachers stay connected? It’s when they have an opportunity for training. They need a place to go for motivation when they feel isolated. That’s what we support with our grants.

> Teachers do their best teaching—and kids do their best learning—when they’re connected and motivated.

Such a commitment is not unique. Many other companies are active financial supporters of education and teaching, specifically through grants to the National Board for Professional Teaching Standards, sponsorship of teaching awards including prestigious national teacher of the year awards, as well as a wide range of teacher development activities.

The agenda for change laid out in this Report is ambitious. If teaching matters, as is clearly the case, then it needs to be valued in tangible ways. Australian business and industry need to do more than talk about the importance of excellence in education. They need to demonstrate their commitment to it, and teachers need to respond in ways that emphasise quality and professionalism. As noted previously, Australian business and industry can provide assistance with start up funds for the Institute of Teachers, with proposals such as that advanced for a centre of teaching excellence by New England University, assistance with professional development, the provision of teaching fellowships and public support of awards for teaching excellence. There are many ways in which business and industry could demonstrate to teachers how they are valued. This seems an excellent place for mutual obligations to be exercised. If our society wants to be one genuinely committed to excellence as the basis for national

prosperity, support of this kind for teacher excellence would be a singularly appropriate place to start.

9.11 Conclusions and Recommendations

What the previous discussion has highlighted is the lack of careful analysis of the relationship between the resources provided, how they are applied and how they could be applied more effectively. The resourcing of teacher education therefore needs to be considered in terms of both principles and priorities.

Resourcing decisions need to address four key principles which have been prominent in the Review. They are that:

- there should be a diversity of entry pathways into teaching
- effective professional experience must be the core of initial teacher preparation
- funded courses must have a focus on teacher quality
- teachers need continually to develop throughout their working lives.

Resourcing priorities must be set with input from all parties for whom the resources are intended. There is a mixed government/non-government school system providing education to the people of New South Wales and its diversity is likely to increase. What the State needs is the best mixed system of both government and non-government schools able to apply effectively all the resources, both Commonwealth and State, that are available to prepare teachers for all schools.

Such an approach will require representatives of the State, the Commonwealth, employers and the universities to determine the most effective mechanism for meeting the needs of all schools for teachers. Currently, each university is preparing some teachers, yet none can be considered fully effective in terms of quality or meeting needs as perceived by employers.

A new approach is required in which the State, on behalf of all employers, is able to determine its total requirements both for initial and continuing education within available resources and then call for potential providers to tender to undertake the task required.

The tender documentation would specify both performance and supply requirements, the quality focus would ensure that decisions would not be dictated only by cost. Such tenders could operate for up to five years to encourage providers to apply the appropriate resources in a dedicated and on-going way, but not for so long that they can become complacent as now seems to be the case.

Such an approach would enable the State to regain a legitimate and sensible level of control needed to maintain a supply of quality teachers in schools and other educational settings. While these are long term goals, there are other pressing short term ones.

Clearly, immediate action needs to be taken to address the looming critical shortages of secondary mathematics, science, technology and languages teachers.

The possibility of a bi-lateral agreement between the State and Commonwealth to direct some higher education funding towards specific teacher education needs to be investigated. Universities could be invited to tender for the right to offer the courses. Tender documentation should require universities to adopt innovative and collaborative delivery strategies to give the courses relevance and produce quality high performing teachers.

The funded places would increase each year over the life of the contract so that the university would have continuity of intake. The current agreement between the Australian Catholic University and the New South Wales Department of Education and Training for the provision of teacher education courses for Aboriginal and Torres Strait Islander students provides a precedent for such processes.

The involvement of both the Commonwealth and the State jointly in these processes would add significant potential to broaden the scope of such activities. The State could also offer support for students entering these courses through the provision of scholarships, either to repay students the Higher Education Contribution Scheme debt or in the form of living away from home allowances. Non-government schools should also be invited to participate and contribute to any scholarship or support scheme.

A Joint Committee for managing the resourcing of teacher education and advising on needs should be established. It should involve State and Commonwealth representatives, as well as representatives of employers, the universities and the proposed Institute of Teachers. Its functions would be to determine state needs, prepare tender documentation to address these needs, recommend where funding should be applied and advise the Minister more generally on teacher education supply needs.
The advice provided on teacher supply by this committee will complement that on teacher quality provided by the Institute of Teachers. This will ensure comprehensive and independent advice to the Government.

The committee should be constituted as an expert committee, but be required to consult broadly with all parties having an interest in issues concerning teacher supply.

A further initiative to involve employers of teachers more directly in the provision of teacher education, and to develop new pathways into teaching would be for the Joint Committee to establish a system of paid training in the workplace.

Those selected on the basis of relevant background and experience could be employed as teachers-in-training in schools. Such an approach would provide an integrated process for recruitment, education, professional experience, induction and internship which might eventually lead to full employment. Formal agreements would need to be developed between employers and universities or TAFE for the delivery of such arrangements.

This approach would be similar to the system of traineeships in other fields.

In particular, the parties should encourage mature-age people, or people already with an appropriate education to apply. This is consistent with support given in advice to the Review for flexible pathways into teaching, discussed in chapter 5.

Finally, it is time that the total resources that are already applied to teacher education be brought together in a clear, open and transparent manner so that they are better used to prepare quality, high-performing teachers. The current situation cannot continue.

The special needs of teacher education in this State, which parallel those of nursing, should be addressed in a cooperative manner. It cannot be left to universities to allocate their load as they see fit, without the State being convinced that its needs are being met.

The emphasis must now be on:

- quality
- making professional experience the core of teacher education programs
- bringing together universities, other potential providers and schools as a unified system.

The actual costs of different models of teacher education should be explored, both by developing pilots of alternative approaches and by establishing the real costs of current programs.

The Relative Funding Model was a useful device when first constructed, but has now probably passed its period of usefulness. It is encouraging to see that other models are currently being explored at Commonwealth level. In the case of teaching, future models should be developed in full cooperation with the State and employers who provide professional experience so that the full costs are known.

**Recommendation 8**

That a Joint Committee on Teacher Supply be established representing the New South Wales Government, the Commonwealth Government, the employers, the universities and the Institute of Teachers to:

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

**Recommendation 9**

That the Joint Committee on Teacher Supply, in consultation with the Institute of Teachers and employers:

- determine the mechanism whereby the State’s requirements for the supply of quality teachers can be submitted to open tender from potential providers of teacher education courses
- institute a range of scholarships and paid training opportunities to attract talented young people to teaching, aimed at supporting those teaching subjects and teaching localities where supply problems are apparent
- seek advice from the universities on the design of specific courses for scholarship holders.
10. Supplying Quality Teachers

10.1 Introduction

Quality teachers must be an absolute priority for governments, employers and universities. The research of Darling-Hammond and others referred to earlier in this Report, directly linking teacher quality to student outcomes, heightens the responsibility which each shares in this regard.

A number of submissions commented on the increasing difficulty of filling permanent and casual teaching vacancies in some schools in rural, isolated, and socially disadvantaged communities. Others spoke of shortages of teachers in some secondary teaching specialisations and in the early childhood sector. The issue of how inadequate supply might be best addressed is becoming increasingly a national issue as States become further distanced from the processes of determining the number, in which fields and the quality of teachers to be trained.

Whether there are sufficient teachers being prepared to meet future demands in Australia is not clear. Deans of education, on the one hand, claim that the number is inadequate to meet future demand. Government school systems, on the other, claim an adequate overall supply with limited shortages in some secondary teaching areas.

At the same time, in advice to the Review, employers spoke of shortages of qualified early childhood teachers, submissions from non-government school systems spoke of a teacher shortage253, and many advertisements for teaching vacancies in government schools appear in the weekend newspapers.

The question of more closely matching supply and demand is important given the long lead time normally required to prepare teachers by the university route. Employers, when faced with shortages in the past, become extremely ‘ingenious’ at using methods such as interstate and overseas recruitment and quick courses of preparation to enhance supply.

Over recent decades there have been cycles of over and under supply and in a profession as large as teaching this will always apply. At present, there are elements of both.

There are too many primary teachers being prepared unless it can be seen as an effective preparation for other work and insufficient numbers of early childhood and secondary teachers in some teaching specialisations.

While the Review is aware that many previous attempts to develop human resource planning projections for teachers have been inaccurate, this does not mean that the State should adopt a laissez-faire approach. If employers were more closely engaged with the process to determine the number, fields and quality expectations of teachers required for New South Wales, a better match should result.

An oversupply is less of a problem than an undersupply of quality teachers in important areas. Increasingly, people trained as teachers find fulfilling careers outside teaching and form a pool to be tapped when shortages appear, although there is some doubt that this is effective.

Several comments about how personally difficult it was for many recent graduates of primary courses to find work as teachers were received. These were often expressed in terms of unfulfilled desires and expectations: disappointment at not finding the kind of work for which they were prepared.

Many appear prepared to work for long periods as casual or contract teachers in the hope of gaining permanent employment in the education sector, an often demoralising business. Unless casual or contract teaching can be made a worthwhile professional career in itself, such teachers would be better-off taking the initiative to secure a job outside teaching. Placing newly trained teachers and others returning to employment on a waiting list is an unkind approach, delaying them from finding other equally fulfilling jobs, in the vain hope of a teaching position becoming available. This approach has a similar effect to that of the former wool stockpile, distorting the market and compromising quality.

Responding to questions about teacher supply in general, and quality teacher supply specifically, is of critical importance. The effects of inadequate teacher supply go beyond the immediate concerns of unfilled teaching positions. The issues of teacher supply and teacher quality

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253 Submission 20.
are inter-dependent and cannot be separated. Too often each is treated in isolation, with the one compromising the other. When the chips are down, it is supply rather than quality that wins the day, to the detriment of students in schools. Attention was drawn to examples internationally, and this situation clearly obtains in New South Wales, that where there are insufficient numbers of teachers to fill vacancies, the quality of teachers appointed to schools declines. The standard is not the quality of the teacher: the standard is the size of the class.

Less well known are the effects of a lowering of teacher quality on teacher supply. Again, experiences overseas have shown that when qualifications and requirements for teachers have been raised, the attractiveness of teaching as a career has increased and supply concerns have abated.

The standard must become the performance ability of the teacher, not the size of the class or the ratio of students per teacher, and the providers of teacher education courses must make it their top priority to prepare sufficient numbers of quality teachers. If the universities are unable to do so, then other forms of teacher education should be explored.

The evidence indicates that approaches to teacher supply in New South Wales must be re-defined in terms of the supply of quality teachers who meet predetermined standards. Little attention has been given to this priority in Australia, whereas in the United States it has become the focus of a national report comparing the progress of individual states towards raising the quality of teachers. The report provides an audit of the qualifications and experience of the teaching force, the qualifications and standards required by states and the priority they give to the continuing development of teachers either through the provision of courses or the rewards attached to quality.

Internationally, demand for teachers is increasing. This is likely to be fuelled in the future by:

- a steady increase in the size of the school-age population. In Australia the annual rate of increase has been estimated at 2.5 per cent.
- increased demand for education as more people stay on in education and training for longer periods of their lives and the concept of lifelong learning bites harder
- the general ageing of the current teaching service with potentially higher rates of retirement. The average age of the current teaching force in New South Wales is approximately 43
- a reduction of class sizes in some countries, for example, in Japan from 40 to 30.

In New South Wales, where government schools are currently staffed so that no class in the upper primary and lower secondary school need exceed 30, with smaller classes in lower primary and post-compulsory years. Class size is unlikely to reduce much below these levels except in areas of special needs.

In some countries, for example in the United States, the short-term outlook is approaching critical proportions. Reports from the United States indicate that: …[s]chools must hire an estimated 2.2 million new teachers over the next decade due to increasing enrollments, the retirement of approximately half our current teaching force, and high attrition rates.

There is no reason to believe that demand patterns in Australia will be different from other developed countries such as the United Kingdom and United States. Although these factors are unlikely to impact significantly on teacher demand in the short term, they will have long term consequences as demand overtakes existing supply. Without fundamental changes in policy direction in Australia, these shortages can only be met as they have in the past by strategies that compromise the quality of teachers and hence teaching in schools.

As noted previously, the extent of teacher demand is an increasing source of tension between those responsible for preparing teachers, the deans of education, and those responsible for providing a teacher in every class, without the embarrassment of over-supply, the employers of teachers. On the one hand, deans of education are perceived as overstating supply problems, while on the other employers seldom comment except in the broadest terms on shortages. The normal response to the deans is that they overstate the case for shortage out of self-interest. The number of people who undertake teacher education

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255 MCEETYA, School Teacher Demand and Supply: Primary and Secondary, prepared by the CESCEO National Teacher Supply and Demand Working Party, May 1999.
courses or education-related courses is not of itself a matter of concern to the Review, provided enough are prepared of acceptable quality to meet employer needs. This parallels the situation in law where there are almost as many people now undertaking law courses as the total number engaged in legal practice. Employer needs in law are well and truly being met.

Of considerable concern was the difficulty of ascertaining authoritative data about quality and supply. The issue of availability and reliability of information about the skills, quality and characteristics of teachers in government and non-government schools must be addressed. As noted in chapter 5, no system currently holds up-to-date data on the quality of its workforce in an electronic form. The urgent need for a census of all teachers to provide information on their qualifications and experience is apparent.

If the quality of teachers is important, then it should be a central focus of system planning. Schools and school systems therefore need to build the capacity to research, analyse and report on questions concerning the quality of teachers they employ.

The New South Wales Department of Education and Training could build this capacity into the new Enterprise Resource Planning system it is seeking to introduce over the next few years. It is essential that this system has the capacity to provide for rapid analysis of teacher quality issues.

Even though teachers may be reluctant to provide such information, it is in their interest to support analysis of teaching qualifications and skills. This will allow a better understanding of their developmental needs, and will assist employers to know the full range of skills they can draw on in a school and where shortfalls are apparent.

Recommendation 1 foreshadowed an expectation that the proposed Institute of Teachers would report to the Minister on the quality, qualifications and experience of teachers in this State. This practice of collecting information existed in government schools under the former staffing report processes. Even though the capacity to collect and analyse the data electronically did not exist at the time, the information was collected twice each year. The discontinuation of the data collection suggests that teacher quality has not been a major focus in planning.

Both government and non-government schools should be required to provide information to the proposed Institute of Teachers on the qualifications of teachers and their relevance to the classes and subjects taught. The Institute should publish aggregated information in its annual report.

10.2 Teacher supply and demand

Managing and monitoring the supply of teachers to schools is becoming an increasingly complex task. Currently, schools in New South Wales recruit teachers from a variety of sources, including:

- teacher education graduates of New South Wales universities employed on graduation
- recent university teacher education graduates after a period of teaching on a casual basis or alternative employment
- overseas and interstate trained teachers, either with or without previous teaching employment experience
- teachers returning to employment after a period of alternative employment, study, or parenting
- graduates from a range of sources, particularly where demand is high and supply is weak.

Although government schools only employ graduates of approved courses of teacher education, non-government schools may also employ teachers with partial or no professional teaching preparation. In some cases their employment may be on a reduced teaching and salary load while they complete a course of professional preparation. In other cases, employers may require the teacher to complete a professional program in their own time. Others will not necessarily be required to obtain any teaching qualifications.

The most reliable information about the supply of teachers in New South Wales is available only for the first of the above sources of supply. The Department of Education and Training surveys New South Wales universities annually to determine the number and subject specialisations of students expected to graduate in that year.

Deans of education, through the Australian Council of Deans of Education, also monitor teacher supply through the collection of annual projections of the numbers primary and secondary teachers expected to complete courses within the next five years.
Other New South Wales-sourced supply information is available from a database of teachers seeking employment in government schools. This database, or ‘waiting list’, contains information about the number, qualifications, teaching specialisations and employment preferences of teachers who have applied for employment with the Department of Education and Training. It does not differentiate between teachers from the last four supply categories identified above.

Supply information is also available from the Commonwealth Department of Education, Training and Youth Affairs (DETYA) Higher Education Collections and Australian Bureau of Statistics (ABS) census data. This information is collected for other purposes and is therefore less useful in projections of teacher supply and demand.

It is interesting to note that data arising from the 1996 Australian Bureau of Statistics census indicate that in New South Wales 22.4 per cent of the approximately 100,000 people who recorded a teaching degree as their highest qualification were not in the labour force. Of those aged under 65 years this represented 18 per cent of those trained to teach in primary schools and 13 per cent of those trained for teaching in secondary schools.

Apart from these sources of data, there is little other than anecdotal information, which arises from the process of staffing schools, relating to the supply of teachers.

Data on expected course completions have been collected for the past ten years. These data are collected mid-year as a guide to the number of students expected to graduate. They allow broad trends in supply to be mapped. Figures 10.1 and 10.2 refer to the numbers of expected graduates with particular teaching specialisations nominated by universities.

In particular, it should be noted that the graphs for the secondary area do not represent the total number of teachers, rather an estimate of teachers with particular specialisations, for example, in mathematics or science. Some may have several specialisations.

The greatest variability in the supply of teachers evident in these graphs is more a function of changes in the way teachers are prepared than considered decisions by universities to reduce or increase the number undergoing training. For example, the decision by some universities to increase the length of courses from three to four years created a short-term reduction in supply in the early 1990s. These sharp changes were a result of decisions made some four to five years prior to the effect.

This change from three to four years did not consider adequately the implications for resourcing, especially the resources needed in areas of teaching outside universities, such as those for developing professional experience. They were not applied to induction, or even reserved for use later in a teacher’s career. This matter has now been resolved in that the norm is four years of pre-service preparation, but it is as an example of the application of resources without due regard necessarily to their best use.

Of particular significance in these figures are the trends apparent in the numbers of mathematics, science and technology teachers: known areas of shortage (Figure 10.3). All three areas currently show a reduction in supply from the peak in 1993-94. The numbers of teachers being prepared in each case is relatively small, when compared with the total number of teachers in training. Thus, small changes like a decision by an individual university to increase or decrease the size of the cohort, to offer or to discontinue a course greatly impacts on supply. Implications of the dwindling supply in these areas are considered in section 10.4.

As noted previously, the only other New South Wales-sourced information on teacher supply is that arising from the waiting list of teachers who have applied for employment in government schools.

Projecting demand for teachers is a much more difficult exercise than mapping supply. Demand for teachers is sensitive to a wider range of factors.

These include:

- government policy decisions impacting on teacher numbers or class sizes, and hence pupil-teacher ratios
- the number of students in schools, which increases at variable rates as a result of population cycles and migration, grade retention policies, school starting age and retention policies
- the availability of adequately trained teachers, determined by the extent of supply

Figure 10.1  Projected completions in the secondary areas of teaching, all universities, 1990-99

Figure 10.2  Projected completions in the primary areas of teaching, all universities, 1990-99

Figure 10.3  Projected course completions in mathematics, science and technological and applied studies, all New South Wales universities, 1990-99
employment opportunities for teachers, either overseas or interstate

- separation rates of teachers, that is resignation and retirement rates and unavailability after a period of casual, limited tenure or fixed-term appointment
- changes in unemployment levels making it easier to obtain employment outside of teaching
- curriculum changes and changes in student choice causing a rebalancing of teacher numbers in specific areas.

Compounding the issue is the accuracy of the assumptions upon which projections might be based. Other than noting the comments in submissions about a tightening of supply in some schools and in some subject areas no attempt was made to model or project teacher demand for New South Wales. Instead, an attempt was made to understand the issues of contention in the current national debate about the accuracy of various projections.

When demand for teachers in a particular area rises, and the only teachers available are marginal in quality, is it better to persist with the current curriculum with weak teachers, or modify the curriculum to enable it to be delivered when quality teachers become available? For example, more harm is almost certainly done by poor teaching in mathematics or science than by teaching no mathematics or science at all, and catching up when a good teacher becomes available. Many would know of children whose whole future to learn mathematics has been damaged by one poor mathematics teacher. Issues such as this have never been dealt with previously, because they are professional issues needing a professional response. How much does it really cost to employ a weak teacher?

10.3 Supplying quality teachers to New South Wales schools

There is no doubt that the supply of teachers in New South Wales is tightening. All school sectors report increasing difficulty in attracting teachers. This is especially apparent in rural and regional areas and in certain secondary subjects.

As indicated previously, the general ageing of the New South Wales teaching service means that significant numbers of teachers will retire over the next decade. The age profile of teachers in government schools is set out in Figure 10.4. Data are not available for the total non-government sector.

The highest percentage of males is in the 45–49 age group. Previous trends indicate that the majority of males retire at 60 years of age. Therefore, a large number of male teachers are projected to retire in the next 10 to 15 years.

The highest percentage of females is also in the 45–49 age group. Previous trends indicate that the majority of females retire at 55 years of age. Therefore, a large number of female teachers are projected to retire in the next five to ten years. Given that 75.0 per cent of primary teachers are female (as opposed to 50.4 per cent secondary teachers), the earlier retirement age of females is likely to have greater impact on primary schools.

Adding to this analysis, given that 69.4 per cent of teachers in government schools are over 40 years of age, some 56,000 primary and secondary teachers will need to be prepared just to replace those retiring from the existing workforce over the next 15 to 20 years.
Figure 10.5  Net supply of secondary mathematics teachers, 1999-2006

Figure 10.6  Net supply of secondary science teachers, 1999-2006

Figure 10.7  Net supply of secondary technological and applied studies teachers, 1999-2006
This does not take into account attrition through other means, nor growth in the system, nor interstate and overseas movement of teachers. Other indicators of increasing demand is the growth in interstate and international recruitment. A university in the Sydney metropolitan area advised the Review that the number of employers coming on campus to recruit final-year teachers in training increased markedly in 2000. Whereas in the past only the Department of Education and Training visited the university, this year a non-government school, two interstate recruiting teams and three international agencies have visited the university.

The non-government school, an employer in regional New South Wales, offered secondary teaching positions to any graduate of primary teacher education prepared to relocate.

International recruiters are targeting primary early childhood teachers for Japan, and mathematics and science teachers for Britain and North America – the same areas as those in short supply in New South Wales. It is expected that some 2,000 primary and secondary teachers will be recruited Australia-wide for overseas teaching positions this year.

Extensive interstate recruiting is also targeting these areas of shortage. In 1999, one university reported that almost its entire secondary mathematics cohort was recruited for work in Queensland prior to completion of their studies.

The students were in full employment in September of their final year and the university made arrangements for them to complete their preparation by distance mode.

The Department of Education and Training compiles estimates of the level of teacher supply. These are developed for different localities within the State, based on the expressed preferences for employment of teachers on the waiting list. The process considers a number of factors, including changing regional demographics and attrition rates. The estimates involve both high and low loss scenarios. Figures 10.5, 10.6 and 10.7 show best scenario net supply (supply minus demand) estimates for mathematics, science and technology to government schools in isolated, Western Sydney, inland, East Sydney and coastal localities over the period 1999-2006.

Clearly, on the basis of these best estimate projections, the supply of mathematics teachers overall is falling rapidly. In particular, there is an approaching crisis in supply to inland and isolated schools. These issues impact more on government schools, given that in the main the source of teachers for non-government schools are government schools.

The situation makes serious consideration of the proposal from the University of New England to better support the teaching of mathematics, science and technology in rural areas all the more pressing.

Figure 10.8  Teacher resignations in government schools by length of service, 1999
Teachers in government schools are a large pool for the non-government sector to draw on, from which it is able to recruit the best. There are also other factors that need consideration. Although attrition rates from teaching are described by the Department of Education and Training as being at historically low levels, issues arise from the consideration of trends in the nature of resignation rates from government schools. Figure 10.8 shows the number of teachers who resigned in 1999 by the number of years of teaching service, up to 10 years. The figure shows the greatest loss of teachers from government schools occurs in the first few years of service.

This high rate of loss could be a result of any one or a combination of factors ranging from:

- unmet expectations of teachers in terms of their role and the level of support that should be provided to them
- difficult professional or personal circumstances
- failure to meet adequate professional standards
- changing career or life aspirations or other opportunities.

The other observation is that the rate of early resignation of secondary teachers is almost twice the rate of primary teachers. Because of the nature of the subject or discipline specific nature of secondary teacher preparation, these teachers are likely to have greater opportunity for employment in other industries.

It could also be argued that, in general, secondary teachers are less well prepared pedagogically than primary teachers and consequently have a higher failure rate.

There are some fundamental implications of the second hypothesis. The first is that greater support through better professional induction and mentoring might help retain these much-needed younger teachers in the government teaching service. Failure to link induction to career long development might also be part of the reason for the relatively high rate of loss of people who have just completed their initial preparation.

A further implication, obvious in Figure 10.9, is that demand for teachers overall could be reduced by ensuring more attractive conditions. This does not necessarily imply increased salary but intrinsic rewards which come from being genuinely valued as a professional, and increased opportunities for relevant professional development and growth throughout their careers. Payment of study fees, provision of laptops, and opportunities for professional development in other schools are possibilities which were raised with the Review.
10.4 Recruitment of quality teachers to New South Wales schools

The most common comments to the Review relating to teacher supply concerned an inability to fill vacancies in difficult-to-staff schools or to find sufficient numbers of qualified early childhood or secondary teachers. But there were others who perceived a link between tightening supply conditions and increasing difficulty in attracting quality students to teacher education. They were concerned about perceptions of a general decline in the quality of entrants to the profession as represented by a perceived decline in the university entrance scores of students enrolling in teacher education courses.

Several comments need to be made about this perception. First, the overall quality of entrants to teacher education courses has a similar range to that of Arts and Science courses more generally (Figures 5.1, 5.2). Second, it is not known whether students enrolled at or near cut-off points actually complete their course. The third and more pointed observation is that, commonly, young people who are unsuccessful at gaining entry to university when they leave school often return as mature-age students, where they regularly out-perform most others. This is the case with former BHP workers from Newcastle who chose to retrain as teachers. They achieved high levels of success as university students. As reported in chapter 5, they will bring a wealth of experience of the wider world to their teaching.

Nonetheless, the concept outlined in chapter 5 to develop an entrance type examination, similar in intent to the GAMSAT test applied to select entrants to medicine, could alleviate many concerns about the quality and suitability of those entering training. An opportunity will have been lost, however, if the test focuses overly on lowest common denominator issues in relation to literacy and numeracy. General aptitude as well as suitability for teaching must also be assessed. Of greater concern than the quality issues raised by selection into training programs were the teacher quality implications that occur at the point of recruitment. These arise when greater priority is given to the need to recruit someone to a vacancy rather than to the quality of the person filling it.

The strongest evidence of this practice comes when emergency hiring procedures are introduced to overcome shortfalls in supply. These practices are currently evident in the United States where the national shortage of qualified teachers leads many schools to employ unqualified people to manage the classroom. Texas, for example is short of more than 40,000 qualified teachers out of a workforce of 256,500. Similar practices occurred in New South Wales in the 1980s, when in response to a shortage of mathematics teachers, ten weeks of intensive training was provided for new recruits without teaching qualifications. And once these teachers are employed in government schools they are effectively in the system for life.

There are, however, other less obvious implications for quality that arise from shortage of supply. The Review observed evidence of these in visits to the Department of Education and Training’s School Staffing Unit located at Blacktown.

Staff at the Unit described how new teachers applying for appointment to government schools are placed on a waiting list according to suitability criteria. Within the constraints of the waiting list and the transfer points scheme, the most suitable are appointed first. In those areas where there is a shortage of teacher supply, which is the case for secondary mathematics, science or technology, there are fewer teachers to choose from. If the school is in a less attractive area, the offer may be rejected by better candidates and in the end be accepted by a teacher of lesser and perhaps even marginal competence. Thus, there is potential for the effects of lower teacher quality to impact more heavily on difficult-to-staff schools.

This situation is not peculiar to New South Wales. It is universal in occurrence. Research in the United States notes that when teacher quality has a lower priority than filling a teaching vacancy, students in disadvantaged schools are more likely to be taught by unqualified teachers than students in more affluent areas.

The effects of lower quality teachers in difficult to staff schools were brought to the attention of the Review by principals who reported higher than average rates of placement of new teachers on quality improvement programs. They felt that the difficulties of educating students in their schools were being exacerbated by poor quality recruits.

During visits to schools the view was put by teachers from the country that there should be no change to current staffing practices in government schools. This appeared to be because these teachers saw the current practice of rewarding them through transfer points as their only recompense for accepting difficult or less attractive assignments. As canvassed earlier, such practices reward waiting rather than quality and development.

Despite the fact that teachers express views which indicate that they strongly support the existing practices, it is time for a different approach to attracting, appointing, rewarding and retaining quality teachers, particularly in government schools in New South Wales.

10.5 Expanding pathways

The need to expand and broaden pathways into teaching was discussed in chapter 5. This position is strongly supported. Providing opportunities for such people to enter the profession will help alleviate teacher supply problems and provide opportunities to broaden the professional pool in schools. There is evidence of an increasing number of people seeking to enter the profession from a range of different professional back-grounds. They have much to offer.

**Recommendation 10**

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

10.6 Progress towards developing national projections of teacher supply and demand

Nationally, there are two competing initiatives aimed at projecting teacher supply and demand.

Attempts by the Australian Council of Deans of Education (ACDE) to understand teacher demand have arisen from:

…a need, which has been honestly and professionally felt by many in schools and higher education divisions in recent years, for the most accurate forecasts possible for the purposes of sensible negotiations with, and advice to, universities regarding student places in initial teacher education - with the intention of avoiding any surpluses or shortages that would be detrimental to the quality of schooling in the future259.

The Australian Council of Deans of Education project therefore has been concerned primarily with the development of a methodology for projecting the extent of demand for school and early childhood teachers. The initial projections released in 1996 indicated a significant shortfall in the number of teachers nationally. New South Wales, however, was seen to be relatively well placed with no shortage of primary teachers and minor shortages of secondary teachers. Significant shortages were projected in some States and Territories.

The work was repudiated by Government agencies in the States and Territories on the basis that the inputs to the model, including separation rates and student enrolment projections, were anomalous and led to an overstatement of demand. The projections have been subsequently updated each year. Where possible, criticisms of the methodology have been addressed, but the projections are still highly contentious. Preston characterised in 1999 her most recent estimates as:

- fully incorporating the non-government as well as government sectors in student enrolment projections, teacher numbers, and other factors
- estimating actual teacher numbers, not full time equivalents

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taking account of unavailability after a period of casual or limited term employment, and leave not accounted for in pupil-teacher ratios, as well as formal resignations and retirements

accounting realistically for graduates from previous years who had been unable to gain positions, re-entrants to the teaching service, and other recruits who are not graduates of the previous year

ensuring that the supply and demand figures are provided on a comparable basis

providing findings of shortfalls or surpluses as numbers (of graduates) and percentages of other totals (total teacher numbers, total supply, total demand, and supply as a percentage of demand) that are relevant to those who may use the findings.

Nonetheless, the uses to which the projections of the Australian Council of Deans of Education’s projections have been put has created most concern for government school systems. Teacher unions have used the projections to argue that the increased demand for teachers is a reflection of the unattractiveness of teaching as a career, and therefore teachers should be paid more. Despite this position ignoring the full range of factors outlined previously which may contribute to increased demand, unions argue that higher wages are necessary to attract more people to teaching. Evidence of this occurring is apparent in wage negotiations in South Australia and New South Wales.

Surely, from the perspective of school systems, establishing a sensible and agreed relationship between supply and demand is an obvious way of countering this inappropriate use of the projections.

The other weakness of the model, recognised by the deans of education, is its inability to provide accurate projections of demand for particular types of teachers, for example, vocational education and training, or mathematics and science teachers. In an effort to counter the Australian Council of Deans of Education’s projections, States and Territories established a working party of the Conference of Education System Chief Executive Officers (CESCEO) to develop their own report on supply and demand.

While this report indicates few problems with current supply, it has a number of substantial methodological weaknesses.

The most obvious problem is that the report simply represents a qualitative analysis of the characteristics of the existing teaching force and supply conditions. It presents only historical trend data and a commentary on current supply conditions, and provides no forward projection of demand. Nor does the report propose a process for projecting future demand beyond commenting on factors relating to demand and current supply conditions. The section on New South Wales refers primarily to the adequacy of supply as evidenced in the Department of Education and Training’s waiting lists.

The CESCEO report relies heavily on data from the Department of Education, Training and Youth Affairs higher education collection. These data require careful use, as the potential for misclassification is high. For example, the report indicates that in 1996 there were 100 secondary initial teacher education completions in South Australia (and no ‘general’ or other category distinct from ‘primary’ or ‘early childhood’). Yet, the Australian Council of Deans of Education report indicates that there were approximately 250 secondary initial teacher education, and 60 combined primary/secondary, graduates in that year. How can discrepancies be this great?

The report brings together a range of labour force data without making an adequate analysis of the connection between them. For example, in the section discussing teacher separation rates, the report comments on data from an Australian Bureau of Statistics labour mobility survey:

An estimated 4 per cent of those employed in the education industry changed industry of employment in the year to February 1996: 89 per cent remained in the education industry, 2 per cent were looking for work, and 5 per cent were not in the labour force.

This suggests an annual separation rate from the education industry of around 11 per cent. Yet, the report simply comments that the rate of separation of teachers from government schools across the States and Territories is in the order of one to five per cent. The report does not make

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260 B. Preston, 1999, p. 3.
clear that the data from the labour mobility survey refers to all who work in the education industry: university professors, school teachers, self-employed consultants and teachers, school janitors, and gardeners.

A further weakness in the CESCEO report is its inability to advise on the implications of the growing demand in the non-government sector. Given that non-government schools employ one-third of all teachers and the sector is growing at a faster rate than the government sector, the issue of demand is cross-sectoral, deserving to be addressed in a way that estimates total demand.

Clearly, neither the Australian Council of Deans of Education nor the Conference of Education System Chief Executive Officers has the right answer. It is apparent that much would be gained from cooperative and collaborative work in this area. There is no doubt that supply of teachers will tighten in the long-term with the effects being more dramatic in some states and in some teaching areas than others.

The Australian Council of Deans of Education has, in its defence, the basis of a transparent methodology for projecting demand. The working party of the Conference of System Chief Executive Officers did not. The CESCEO Working Party has since been replaced by a MCEETYA Taskforce on Teacher Supply. There would be benefit in this group and that of the Deans of Education merging to develop agreed data useful to both the supply side represented by the deans and the demand side represented by employers and government agencies.

Substantial collaborative work involving university vice-chancellors, the deans of education, government and non-government school authorities is needed to refine the assumptions underlying the Australian Council of Deans of Education model so that supply and demand for teachers can be more accurately projected. The aim of this work should be to provide the basis for planning at the state and territory level. Such an outcome would be to everyone’s benefit. Universities would be able to plan ahead, young people preparing for employment as teachers would have reasonable expectations of work on graduation, and schools and school systems would have a more uniform and adequate supply of teachers.

Most importantly, it would contribute to raising the quality of teaching and teachers to the benefit of students in schools.

Recommendation 11

That the New South Wales Government present the case for the current Taskforce on Teacher Preparation and Recruitment, established by the Council of Ministers (MCEETYA), to be replaced by a working group acting for governments, employers and universities to establish an agreed basis for the development of medium and long-term projections of national teacher supply and demand.

10.7 Building in quality

The use by the Department of Education and Training of waiting lists is unsustainable on several counts. They focus on the need to find a person to fill the position rather than on the quality of the person appointed. They have the potential to over-state the number of teachers available. Instances were cited of people in other employment maintaining their name on the list in case they became unemployed. The current rhetoric of adequate supply is in contrast to the advice, particularly from some secondary principals, of the difficulty of filling some teaching positions and of their advice noted previously about the poor quality of some teachers appointed to their schools.

Additionally, the lists do not contain information on those seeking employment in non-government schools and therefore have limited validity as indicators of teacher supply for the State. Given that non-government schools are growing at a faster rate than government schools, it is becoming increasingly important to take a more global view of teacher supply and demand. It is interesting to note that non-government schools do not have employment waiting lists for their teachers, another indicator of the relationship between the waiting lists and quality.

From an administrative perspective, there is some rationale for an employer the size of the Department having a system of waiting lists for employment. Yet, the limited effectiveness of the waiting list to provide for teacher quality require that alternative recruitment mechanisms be explored if this priority is to be addressed. The focus for improvement in this respect should be on recruitment strategies which differentiate performance standards and
characteristics of teachers so that those having the greater potential to produce good teaching are the people the Department actively seeks to employ.

Employment eligibility lists which differentiate qualifications, characteristics and experience of applicants, accompanied by a recruitment policy which selects the best for all vacancies at all times at the very least are required.

Earlier in this Report the reasons against keeping waiting lists at all were outlined. It would be strange indeed to see waiting lists in other professions. The best available teacher at the time, from whatever source, must be the over-riding requirement, one put to good effect in the non-government sector.

An important supplement to such quality information could be quality accreditation provided by the proposed Institute of Teachers. Just as, say, the Institution of Engineers maintains a membership list, so too should the Institute of Teachers.

**Recommendation 12**

That the New South Wales Department of Education and Training:

- abolish the waiting lists of people wishing to be employed
- develop and implement a policy which selects the best available applicant for any vacancy at the time
- differentiate between applicants for appointment to particular positions on the basis of qualifications and experience and the extent to which they match the requirements of the position
- give increased priority to:
  - succession planning
  - the open national advertising of educational leadership positions.

There are significant implications of this recommendation, including the phasing out of the current transfer points scheme which is at the core of current staffing policies in government schools. This proposal is not advanced lightly as teachers attach significant value to their transfer points. As noted previously, in advice to the Review, particularly from teachers in country schools, many teachers have endured considerable hardship by accepting teaching assignments in less favourable and sometimes in remote locations for which the transfer points were seen as small compensation. Nonetheless, the potential benefits of an appointment system focusing on quality means that consideration should be given to strategies to discontinue the scheme.

The question of compensation for teachers who have accrued transfer points should be considered carefully. Although monetary compensation might be deemed as appropriate, its payment represents a short-sighted solution to the quality conundrum and one which fails to address the quality concerns institutionalised by the scheme.

The most appropriate form of compensation for affected teachers would be the provision of specific professional development opportunities allowing them to better compete for positions on the basis of quality. Properly recognised quality improvement would be of lasting benefit to these teachers and for the schools in which they teach.

Related to issues of supplying high performing teachers and educational leaders discussed elsewhere in this Report, is the need for the Department of Education and Training to engage in succession planning by preparing sufficient leaders at various teaching levels in schools. As noted previously, the average age of teachers in New South Wales government schools is 43.3 years and is increasing steadily. A plan is needed to develop the broadest possible pool of teaching talents to lead the next generation of teachers.

As a first step the Department of Education and Training should advertise school promotion positions widely, both internally and externally as well as nationally, to attract the best available teachers and educational leaders. This would put the Department as an employer on equal footing with all other employers in New South Wales.

Such proposals cannot be implemented in the context of the legislative requirements of the *Teaching Services Act 1980*. The Act also presents a barrier to the re-employment of teachers. Those teachers who resign from a promotions position in a government school cannot be re-employed at the same level. They have to go back to being a classroom teacher, despite the fact that they may have grown and developed professionally during their time out of the
government school system. Teachers who have attempted to return report that they decided instead to pursue other forms of employment rather than to go back to positions they felt they had progressed beyond.

The Act requires revision, to ensure greater flexibility in the appointment of teachers and in particular school leaders. It is a constraint that other employers of teachers do not have to suffer. What is needed are flexible career pathways that encompass both the government and non-government sectors.

**Recommendation 13**

That the Teaching Services Act 1980 be reviewed by the Government with a view to amending those provisions affecting the employment of teachers by the Department of Education and Training to:

- enable the recommendations of this Review to be implemented effectively
- bring the Act up-to-date
- allow for reasonable change without requiring further amendment.

During the course of the Review, several strategies were advanced by the Department of Education and Training to attend both to matters of quality and supply. The first was a proposal to re-institute scholarships targeted at attracting talented young people to teach in areas of shortage. One strategy would be for the Department to seek tenders from universities able to provide programs specially for these scholarship holders, to stretch them to become the very best teachers. Scholarships could be in the form of the Higher Education Contribution Scheme relief, general living support, and special consideration relating to their professional expenditure.

Another strategy could be to offer employment to students in their third year of training. Such arrangements would allow opportunities for enhancing professional experience, giving the kind of internship opportunities denied many young teachers because of cost. The student teachers would be targeted in areas of short supply and provide opportunities for them to be paid for their work. These arrangements could be made available in areas where employment was likely, leading to formal appointment of these student teachers on completion of their course.

Non-government schools may wish to consider similar responses to meet their need for teachers, taking some responsibility for preparing new teachers for the non-government sector in addition to recruiting them from government schools. Recommendation 9 requires the proposed Joint Committee on Teacher Supply to facilitate the provisions of scholarships and training arrangements. These should be targeted to give an adequate supply of quality teachers in areas of anticipated shortage.

**10.7 Conclusion**

The imperative for achieving a supply of quality teachers to schools has been given insufficient priority in the past, and creates a very different perspective from simply supplying teachers. Such an approach should be the primary focus of supply policies.

The supply of high-performing, quality teachers is a statewide and national issue. Given the growth of non-government schools, it is also increasingly an issue for all schools. Too few universities see this as their main role. They still act as if quantity rather than quality is the imperative. Yet every child in every school in the State deserves a good teacher. The effects of a year with a poor teacher, in terms of acquiring knowledge and developing appropriate skills and habits, may be worse than having no teacher at all.
11. Critical choices

11.1 Introduction

Evidence provided to the Review within its terms of reference has raised many critical choices and questions about teacher education and teaching in New South Wales which must be addressed. Two have great importance; if they are not dealt with satisfactorily, the other choices and questions will be most difficult to deal with.

First, as referred to throughout the Report, does teaching itself want to change, and in the process establish itself as a profession? Second, as discussed in chapter 10, are we prepared to focus on quality performance rather than giving priority simply to putting a person in front of a class? Beyond those two critical questions others arise.

- Are current models of teacher education to be left largely in place or should new ones be developed which substantially reconnect teacher education with schools and other educational settings?
- How can funding arrangements be developed and agreed upon which match society’s expectations about the quality of those who teach in our schools?
- How can perceptions about the status and standing of teaching, including views held within universities, be changed to match the expressed belief that it is the critical profession to the extent that it impacts on all others and on all people in the community?
- Should the preparation of teachers remain primarily the responsibility of teacher education faculties or should it be more widely shared with other disciplines in the university, employers, the TAFE system and the profession?
- Would explicit standards applied to teacher preparation programs be an appropriate way for desired outcomes to be achieved, by shifting the focus from inputs to outcomes?
- Are present pathways into teaching adequate to meet the varied and changing needs and demands of schools and other education providers or should greater emphasis be placed on multiple entry points into teaching to increase the profession’s diversity and relevance?
- Is the present balance between professional practitioners and para-professionals appropriate or should para-professional pathways and roles be increased, consistent with changes in many other professions?
- Must teacher education and teaching continue to function within a standards vacuum or can professional standards be established which will underpin the quality of teaching in the State’s schools and other educational institutions?
- Is the present practicum model appropriate or should professional experience become the central feature of how teachers are prepared for entry into the profession in New South Wales?
- Is the present balance between pre-service preparation and induction appropriate, or should induction become a more significant and structured component of a teacher’s initial preparation?
- Should the Department of Education and Training continue to be the defacto agency for determining the suitability of teachers for employment in New South Wales, or should the profession exercise this responsibility, with a focus on quality performance, through a State-wide professional structure?
- Is it possible for structures of schooling and employment to be established in New South Wales so that government schools no longer continue to be the ‘nursery’ in which outstanding practitioners are developed for the benefit of non-government schools?
- Are universities and employers sufficiently ‘building in’ teacher education into new models of schooling such as the secondary collegiate model in the Department of Education and Training, including conjoint appointments?
- Should the continuing education of teachers be a largely unstructured process driven primarily by employer needs or should there be a sequential framework which recognises and rewards teachers for the professional responsibility they have exercised for their own improvement?
I Will present approaches to the preparation of educational leaders be sufficient to support today’s teachers in today’s schools to engage with the challenges of societal change?

Are the systemic structures within which many schools operate adequate for the effective preparation and continuing education of teachers or should there be increased localisation in some key aspects of how they operate?

The choices and questions confronting teacher education and teaching need to be engaged with determination and resolved. Failure adequately to do so is likely to mean that within a decade, and probably less, the sheer momentum of what is now occurring more broadly in society will sweep away much of the edifice of how we prepare teachers, how we sustain them to the extent that we do, and how they teach.

Most, if not all, who contributed to the Review are deeply committed to teacher education and to teaching. For many it has been their life’s work, the only career they have known. To an extent which could not be ignored, the evidence points to the fact that change is needed now in teacher education and teaching if the profession is to re-claim a position of primacy in a society where the advance of change is irresistible and inevitable. Those who argued otherwise, including some universities, have failed to identify the imperatives which now apply.

Change is needed in teacher education and in teaching which will:

- guarantee adequate funding arrangements for an effective and contemporary system of teacher education to involve all employers and Commonwealth and State governments
- attract more of ‘the best and brightest’ into teaching and retain them
- embed the initial preparation of teachers in the profession’s practice
- strengthen the diversity of entry pathways and the diversity of preparation models to meet client and employer needs
- assure the Government and people of New South Wales about the quality of teacher education programs and graduates

establish the strongest possible sense of professional identity for teachers, including standards of professional practice

create the strongest possible culture of lifelong learning in teachers

encourage and reward our best teachers

prepare our future educational leaders to connect pedagogy and teaching with broader societal changes.

The issues are not about teachers; they are, as United States Secretary of Education Richard Riley said, about the systems within which they are prepared and within which they teach.

Choices can be made and questions can be answered in ways which will lead to better systems of teacher education and higher quality better performing teachers. If those systems are established, the circumstances will have been created for the very best teaching to occur in all our schools and other educational institutions.

11.2 Review implementation

For the critical choices to be made and for the changes proposed in this report to be achieved, responsibilities need to be accepted and exercised. Although this is a Report to Government, its consequences must be responded to more broadly.

During the Review a question was asked in a meeting about the nature of likely recommendations ‘…so that the barricades could be erected’. Such a mind-set, irrespective of where it is held within the State’s complex education structure, will contribute nothing to teachers or to the critical work they do. It will, if heeded, not cause the critical choices or questions to go away, but it will mean that they continue to be unanswered, to the detriment of students in New South Wales.

All those who have a stake or an interest in teacher education need to identify the responsibilities they hold so that the proposed directions and recommendations are achieved. This is an exercise, as said elsewhere in this Report, about teachers, universities, employers, professional associations and interest groups setting expectations of themselves.

Governments, State and Federal, will have to develop better funding arrangements for teacher education to enable those charged with the preparation and continuing education of teachers to fulfil the responsibilities they have to quality teaching in the State’s schools and other educational institutions.

Those who exercise positions of leadership in universities must assume responsibility for giving teacher education the highest possible priority in terms of strategic planning and funding. They need to connect teacher education with other disciplines in the university and to focus on the relevant pedagogy which teachers need to be effective in their work.

Those who exercise responsibility for the leadership of teacher education faculties need to see that their programs give primacy to the preparation of teachers whose pedagogy will meet the standards appropriate at initial entry to the profession. They also need to ensure that the faculty is strongly oriented to partnerships with other providers and schools, focused on the centrality of professional experience.

Those who prepare teachers and those who employ them must work together within a structure where there is planning, cooperation and high quality data systems for preparation programs to meet employer requirements, in terms of graduate supply and quality performance.

Universities and employers must define more clearly their respective responsibilities in the preparation and induction of teachers. Once these responsibilities are clarified, they must work together to fulfil them.

Universities must formally attest, and take responsibility for, the initial certification of graduates that they are competent to teach at the completion of the course.

Employers need to support and promote any system of teacher accreditation which may arise from the Review, if they are seeking quality performance from all their teachers.

The unions which represent teachers need to give consideration to how they can contribute to the effectiveness of any professional structure and systems of teacher accreditation which may be established, while at the same time continuing to represent and advance the industrial interests of teachers. They must learn to separate industrial from professional issues.

The professional associations need to identify in the proposed State-wide professional structure for teachers the potential for their roles to be strengthened, particularly in terms of future work related to the development of standards of professional practice. The Professional Teachers’ Council must have a significant role in this work to allow the expertise of teachers to be utilised.

The State-wide parent and community bodies must articulate the interest which all parents have in the quality of classroom teaching, and support systems designed to guarantee that their children are well taught by teachers whose work occurs at the highest possible standards of professional practice.

Perhaps most importantly, teachers must build an identity for themselves as members of a quality profession. It is in their interests to support a system of professional recognition which may emerge from the Review in which they can exercise greater professional responsibility.

11.3 Pathways into teaching

Elsewhere in this Report, specific directions seen as necessary for developing appropriate and contemporary pathways into teaching were identified. Schools are intrinsically a part of the society they serve; this connectedness can only increase in the years ahead. It is important that pathways are established or expanded which will strengthen the responsiveness of schools to societal changes.

The quality and relevance of teaching in schools and other educational institutions will be improved by encouraging and facilitating the entry into teaching of knowledgeable and skilled people who will both increase and broaden the professional base of teaching. This applies as much to the traditional subject areas as it does to the growing vocational education and training (VET) area. The key characteristic of these diverse and flexible pathways should be the centrality of professional experience and the standards of performance which apply to it.

Additionally, employers should guarantee that their personnel practices are designed to recruit and appoint the best available people on the grounds of merit and suitability, and that their employment practices are of the highest calibre.
11.4 Initial teacher education

Many of the most important issues which affect teacher education cannot be addressed unless those related to its funding are resolved. In advice to the Review, repeated comment was made across all groups on the inadequacy of present funding levels for teacher education and the need for new arrangements to be agreed to so that the quality of teacher education could be improved.

There needs to be resolution of the unsustainable situation which currently applies of the Commonwealth Government having funding responsibility for teacher education but the State Government having responsibility for teacher supply and quality. In this separation resides many of the current issues in teacher education in New South Wales.

Priority must be given to establishing and applying standards in initial teacher education programs, including standards related to the professional experience component. These standards should then become the basis upon which teacher education programs are externally endorsed and against which the universities attest to the quality of performance and readiness for entry into the teaching profession of their graduates. These standards must be explicit but at the same time be constructed so that they do not impose uniformity either across universities or within them in how teacher education programs are structured.

11.5 Professional experience

In general, and in spite of the best efforts of some universities, teacher educators, employers and teachers, it is apparent that teacher education and schools are insufficiently connected. In too many instances they are out of step, marching to a different drum. As with models of preparation in many other professions, the initial education of teachers must occur to a greater extent in the workplace and be accepted more widely as a professional responsibility, consistent with what it means to be a member of a profession.

This shift, from many current practices to models which place professional experience as the central component of teacher education programs, will not be speedily achieved. Major funding and resource issues will need to be resolved; many teacher educators will have to develop entirely new constructs about how teachers are best prepared; and partnership arrangements, including conjoint appointments, will need to be developed between universities, employers, TAFE Institutes, schools and other educational institutions. The size or complexity of the task, however, cannot be given or accepted as excuses for inaction or delay.

As a key element in this shift, a process must be developed and applied which will enable the accreditation of schools and other educational institutions involved in the provision of professional experience. At a later stage this should be extended to include the accreditation of schools offering specific educational programs which could be incorporated into the overall provision of pre-service and continuing teacher education. Schools need to be active partners in teacher education.

11.6 Induction

In the course of the Review issues related to the induction of teachers figured prominently. It is in many ways the critical link between preparation and practice as a professional. Evidence to the Review indicates that the link is not as strong as it should be.

Critically, present deficiencies in the induction of teachers will only be addressed when two things occur.

First, when the universities and employers define clearly their respective responsibilities so that each knows what is dealt with in pre-service programs and what is dealt with in an induction program. This, combined with explicit standards for pre-service teacher education programs, will enable issues related to mandated course components to be addressed.

Second, significant improvement in the quality of overall induction at the school or local level must be brought about by establishing explicit requirements concerning the responsibilities of educational leaders and mentors, the structure of the induction program, including participation by universities, and how it is linked to professional growth.
Recommendation 14

That the Institute of Teachers coordinate consultation between universities, the TAFE system and employers to:

- define their respective responsibilities in the induction of teachers
- expand, as a priority, current professional development initiatives which equip educational leaders and mentors with the knowledge and skills to fulfil their roles in the induction of new members
- allow new teachers after a period of satisfactory performance to be accredited at Level 1 in the system of teacher accreditation.

11.7 Information technology

No contemporary teacher education program and no contemporary school or educational provider can ignore or be half-hearted about the implications of information technology for teaching. Such responses to the place of computers and other technologies seriously degrade the quality of teaching in schools.

Increasing numbers of the State’s citizens require a high level of digital technology skills in their jobs and in order to go about much of their day-to-day lives. By any standard, New South Wales is an advanced and sophisticated society, with an economy and way of life reliant on advanced technology. In this society technological literacy is assuming an importance commensurate with English literacy and numeracy. Simply, our schools must teach technological literacy; our teachers must be well prepared to do so.

From the evidence, priority must be given to preparing and supporting teachers so that relevant technology is adapted into their pedagogy. Approaches which treat computers and other technologies as separate from the pedagogy which normally applies in the classroom must be limited in their effect. Approaches to teacher training which are primarily functionalist, giving teachers only essential skills of a mainly technical kind, are unlikely to bring about long-term change in classroom practice.

The pre-service preparation of teachers should not be focused only on essential information technology competencies. Such an approach will not deliver the highest possible standards of teaching. Within the context of the individual teacher’s pedagogy, programs must prepare teachers to employ technology as a teaching tool and establish the learning conditions in which students can turn the information they access via technology into knowledge.

The Review received advice about the importance of this issue for the many teachers who have only limited technology skills and who are often reluctant to build technology into their teaching. The point was made frequently that the technology skills of significant numbers of students were in advance of those teachers whose pre-service preparation occurred before the age of the microchip.

The State and the employers have made major commitments, such as the continuing Technology in Learning and Teaching (TILT) program in the Department of Education and Training, to address this issue. These programs are important in upgrading the overall technology skill level of New South Wales teachers. They must, however, be viewed as part of a two-fold approach. Importantly, at the local level, teachers who participate in these programs must be strongly encouraged and supported by principals and educational leaders through school based structures and professional development initiatives which make meaning at the classroom level. Investment must be made at this level in order for the benefits of the larger programs to be realised.

Schools in both the government and non-government sectors now employ a growing number of teachers who have advanced technology skills. The profession, through a structured process of teacher accreditation, needs to recognise these teachers and to encourage more of them to acquire higher credentials; in turn, employers must explore ways in which teachers so recognised are rewarded and their skills utilised to improve pedagogy at the local level. The work of these teachers is critical in maintaining the interface between professional development and classroom practice.

Recommendation 15

That the Institute of Teachers establish professional standards for advanced accreditation in digital information and communications technology to:
increase the knowledge and skill base of the profession in information and communications technology

enable teachers to demonstrate that they have achieved advanced standards in information and communications technology

strengthen interaction between professional development in information and communications technology and pedagogy at the classroom level.

11.8 Behaviour management

From the evidence provided to the Review, the conclusion could reasonably be drawn that behaviour management is an area of major concern in teacher education. Few, if any, indicated great confidence in current approaches and practices. It would seem to be an area in which the complexity of societal change has proven too great for current models of teacher education.

A major reason for the uncertainty is that in the models of teacher preparation which now apply, learning about behaviour management is not connected with the life of schools and the professional practice of teachers. This is not an argument against teaching theory about behaviour management in teacher education; indeed the argument could well be that in a professional experience model the theory becomes even more important because it has to be relevant and contemporary to become alive.

The expression ‘behaviour management’ has, perhaps, connotations of a power relationship between the teacher and the student which seems poorly suited in the ideal of contemporary schools and contemporary teaching. Teachers who are especially effective in this area know that the focus needs to shift from ‘management’ to constructing learning environments in which productive relationships can be established. Most students find the experiences of schooling more rewarding when these conditions apply. Teacher preparation programs must respond strongly to this understanding.

Many teachers do outstanding work in ‘managing student behaviour’ in ways which demonstrate a deep level of understanding about children and adolescents and the contexts in which they lead their lives. A sequential structure of teacher accreditation, in which teachers can be recognised for their further learning in the area of behaviour management and specialised areas such as drug education in the education of students with behaviour disorders, will strengthen significantly the effectiveness of schools in creating positive and inclusive learning environments. This will be even more so if the employers and unions support a structure which encourages the knowledge and skills development of teachers and enables the profession to tap more deeply into the well of its own expertise in all areas, including behaviour management.

Recommendation 16

That the Institute of Teachers establish professional standards for advanced accreditation in behaviour management to:

- increase the knowledge and skill base of the profession in the management of student behaviour and the creation of positive learning environments
- enable teachers to demonstrate that they have achieved advanced standards in behaviour management, including specific areas such as the management of students with behaviour disorders and drug education.

11.9 Lifelong learning

All teachers enter the profession with an immediate background as learners, whatever the entry pathway. Their learning skills are not of a basic kind; they are, in the great majority of instances, people who have skills for sophisticated learning, involving research, analysis and deduction.

It is not only a matter of irony that their continuing learning is so lowly valued within the profession and by the employers; it is a tragedy. The on-going learning of teachers, and of teacher educators, should be a matter of absolute priority.

The continuing learning of teachers matters for:

- students who want to learn with teachers who are expert in what they teach and are up-to-date in how they teach
- parents who want their children taught by teachers
whose knowledge and skills are unquestionably contemporary

- universities and TAFE Institutes requiring schools to be effective learning places in which future undergraduates are well prepared for tertiary studies
- employers who want a workforce with skills for modern employment
- governments requiring a knowledgeable and skilled citizenry
- the teaching profession if it wants to be recognised as one.

A significant number of teachers are lifelong learners. They keep up-to-date through activities which include: individual professional reading, participation in professional development courses offered by the employers, professional associations and other providers, undertaking postgraduate studies in universities and TAFE, and participation in teacher exchange schemes and employer, government and corporate sponsored study schemes.

Nevertheless, while any number of individual teachers can demonstrate that they have maintained professional currency:

- the teaching profession does not have a culture of lifelong learning, as further learning carries little professional recognition or reward
- the learning is often ignored by employers, and has no consequences in terms of a teacher’s standing or remuneration and no necessary consequence for career advancement.

There is no systematic process in the Department of Education and Training to track the further qualifications of government school teachers. It is a matter of teachers reporting any qualification gained; many, perhaps most, appear not to bother. In other words, one employer at least does not know the full knowledge and skill qualifications of teachers in classrooms, and in reality, would only be confident about being able to account for minimum qualification requirements at the time of initial employment. No evidence was provided by other employers that they gather, hold or use such important aggregated data.

A culture which encourages and values the lifelong learning of teachers and teacher educators will only be created in New South Wales when:

- there is a strong and prominent professional structure with which teachers can identify, a structure which places importance on the currency of its members’ knowledge and skills, as in other professions
- the employers and the unions agree that the further learning of teachers should be recognised, valued and rewarded.

Currently, teacher professional development is a mixed and myriad bag, provided by education systems, private providers, teacher professional organisations, teacher unions, university and higher education institutions, communities and, increasingly, the world wide web.

Accessing professional development from a variety of sources is not an issue, and indeed should be encouraged. The core issues, rather, are:

- the need for a rational approach to accreditation, by the profession, of programs which make a real difference to the quality of teaching and educational leadership, whatever their context
- the need for a sequential professional structure which recognises standards and qualifications attained through professional development.

A professional structure is required which will provide the framework within which teachers and teacher educators can plan and undertake their further learning and then be accredited for learning which the profession as a whole values and recognises.

11.10 Educational leadership

The issue of educational leadership was raised repeatedly during the course of the Review. If good teachers are seen as people who make a difference to student learning, the same can be said of educational leaders, except that they make a difference to the quality of teaching as well.

Information provided to the Review stressed that the quality of the performance of educational leaders is critically important in issues related to teacher quality. The quality of educational leadership in universities, TAFE Institutes and schools will be one of the determining factors in the success or otherwise of the model of teacher education proposed in this Review.
During the Review meetings were held with, and advice was received from, a number of outstanding educational leaders. In the final analysis it was apparent that outstanding educational leaders share two particular characteristics.

First, a capacity to make clear the linkages between, on the one hand, what is happening in our society and, on the other, the pedagogy which needs to apply in universities, schools and other educational settings to meet the challenges which arise from those changes.

Second, a belief in the critical importance of teachers and their work and that as educational leaders they can effect for the better the quality of teaching in the schools and institutions they lead.

It was these people who provided especially valued advice to the Review about what needs to happen in order to position teacher education and teaching for success over the next decade and beyond. They were less interested in talking about the past or in describing, or defending, present practices, however much they drew on them to illustrate a point.

There are two core issues to be addressed in the area of educational leadership.

First, the need for a model of teacher accreditation which encourages, recognises and rewards teachers who have reached standards and attained qualifications at advanced levels as the basis for educational leadership in schools. In teaching we must integrate expertise and responsibility. We need to have systems which will strengthen educational leadership so that, at whatever level, those with recognised expertise actually have an impact on the quality of classroom practice.

Second, the need for the universities, employers and others with a stake in the quality of educational leadership in schools, including the corporate sector, to support the provision of programs within the proposed Australian Graduate School of Teaching (AGST), which raise the quality of educational leadership. This approach is needed to build a strong program of inter-disciplinary studies for those who aspire to or hold senior educational leadership positions in schools and other educational institutions. The Australian Graduate School of Teaching needs to be seen and supported by the employers as the major structure where senior educational leaders will be prepared and sustained in the profession. Overall, current postgraduate education programs in universities are in decline and are not meeting the requirements of potential leaders from schools. The universities should be part of the equation, but not the whole of it.

11.11 Teaching environments

The Institute of Teachers proposed in this Report, if established and provided it is appropriately resourced and well led, will give a focus on and structure for quality performance in teaching which the employers, universities, unions or professional associations as separate entities are not well placed to achieve.

Nonetheless, a critical issue needs to be addressed by the employers in the first instance, if teaching is to be professionalised in New South Wales. The quality of professional practice is inevitably bound up in the relationship between the practitioner and the employer. Many teachers in New South Wales, most apparently those who teach in government schools but not necessarily limited to them, perceive much of this relationship to be an industrial one, not a professional one. They view the capacity they have to act as a professional person to be limited.

The quality of teacher education, and therefore of teaching, will be advanced by increasing localisation of decision making so that true professional responsibility can be exercised, particularly in the two areas which most directly affect teachers: professional development and staffing. Structures are needed at the local level which will enable teachers and educational leaders to exercise a greater level of professional responsibility and authority, an important consideration in positioning them to meet the educational challenges about which many spoke during the Review.

In this issue is encapsulated the meaning of the observation made during the course of the Review that the reform of teacher education and the reform of schooling need to occur concurrently.

11.12 Timeline

As canvassed elsewhere in the Report, the story of reviews of teacher education is one of issues identified and opportunities lost, at both state and national levels. If, as
many said, the Review was timely, its issues need to be addressed now.

The core future directions laid out in this Report will only be achieved if all those who have a stake or an interest in teacher education accept and exercise the responsibilities they have to address critical choices and questions which cannot be allowed to remain unresolved.

The following is provided as an indicative timeline in relation to the priority directions which need to be followed.

**By June 2001**
- The Government sets up an interim committee to establish the *Institute of Teachers* and commence its work. The committee should be constituted as a strategic rather than a representative group and should continue until June 2002, at which time the *Institute* becomes fully functioning.
- In consultation with the Commonwealth Government, the employers, the universities and the *Institute of Teachers*, the New South Wales Government establishes the *Joint Committee on Teacher Supply*.
- A task force is formed to provide advice on the establishment of the *Australian Graduate School of Teaching*.

**By June 2002**
- The *Institute of Teachers* becomes fully functioning, including finalisation of elected and nominated persons to the *Institute’s Council*.

**By January 2003**
- The *Institute of Teachers* releases draft standards for the endorsement of initial teacher education programs in New South Wales, including the professional experience component.
- The *Australian Graduate School of Teaching* is established.

**By June 2003**
- Standards for the endorsement of initial teacher education programs are finalised.

- The *Institute of Teachers* disseminates draft standards of professional practice for consultation.
- The *Institute of Teachers* disseminates draft procedures for the accreditation of schools involved in the professional experience component of initial teacher education.
- Universities and employers finalise their respective responsibilities in teacher induction.
- Universities finalise processes designed to assess suitability to teach for entry into initial teacher education.
- Universities finalise processes to certify teacher education graduates as meeting required standards for entry into the profession.

**By January 2004**
- Standards of professional practice are finalised.
- The *Institute of Teachers* finalises processes and standards for the accreditation of schools involved in the professional experience component of initial teacher education.

**By June 2004**
- First Accredited Practising Teachers (APTs) recognised.

The policy directions and recommendations arising from this Review have ramifications in many areas of education. Responsibility for their implementation will be widely based, resting with Government and with a number of jurisdictions.

Of necessity, responding to this Review will be a picture of transformation and reform on many different fronts. Building in a capacity for the processes of change to be monitored will be important, so that priority continues to be given to the directions which must be addressed and met.

If the major thrust of the recommendations of this Review are accepted by the Government, it will be important that their implementation be evaluated. In about 2005, there should be a subsequent review of progress, focused specifically on the extent to which the teacher education institutions are meeting the needs of the employers in the supply of quality teachers. This review should also
consider the extent to which policies have been imple-
mented which are contributing to the revitalisation of the
profession.

**Recommendation 17**

That the Government:

- establish a process to monitor and report on the
  implementation of the Review’s directions
- in five years time establish a subsequent review to
determine the extent to which the quality of provision
of initial and continuing teacher education has
improved to meet the needs of the employers and of
the profession.

**11.13 Resources**

The Review believes that the Government should provide
initial funding for the establishment of the Institute of
Teachers. In so doing, the Government should identify
current funding in education which should be transferred
to the Institute, especially to avoid duplication of activity.
Within three years of its establishment, the Institute of
Teachers should be partially funded by teacher applica-
tions for accreditation.

**11.14 Conclusion**

This Report lays out a range of directions and recomm-
dendations designed to bring about fundamental change in
the ways teachers are educated. It seeks to position
teaching to be in a strong position to meet both the
challenges and the opportunities accompanying broader
societal change at the beginning of a new century. In a
society created and sustained by the knowledge and skills
of its people and their capacity to work together for social
and economic improvement, it is imperative that the
quality of teaching be a priority for governments,
universities, employers and, perhaps most importantly, the
profession itself.

The limited impact of past reviews of teacher education
over two decades carries a stark lesson. Telling evidence
was gathered over that time about the need for change to
develop a quality profession focused on delivering
effective learning. Why was it that those with respon-
sibility to transform teacher education and the quality of
teaching did not meet the challenges? Why was it when
so much was asked for, so little was given?

Almost unwittingly, responsibility for change was placed
in the hands of traditional systems, both of schools and
teacher education. These had become so focused on
perpetuating themselves that they proved unequal to the
task. They had become so divorced from teachers and
teaching that they were incapable of creating the
conditions in which the required changes could flourish.
Had these challenges been met as they arose over the past
20 years, this Review would have been unnecessary.

Some may say that this is too harsh a judgement: that the
structures were inadequate to bring about change; that
universities, over two decades of reorganisation, had other
priorities; and that resource constraints in both universities
and schools prevented issues from being addressed
adequately. Whatever the reasons for inaction, the mistakes
of the past must not be repeated.

Key structures and systems must be put in place to
revitalise teacher education and teaching. Quality
education for all our young people must be the goal and
it will occur only when sustained by a strong and effective
teaching profession. Too often in the past when education
problems arose, bureaucratically-conceived solutions were
imposed in the hope that a ‘quick fix’ would work. It
rarely does. Short-term solutions often lead to long-term
problems. Real change involves a long haul of constant
effort and too readily as we have seen in the past, people
give up if there is no on-going driving force.

Yet there are signs as we enter the new millennium that
key educational leaders are engaging with these challenges.
The New South Wales Government has shown its
commitment to quality teacher education and quality
teaching by taking a lead in establishing this Review.
Universities are looking to redress past inaction. School
systems understand that the quality of student learning
depends fundamentally on attracting and sustaining quality
teachers. The opportunity presented by this Review is too
important to be lost. People working from goodwill can
rise above sectoral interests and, through a sense of
common purpose, achieve much more than they can
working individually or as a group whose primary purpose
is to protect a fixed position. That is what is needed: the
Review has given a lead. It can do no more than that.
Critically, teaching must be created and sustained as a quality profession in which teachers are able to exercise the range of responsibilities which society demands of those who seek to be recognised as professional practitioners. The issues to be addressed are professional issues; the salient lesson of the past two decades is that these issues are largely beyond the capacity of universities, employers, unions or traditional professional associations to resolve, especially when acting as separate entities and especially when attempting to impose solutions on teachers. It is now clear that only by drawing on the deep well of teacher professionalism will we:

■ create a dynamic and responsive system of teacher education
■ see the development and application of standards of professional practice in teaching
■ ensure that our schools and other educational institutions are led by innovative and creative educational leaders, focused on pedagogy
■ create a strong culture of teacher learning.

We know that the quality of teaching matters. From their advice to the Review, teachers know it clearly. This knowledge makes it even more important that we have data systems which provide reliable information on the effectiveness of directions and approaches arising from this Review designed to improve the quality of initial and continuing teacher education and the quality of teaching in schools and other educational settings. It would be unacceptable if, in say five years time, we were unable to answer the question: has there been improvement in the level of outcomes in these key areas?

To be in a position where it will be possible to answer such a critical question, data systems need to be developed and applied now, focused on the collection of information about quality so that outcomes rather than inputs can be measured. These systems should cover:

■ the profile, experiences and professional standards of those who exercise responsibility for initial teacher education in universities, schools and other educational settings
■ the employment destinations of teacher education graduates
■ information about induction programs, including the effectiveness of mentoring and supervision and the range and outcomes of learning experiences provided to beginning teachers
■ information about career choices made by teachers, including movement between government and non-government schools and between teaching and other occupations
■ information related to accreditation of teachers within a professional standards framework, including the range and profile of teachers accredited at the particular levels
■ information related to the continuing education of teachers, including participation in and outcomes of accredited professional development programs and postgraduate studies
■ measures of the effectiveness of programs to improve the quality of educational leadership in schools and other educational settings.

Teaching is the critical profession. Its quality, its health, matters in ways which have consequences for society far greater than is the case for many other professions, occupations and vocations. Teaching has always been important, but never more so than in a society which knows its very future depends on the knowledge and skill base of its people. An investment in teacher education is an investment in teachers; an investment in teachers is an investment in student learning arising from quality teaching; an investment in student learning is an investment in the long-term quality of individual lives and in the prosperity and well being of the people of New South Wales.
Recommendations arising from evidence considered in the Review can be found in chapters 8, 9, 10 and 11 of this Report. They are provided here in a consolidated list. The page references refer to the location of each recommendation in the text. The recommendations refer, in the main, to actions the Government will need to take, on occasion in conjunction with the Commonwealth, to bring about desired changes in teacher education.

12.1 Recommendations

Recommendation 1

That the New South Wales Government establish an Institute of Teachers whose primary purpose is to enhance the level of professionalism of teachers and teaching. The Institute to be responsible for:

- the establishment and promulgation of performance standards at designated stages of development as a teacher, together with standards of ethical practice for teachers
- the accreditation and disaccreditation of teachers against such performance and ethical standards, determining related requirements for maintaining and extending or removing such accreditation, and establishing and maintaining records of teachers so accredited
- endorsing and disendorsing courses and programs of teacher education, both initial and continuing
- accrediting those schools and other institutions involved in the provision of professional experience in initial and continuing teacher education
- advising universities on ways to strengthen postgraduate programs and research in pedagogy and teacher education
- advising the Government and the community on issues relating to teacher quality and professional standards, and on the qualifications, profile and experiences of teachers employed throughout the State

Recommendation 2

That in the development of professional teaching standards the Institute of Teachers:

- establish, articulate and promulgate a clear purpose for such standards
- establish effective processes for the development, validation and assessment of such standards based on appropriate models of teacher development
- make the standards simple, transparent and easily accessible to all teachers
- consult widely to ensure ownership of and commitment to such standards by teachers
- determine requirements for teachers to maintain their accreditation or to be disaccredited if they do not fulfil the required performance and ethical standards.

Recommendation 3

That the standards established by the Institute of Teachers be the basis for a staged accreditation system for practising teachers at three levels:

- professional competence (Accredited Practising Teacher 1)
- professional specialisation (Accredited Practising Teacher 2)
- professional leadership (Accredited Practising Teacher 3).
Recommendation 4

That the Institute of Teachers:

- establish standards and processes for the endorsement of programs of initial teacher education to prepare teachers for New South Wales schools, setting out the outcomes expected of graduates in subject content, pedagogy and ethics
- establish standards for the provision of the professional experience component of initial teacher education, including standards for the supervision and mentoring of student teachers
- in the assessment process, take account of the priority given by the university to teacher education
- develop processes and criteria for reporting on the employment and professional outcomes of graduates from courses of teacher education in New South Wales and elsewhere
- develop criteria for certifying and recording individual student completions of endorsed programs.

Recommendation 5

That the Institute of Teachers establish processes and procedures for the endorsement of programs of continuing teacher education, consistent with the stages of the accreditation system for individual teachers. (page 162)

Recommendation 6

That the New South Wales Government require the Institute of Teachers to:

- work with universities and relevant school systems to develop jointly criteria, processes and procedures for the accreditation of those schools providing professional experience for student teachers
- advise on the possible merit of, and options for, the eventual accreditation of all schools where quality educational practices can be certified
- maintain jointly with the universities a registry of accredited schools. (page 164)

Recommendation 7

That a taskforce be formed to provide advice to the Government on the structures, partnerships and resources required to establish an Australian Graduate School of Teaching in New South Wales. The taskforce should include nominees of the Institute of Teachers, employers of teachers and vice-chancellors of universities interested in the proposal. (page 165)

Recommendation 8

That a Joint Committee on Teacher Supply be established representing the New South Wales Government, the Commonwealth Government, the employers, the universities and the Institute of Teachers to:

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

Recommendation 9

That the Joint Committee on Teacher Supply, in consultation with the Institute of Teachers and employers:

- determine the mechanism whereby the State’s requirements for the supply of quality teachers can be submitted to open tender from potential providers of teacher education courses
- institute a range of scholarships and paid training opportunities to attract talented young people to teaching, aimed at supporting those teaching subjects and teaching localities where supply problems are apparent
- seek advice from the universities on the design of specific courses for scholarship holders.

Recommendation 10

That the Joint Committee on Teacher Supply work with universities, employers, the TAFE system and the Institute of Teachers to increase the diversity of pathways for entry into teaching, giving priority to strategies which emphasise high quality professional experience in the workplace. (page 199)
Recommendation 11
That the New South Wales Government present the case for the current Taskforce on Teacher Preparation and Recruitment established by the Council of Ministers (MCEETYA), to be replaced by a working group acting for governments, employers and universities to establish an agreed basis for the development of medium and long-term projections of national teacher supply and demand. (page 201)

Recommendation 12
That the New South Wales Department of Education and Training:
- abolish the waiting lists of people wishing to be employed
- develop and implement a policy which selects the best available applicant for any vacancy at the time
- differentiate between applicants for appointment to particular positions on the basis of qualifications and experience and the extent to which they match the requirements of the position
- give increased priority to:
  - succession planning,
  - the open national advertising of educational leadership positions. (page 202)

Recommendation 13
That the Teaching Services Act 1980 be reviewed by the Government with a view to amending those provisions affecting the employment of teachers by the Department of Education and Training to:
- enable the recommendations of this Review to be implemented effectively
- bring the Act up-to-date
- allow for reasonable change without requiring further amendment. (page 203)

Recommendation 14
That the Institute of Teachers coordinate consultation among universities, the TAFE system and employers to:
- define their respective responsibilities in the induction of teachers
- expand, as a priority, current professional development initiatives which equip educational leaders and mentors with the knowledge and skills to fulfil their roles in the induction of new members
- allow new teachers after a period of satisfactory performance to be accredited at Level 1 in the system of teacher accreditation. (page 208)

Recommendation 15
That the Institute of Teachers establish professional standards for advanced accreditation in digital information and communications technology to:
- increase the knowledge and skill base of the profession in information and communications technology
- enable teachers to demonstrate that they have achieved advanced standards in information and communications technology
- strengthen interaction between professional development in information and communications technology and pedagogy at the classroom level. (page 208)

Recommendation 16
That the Institute of Teachers establish professional standards for advanced accreditation in behaviour management to:
- increase the knowledge and skill base of the profession in the management of student behaviour and the creation of positive learning environments
- enable teachers to demonstrate that they have achieved advanced standards in behaviour management, including specific areas such as the management of students with behaviour disorders and drug education. (page 209)

Recommendation 17
That the Government:
- establish a process to monitor and report on the implementation of the Review’s directions
- in five years time establish a subsequent review to determine the extent to which the quality of provision of initial and continuing teacher education has
improved to meet the needs of the employers and of the profession. (page 213)

12.2 Policy directions

Policy directions arising from evidence considered in the Review can be found in chapter 5 of this Report. They are provided here in a consolidated list. The page references refer to the location of each policy direction in the text of the Report.

Policy directions provide advice mainly to employers, universities and other stakeholders in teacher education and teaching on changes that should be made to current practice.

It will be necessary that:

1. those universities involved in and committed to teaching as a profession give teacher education the highest priority in their strategic planning, funding and reporting (page 38)

2. universities involved in teacher education develop arrangements to enable responsibility for the preparation of teachers, including appropriate knowledge, pedagogy and the values required, to be shared by the faculty of teacher education, other relevant disciplines in the university and professional associations (page 38)

3. employers of teachers, together with universities and the profession, support the development of standards to be applied at all stages of initial and continuing teacher education (page 39)

4. universities, in cooperation with employers of teachers and the profession, develop models of initial teacher education which place professional experience at their core and require joint planning, delivery and reporting (page 39)

5. teaching be established formally as a profession in which teachers can exercise responsibilities as professional people, consistent with other self-regulating professions (page 39)

6. universities, employers, the TAFE system and the Board of Studies promote teaching in schools and other educational institutions, including the development of Higher School Certificate courses which will give advanced standing to students who aspire to become teachers (page 48)

7. entry into initial teacher education include processes which enable the universities to assess suitability to teach, including personal qualities and capacities regarded as important to success in the profession (page 48)

8. the universities, in consultation with employers, the unions and the profession structure initial teacher education to give students significant professional experiences early in their course to inform them about their suitability for teaching and enable them, where teaching is not a suitable option, to pursue other study pathways (page 49)

9. the universities be required to attest to those graduates who meet acceptable standards at the end of their course prior to employment (page 49)

10. scholarships, traineeships and internships be offered to attract and retain outstanding students in initial teacher education programs, in ways that contribute to raising the quality of the profession (page 49)

11. employers introduce, in negotiations where appropriate with relevant unions, a system of differentiated salaries and conditions of employment to attract and retain high quality teachers in difficult-to-staff teaching subject areas and schools (page 49)

12. universities, employers and the TAFE system expand pathways into teaching for mature age entrants, including, where appropriate, guaranteed appointment to positions after completion of initial training (page 49)

13. the Department of Education and Training in its recruitment practices give priority to teacher quality in making teaching appointments rather than time spent on a waiting list (page 49)

14. the Graduate Recruitment Program of the Department of Education and Training be revised to give greater priority to assessing performance of such graduates in professional experience (page 49)

15. employers, in collaboration with universities, the TAFE system and schools, develop para-professional pathways into teaching which target talented and suitable applicants from a range of relevant backgrounds (page 49)
16. strategies be developed cooperatively between employers and the profession which promote teaching as an attractive and rewarding career for talented and suitable male as well as female school leavers and those already in the workforce (page 49)

17. universities and employers, in conjunction with schools and the TAFE system, develop further para-professional pathway programs into teaching for talented and suitable indigenous people (page 49)

18. universities, employers and the unions in conjunction with the profession facilitate and support increased research into the career and employment decisions of teachers in New South Wales to inform workforce planning (page 50)

19. the provision of teacher education in the State be sought from a range of institutions which are prepared to meet pre-determined requirements and have a strong commitment to its provision (page 59)

20. university teacher educators responsible for professional experience as members of the teaching profession be expected to undergo the same processes of accreditation as teachers (page 59)

21. universities value and reward academics in teacher education, irrespective of their faculty or discipline, particularly by recognising the role they have working with teachers and schools (page 59)

22. teacher education be structured and funded to meet the unique needs of regional and rural communities (page 59)

23. courses be developed for para-professionals in rural and remote educational settings to provide credentials to people who have important roles in the teaching process (page 59)

24. standards be established for the external assessment and endorsement of programs of initial teacher education (page 59)

25. a process be established to attest to the quality of professional experience provided for student teachers in schools (page 59)

26. the term ‘professional experience’ replace ‘practicum’ to emphasise the shift from ‘practice’ to ‘experience’ as being central to teacher preparation (page 63)

27. the professional experience of student teachers over their total pre-service program be provided in a diversity of settings (page 63)

28. the final pre-service professional experience be substantial and occur in a setting similar to that where employment for the individual teacher is most likely to be found (page 64)

29. teachers who supervise student teachers be professionally accredited in appropriate areas such as mentoring or educational leadership (page 64)

30. universities and other potential providers of teacher education expand significantly the number of conjoint appointments (page 64)

31. the professional experience component of initial teacher education give all student teachers significant structured learning about the operation and culture of schools, including perspectives across different school systems, ethics in teaching and the role of the teacher as a change agent (page 64)

32. standards and guidelines for the induction of new teachers be established, making induction programs consistent in terms of quality (page 68)

33. teachers who exercise an educational leadership role in the induction or supervision of new teachers be professionally accredited (page 68)

34. universities, the TAFE system and employers work together to define their respective responsibilities in initial teacher education and induction (page 68)

35. universities, the TAFE system and employers work together to determine how best to develop and make available teacher induction programs directly related to the specific requirements of their new employment (page 68)

36. employers reduce the initial workload of teachers in the first year of service and provide effective mentoring in the early years of teaching (page 68)

37. universities, the TAFE system and employers give greater attention to the preparation and induction of casual or contract teachers, equivalent to the provision for permanent teachers (page 68)
38. Priority be given in initial and continuing teacher education to providing teachers with knowledge and skills to use information and communications technology to create learning environments that are both broad in scope and deep in concept development (page 75)

39. Information and communications technology be used to strengthen and expand professional communication between teachers (page 75)

40. Priority be given to commissioning research into specific models for integrating information and communications technology into pedagogy to create new learning opportunities for students (page 75)

41. The implications of information and communications technology for pedagogy and structures of teaching become a major focus in educational leadership programs (page 75)

42. Approaches in initial and continuing teacher education programs give priority to issues related to interpersonal relationships (page 81)

43. Learning about behaviour management in initial teacher education be addressed primarily within the framework of professional experience (page 81)

44. Employers give teachers regular and diverse opportunities for professional revitalisation, including short-term exchange placements in other schools and educational settings and, where appropriate, opportunities which will assist the transition from teaching to other employment (page 81)

45. Universities and the TAFE system in conjunction with the profession provide courses for teachers in behaviour management, including behaviour disordered students and drug education (page 81)

46. Employers and teachers support a system of teacher accreditation which encourages and rewards their professional development throughout their career (page 86)

47. Employers and teachers support an approach to continuing teacher education which emphasises the responsibility the profession and its individual members have for further learning to improve the quality of professional practice (page 86)

48. Standards be established for educational leadership to which teachers can aspire, be accredited against, and for which they can be recognised and rewarded (page 90)

49. The universities have a better defined and more substantial role in the provision of educational leadership programs, especially by broadening the range of pedagogical and inter-disciplinary studies (page 90)

50. The Department of Education and Training consider strategies to broaden the sources of educational leaders in government schools (page 90)

51. Employers, and particularly the Department of Education and Training, in their leadership and management structures take account of how the quality of teacher education and teaching can be improved through greater localisation of authority and decision making in schools (page 93).
The Review is to consider and advise on the initial preparation and continuing development of teachers for the new millennium.

Teachers must be well equipped to meet the changing needs of students and schools, which are driven by changes in contemporary society and in the expectations of parents, the community and employers. Particular attention should be paid to teachers’ knowledge and experience of their teaching areas and classroom and student management, taking into account the development of young children, adolescents and emerging adults who are preparing for work. Teachers in their training must be given the opportunity to develop effective leadership and student support skills and to embrace new technologies relevant to education and training.

The Review will undertake extensive consultation with schools, universities, training providers, parents and employers as well as the wider community. It will take into account recommendations of previous reviews and current developments in teacher education.

The Review will take into account the changing nature of schools, the education and training needs of the wider community, and educational policy priorities and directions. It will advise on the extent to which current teacher education programs prepare teachers adequately for the likely future demands of their employment. It will focus on teacher abilities such as being:

- skilled at providing a general education, preparing people for work and for community responsibility
- expert in the art and science of teaching including the use of modern technologies relevant to teaching
- accomplished in the on-going evaluation of the achievements of their students including assessing and reporting learning outcomes
- able to manage classroom and other teaching settings in effective ways
- committed to their students and their holistic development

- aware of and able to behave in an ethical and professional way in all aspects of teaching.

In particular the Review will advise on issues and strategies for improving the quality of teachers at all stages of their careers, taking into account:

1. possible changes in the nature of teaching and the complex set of skills required to be an effective teacher.
2. a range of pathways into teaching, including consideration of:
   - alternative entry schemes available in Australia and overseas
   - systems and procedures used to prepare for and enter other professions.
3. strategies for attracting high quality candidates into teacher education while reflecting the diversity of the population teachers are to serve.
4. the range, effectiveness and quality of present strategies and processes of initial teacher preparation to produce graduates with the knowledge, skills and personal attributes to meet future needs.
5. the nature, quality and balance of the initial teacher education curriculum, taking into consideration content knowledge, pedagogy, practical skills, legal requirements and government policies and the personal development of potential teachers.
6. the relevance, effectiveness and efficiency of approaches to the practicum (practical teaching experience), and its relation to school and university settings. Consideration of more innovative practices related to ‘in-school’ and ‘on-the-job’ training, and the role of teachers, teacher educators and others in the practicum.
7. the standards required of those responsible for preparing teachers including the implications of any national standards and guidelines for preparing teachers.

Appendix 1. Terms of Reference
8. the priorities for the use of resources currently available to universities and other organisations that undertake the preparation and training of teachers. The capacity of these resources to meet future needs for quality teachers, in the context of the relative roles and responsibilities of Commonwealth and State Governments in the preparation and training of teachers.

9. the relevance, quality and availability of post initial and continuing education programs for teachers and strategies to encourage on-going professional growth throughout their teaching careers.

10. the on-going structures and processes necessary to guarantee the quality and number of teachers required to meet likely future needs.

11. wide discussion of the Review’s proposals will be encouraged to help the Government come to decisions in the areas covered by the Review.
# Appendix 2. List of submissions

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NSW Teacher Education Council
NSW Teachers Federation
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Part-time Teacher Qualifications Strategy Group – TAFE NSW
People with Disabilities (NSW) Inc.
POET NSW Parents Organisation of Effective Teaching
Primary Executive Council of NSW
Professional Association of Learning Support
Professional Teachers’ Council NSW
Questacon – The National Science and Technology Centre
Scholastic Australia
School Watch Committee
Science Teachers’ Association of NSW
SDN Children’s Services Inc
SPELD NSW Inc., The Specific Learning Difficulties Association of NSW
State Library of New South Wales
Sydney College of Divinity
Tamworth District Secondary Principals’ Council
The Association of Independent Schools of NSW
The Australian College of Education, New South Wales Chapter
The Institution of Engineers, Australia
The Isolated Children’s Parents’ Association of NSW Inc.
The NSW Federation of School Community Organisations (FOSCO)
Vital Years Pty Ltd
Youth Advisory Council, The Cabinet Office
Youth for Life Inc

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Adlide B, Bega High School
Bailey S, University of New England, School of Curriculum Studies
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Bentley F, Faulconbridge Public School
Bibby M, University of New South Wales, School of Education
Boswell J, Kempsey High School
Bryceson B M
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Cambourne Assoc Professor B, University of Wollongong, Faculty of Education
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Ford S, University of New South Wales
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Gonczi Professor A, University of Technology, Faculty of Education
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<td>Gooley P</td>
<td>Junee North Public School</td>
</tr>
<tr>
<td>Gore Associate Professor J</td>
<td>University of Newcastle and</td>
</tr>
<tr>
<td>Ladwig J</td>
<td>University of Newcastle and University of Queensland</td>
</tr>
<tr>
<td>Grushka K</td>
<td>University of Newcastle, Faculty of Education</td>
</tr>
<tr>
<td>Harris Prof K</td>
<td>Macquarie University, Faculty of Education</td>
</tr>
<tr>
<td>Harvey S</td>
<td>Courallie High School</td>
</tr>
<tr>
<td>Hatton N</td>
<td>The University of Sydney</td>
</tr>
<tr>
<td>Hogan M &amp; D</td>
<td></td>
</tr>
<tr>
<td>Holliday Dr R</td>
<td>Charles Sturt University, School of Teacher Education</td>
</tr>
<tr>
<td>James C</td>
<td></td>
</tr>
<tr>
<td>Johnson P</td>
<td>Winmalee Public School</td>
</tr>
<tr>
<td>Jones A</td>
<td></td>
</tr>
<tr>
<td>Kindler Dr M</td>
<td>Tomakomai Komazawa University, Japan</td>
</tr>
<tr>
<td>Klymenko L</td>
<td>Stanmore Public School</td>
</tr>
<tr>
<td>Le Roux J</td>
<td>Bateau Bay Public School</td>
</tr>
<tr>
<td>Lin Dr W</td>
<td></td>
</tr>
<tr>
<td>Little G</td>
<td></td>
</tr>
<tr>
<td>Longmuir L</td>
<td></td>
</tr>
<tr>
<td>Manuel Dr J</td>
<td>University of Western Sydney, Faculty of Education and Languages</td>
</tr>
<tr>
<td>Maughan J</td>
<td></td>
</tr>
<tr>
<td>McConaghy Dr C</td>
<td>University of New England</td>
</tr>
<tr>
<td>McFadden Professor M</td>
<td>Charles Sturt University, Wagga Wagga, School of Education</td>
</tr>
<tr>
<td>Muldoon I</td>
<td></td>
</tr>
<tr>
<td>Opat Professor G</td>
<td>The University of Melbourne</td>
</tr>
<tr>
<td>Palaitis P</td>
<td></td>
</tr>
<tr>
<td>Park R</td>
<td></td>
</tr>
<tr>
<td>Pearce M</td>
<td>Ashfield Boys High School</td>
</tr>
<tr>
<td>Proud-Couchman V</td>
<td></td>
</tr>
<tr>
<td>Rayner L</td>
<td></td>
</tr>
<tr>
<td>Reid Dr J</td>
<td>University of New England, School of Curriculum Studies</td>
</tr>
<tr>
<td>Renata J</td>
<td></td>
</tr>
<tr>
<td>Shea P</td>
<td></td>
</tr>
<tr>
<td>Skamp Associate Professor K</td>
<td>Southern Cross University</td>
</tr>
<tr>
<td>Smith E</td>
<td>University of South Australia</td>
</tr>
<tr>
<td>Spender Dr D</td>
<td></td>
</tr>
<tr>
<td>Spurgeon D</td>
<td>University of New South Wales</td>
</tr>
<tr>
<td>Stroeve W</td>
<td></td>
</tr>
<tr>
<td>Thomass A</td>
<td></td>
</tr>
<tr>
<td>Thummler D</td>
<td>Oakhill Drive Public School</td>
</tr>
<tr>
<td>Weate A</td>
<td>University of New South Wales, College of Fine Arts</td>
</tr>
<tr>
<td>Webb G</td>
<td>University of Newcastle, Department of Linguistics</td>
</tr>
<tr>
<td>Whitten D</td>
<td></td>
</tr>
<tr>
<td>Williamson M</td>
<td></td>
</tr>
<tr>
<td>Yates Associate Professor L</td>
<td>La Trobe University</td>
</tr>
<tr>
<td>Young B</td>
<td>St Mary’s College</td>
</tr>
</tbody>
</table>
Universities and teacher education organisations

Australian Catholic University 89 & 145
Charles Sturt University 181
Charles Sturt University, Faculty of Education, Bathurst 70
Charles Sturt University, Teacher Education Practicum Reference Committee 50
Charles Sturt University, Wagga Wagga, School of Education, VET Educators 30
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Macquarie University, Institute of Early Childhood 67
Macquarie University, School of Education 67
Macquarie University, School of History 144
Southern Cross University 110, 128 & 192
The University of Newcastle 155
The University of Newcastle, Faculty of Education 90 & 166
The University of Newcastle, Faculty of Science and Mathematics 35
The University of New South Wales 124 & 172
The University of Sydney 132 & 161
The University of Sydney, Faculty of Education 56, 152, 153 & 154
The University of Sydney, Faculty of Science 123
The University of Sydney, Koori Centre 156 & 191
University of Canberra 171 & 184
University of New England 178
University of New England, Faculty of Education, Health and Professional Studies 133
University of New England, School of Curriculum Studies 111
University of Technology 163
University of Technology, Faculty of Education 118 & 199
University of Western Sydney 135, 195 & 201
University of Western Sydney, Macarthur, Faculty of Education 87
University of Western Sydney, Nepean, School of Teaching and Educational Studies 61 & 151
University of Wollongong, Faculty of Education 177 & 192

Schools

Bert Oldfield Public School 127
Hebersham Public School 17
Moree District – Teachers and non-school based staff 96

Participants in the online discussion forum

Bilston B
Burch C
Gibbons A
MacNamara D
Seaton L
Zeither J
## Appendix 3. List of consultations

### Universities and teacher education organisations

- Australian Catholic University
- Australian Council of Deans of Education
- Australian Vice-Chancellors’ Committee
- Charles Sturt University
- Coffs Harbour Education Campus
- Macquarie University
- National Academies Forum
- National Tertiary Education Union
- NSW Teacher Education Council
- NSW Vice-Chancellors’ Conference
- Southern Cross University
- The Australian National University - Centre for Educational Development and Academic Methods
- The University of New England
- The University of Newcastle
- The University of New South Wales
- The University of Sydney
- The University of Sydney, Koori Centre
- United Dental Hospital of Sydney
- University of Canberra
- University of Technology, Sydney
- University of Western Sydney
- University of Wollongong

### Organisations

- Aboriginal Education Consultative Group
- Action for the McRae Report
- Anglican Education Commission
- Association of Catholic School Principals
- Association of Heads of Independent Schools
- Australian Education Union
- Australian Teachers of English as a Second Language
- Australian Technology Park
- Board of Studies NSW
- Business Higher Education Round Table
- Canberra Grammar School
- Catholic Education Commission
- Council of Catholic School Parents
- Department of Education Training and Youth Affairs
- Design a Life
- Education Queensland
- Ethnic Affairs Commission NSW
- Federation of Parents and Citizens Associations of NSW
- Federation of School Community Organisations
- Independent Education Union
- Institution of Engineers, Australia
- Isolated Children’s Parents’ Association
- Learning Difficulties Coalition of NSW
- Life Education in NSW
- National Network for Earth Science and Engineering Learning
- NSW Association for the Education of Gifted and Talented Children Inc.
- NSW Commission for Children and Young People
- NSW Department of Agriculture
- NSW Department of Community Services
- NSW Department of Education and Training
  - Bert Oldfield Public School
  - Blacktown District Office
  - District Superintendents
  - Duri Public School
  - Hebersham Public School
  - Matthew Pearce Public School
  - Oxley High School
  - Parramatta District Office
  - Principals, Tamworth District
  - Tamworth District Secondary Principals Council
  - Quirindi High School
  - Quirindi Public School
  - Tamworth District Office
  - Tamworth South Public School
- Tamworth District Office
- NSW Department of Education and Training
- NSW Health
- NSW Office of Information Technology, Department of Information Technology and Management
- NSW Parents Council Inc.
- NSW Premier’s Department
- NSW Primary Principals’ Association
- NSW Secondary Principals’ Council
- NSW TAFE Commission Board
- NSW Teachers Federation
- Nurses Registration Board NSW
- Open Training and Education Network (OTEN)
- Professional Teachers’ Council
- Student Representative Council
- The Association of Independent Schools of NSW
- The Cabinet Office
- The Law Society of New South Wales
Appendix 4. Information relevant to quality in other professions

Table A4.1 Framework for Continuing Professional Development - Medicine

The Royal Australasian College of General Practitioners has instituted a program that combines continuing professional development with quality assurance. The “Quality Assurance and Continuing Education” program “aims to assist general practitioners in Australia maintain and improve the quality of care they give to patients and guarantee the highest possible standards of care to the community.” Each triennium general practitioners secure the satisfactory number of points in each of the following areas:

Practice assessment – which are planned activities to help practitioners review aspects of their own clinical performance with the aim of improving patient care. The Society has identified several programs in which practitioners may participate such as child injury prevention modules or diagnosis and management of depression or interpersonal skills questionnaire.

Continuing medical education (CME) - which are designed to enhance knowledge, skills, attitudes and judgement. The Society assesses programs and assigns points depending on whether the activity meets certain criteria, e.g. improving patient care, GP participation in planning and so on. Points are awarded at two levels, e.g. 2 points per hour or 3 points per hour, depending on the Society's evaluation of the relative educational value of the different CME activities.

Professional development – is identified as other activities which focus on the profession's role in improving the health care of the community. The Society has valued a set of professional development activities which may include lecturing to peers, lecturing to others and practice management.

Source: The Law Society of New South Wales, Discussion Paper, Mandatory Continuing Legal Education, September 1999

Table A4.2 Framework for Continuing Professional Development - Law

Rules for Mandatory Continuing Legal Professional Development

42.1 A practitioner must, during each year in which the practitioner holds a practising certificate, unless exempted by Council, comply with a condition endorsed on the practitioner's practising certificate, requiring the practitioner to complete a specified course of continuing legal education, by completing a course or programme of education or study which satisfies the following requirements:

42.1.1 the course may consist of an education programme, seminar, workshop, lecture, conference or discussion group or a multimedia or website based programme, or the research and preparation of an article published in a legal publication or such other publication approved by the Council, or any combination of two or more of those events

42.1.2 the course must be of significant intellectual or practical content and must deal primarily with matters directly related to the practice of law

42.1.3 the course must be conducted by persons who are qualified by practical or academic experience in the subject covered

42.1.4 the course must be relevant to a practitioner's immediate or long term needs in relation to the practitioner's professional development and to the practice of law

42.1.5 the course (or programme) must have an aggregate value of ten (10) MCLE units.

The Principle of Continuing Professional Education (CPE)

Continuing Professional Education (CPE) is not just a response to immediate work or other needs. The benefits of work experience and other demands are recognised as being professionally very important. But these benefits are enjoyed by non-professionals as well. There are unique demands upon every professional to identify, develop, promote, maintain and improve upon knowledge and skills which constitute the dynamic expertise of the professions in a rapidly changing society. Often professional development comes not from reacting to change but by initiating it.

Becoming a member or affiliate of the Institute is but the first step in a life long process of education, training and development expected of chartered accountants.

The pace and volume of changing technology and knowledge means that every member must allow sufficient time to absorb the range and depth of new material. By engaging in CPE, members and affiliates are making a positive investment in their future.

Members and affiliates have a continuing duty to maintain their professional knowledge and skill at a level required to ensure that their clients, or their employers, receive the advantages of competent professional services based on the latest developments in practice, law and business.

The hours outlined in Regulation 1002 are the minimum that members and affiliates are required to achieve to maintain their individual competencies. It is recommended that the time investment be in excess of these minimum levels.

Source: The Institute of Chartered Accountants in Australia, http://www.icaa.org.au

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Table A4.3  Framework for Continuing Professional Development - Accountancy

<table>
<thead>
<tr>
<th>The Principle of Continuing Professional Education (CPE)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Continuing Professional Education (CPE) is not just a response to immediate work or other needs. The benefits of work experience and other demands are recognised as being professionally very important. But these benefits are enjoyed by non-professionals as well. There are unique demands upon every professional to identify, develop, promote, maintain and improve upon knowledge and skills which constitute the dynamic expertise of the professions in a rapidly changing society. Often professional development comes not from reacting to change but by initiating it.</td>
</tr>
<tr>
<td>Becoming a member or affiliate of the Institute is but the first step in a life long process of education, training and development expected of chartered accountants.</td>
</tr>
<tr>
<td>The pace and volume of changing technology and knowledge means that every member must allow sufficient time to absorb the range and depth of new material. By engaging in CPE, members and affiliates are making a positive investment in their future.</td>
</tr>
<tr>
<td>Members and affiliates have a continuing duty to maintain their professional knowledge and skill at a level required to ensure that their clients, or their employers, receive the advantages of competent professional services based on the latest developments in practice, law and business.</td>
</tr>
<tr>
<td>The hours outlined in Regulation 1002 are the minimum that members and affiliates are required to achieve to maintain their individual competencies. It is recommended that the time investment be in excess of these minimum levels.</td>
</tr>
<tr>
<td>Source: The Institute of Chartered Accountants in Australia, <a href="http://www.icaa.org.au">http://www.icaa.org.au</a></td>
</tr>
</tbody>
</table>

---

Table A4.4  Definition of Misconduct - Nursing

| Section 4 of the NSW Nurses Act 1991 defines “professional misconduct”, and “unsatisfactory professional conduct”: |
| 4 (1) For the purpose of this Act, “professional misconduct” in relation to the accredited nurse, means unsatisfactory professional conduct of a sufficiently serious nature to justify the removal of the nurse’s name from the Register or Roll. |
| (2) For the purposes of this Act, “unsatisfactory professional conduct”, in relation to an accredited nurse, includes any of the following: |
| (a) any conduct demonstrates a lack of adequate: |
| (i) knowledge |
| (ii) experience |
| (iii) skill |
| (iv) judgement or |
| (v) care |
| by the nurse in the practice of nursing |
| (b) the nurse’s contravening (whether by act or omission) a provision of this Act or the regulations |
| (c) the nurse’s failure to comply with an order or determination made or a direction given under section 48, 55 or 64 or with a condition of registration |
| (d) a nurse’s holding himself or herself out as having qualifications in nursing other than: |
| (i) those in respect of which the nurse’s registration or enrolment was granted; or |
| (ii) those recorded in the Register or the Roll in respect of the nurse; and |
| (e) any other improper or unethical conduct relating to the practice of nursing. |
Table A4.6  Academic Legal Education

1.1 Academic Legal Education

The academic course of study leading to admission to practise must provide the intellectual foundations on which further knowledge, skills and experience can be assembled. This course of study requires an understanding and knowledge of the following areas of knowledge:

- Administrative Law
- Civil Procedure
- Company Law
- Constitutional Law (Federal and State)
- Contracts
- Criminal Law and Procedure
- Equity and Trusts
- Evidence
- Property (real and personal)
- Torts
- Professional Conduct

in the context of an overall course of study which provides:

- a well rounded education in the law
- a level of scholarship usually associated with a course leading to an undergraduate degree
- a good grounding in the analytical, communication and other skills required of a legal practitioner in modern society.

Table A4.7  The Academic Program for Engineers

5.0 The Academic Program

The minimum requirement for the academic program is a four-year full-time program or equivalent. The following elements of the academic program are seen as critical to ensuring that the graduates acquire the generic attributes listed in Section 2:

5.1 Program Philosophy and Objectives

There must be a clear statement of the mission and the objective for each program and of the broad characteristics expected of a graduate.

5.2 Program Structure and Content

The program structure and content must be such that the graduates acquire the generic attributes listed in Section 2 and achieve the program objectives. Typically a four-year professional engineering program should have the following elements:

- mathematics, science, engineering principles, skills and tools (computing, experimentation) appropriate to the discipline of study. This element should not be less than 40% of total program content.
- engineering design and projects. This element should be about 20% of total program content.
- an engineering discipline specialisation. This element should be about 20% of total program content.
- integrated exposure to professional engineering practice (including management and professional ethics). This element should be about 10% of total program content.
- more of any of the above elements or other elective studies. This could be about 10% of total program content.

5.3 Program Standard

The university must employ some method of external benchmarking to ensure that the program material and standards reflect relevant best practice.

Source: Institution of Engineering Australia, Manual for the Accreditation of Professional Engineering Programs, October 1999

Table A4.8  Australian Social Work Competency Standards for Entry Level Social Workers

<table>
<thead>
<tr>
<th>OVERALL COMPETENCY</th>
<th>SOCIAL WORK</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Units of Competency</strong></td>
<td><strong>Units of Competency</strong></td>
</tr>
<tr>
<td>Major subdivisions of overall competency</td>
<td>e.g. Practising in accordance with established social work values</td>
</tr>
<tr>
<td>e.g. dealing with the Legal System</td>
<td></td>
</tr>
<tr>
<td><strong>Elements of Competency</strong></td>
<td><strong>Elements of Competency</strong></td>
</tr>
<tr>
<td>Further divisions of units</td>
<td>e.g. promotes Social Justice</td>
</tr>
<tr>
<td>e.g. preparing of client/family for court appearance</td>
<td></td>
</tr>
<tr>
<td><strong>Performance Criteria</strong></td>
<td><strong>Performance Criteria</strong></td>
</tr>
<tr>
<td>e.g.</td>
<td>e.g.</td>
</tr>
<tr>
<td>levels of performance for each element</td>
<td>knows and understands the concept of Social Justice</td>
</tr>
<tr>
<td>explains court report and recommendations to client</td>
<td>engages in professional practice in accordance with the principles of Social Justice</td>
</tr>
<tr>
<td>explains roles and procedures of Children’s Court to client</td>
<td>identifies when Social Justice principles are being violated in individual group and broader social, political and economic contexts</td>
</tr>
<tr>
<td>links client and family in appropriate legal representation</td>
<td>advocates for adoption of Social Justice principles within organisations, communities, other social structures and institutions</td>
</tr>
<tr>
<td>liaises with legal representatives or advocates</td>
<td></td>
</tr>
</tbody>
</table>

Source: AASW, Australian Social Work Competency Standards for Entry Level Social Workers, September, 1994
Table A4.9  Competency Standards for the Social Work Profession

The purpose of these competency standards is to provide a broad framework for identifying the skills and competencies required for the delivery of Social Work services. In addition to meeting national requirements for the endorsement of professional competencies, at entry level, the standards are also designed to meet the needs of the Social Work profession for the purpose of:

- describing the scope and essence of the profession
- providing a basis for self-regulation of the profession
- providing a basis for the assessment of Social Work practice
- facilitating accreditation, and
- guiding education and the provision of ongoing continuing education.

The main components of the standards are Units of Competency which describe the competencies required to pursue the function of the Social Work profession within Australian society. This is:

- to act as an agent of social change and contribute to the redistribution of power, resources and opportunities towards more disadvantaged individuals, groups and communities.

The profession does this by:

- intervening in relationships between and amongst individuals, groups, communities, organisations, societal structures and institutions
- empowering those the profession interacts with as clients, and
- contributing to the development of policies concerning human well-being and of human service organisations.

Source:  AASW, Australian Social Work Competency Standards for Entry Level Social Workers, September 1994
Table A4.10  Competencies for the Registered Nurse in Recommended Domains

**Prerequisites for Registration**
- successfully completes an approved educational program
- fulfils the assessment requirements of the nurse registering authority

**Professional/Ethical Practice**
1. Demonstrates a satisfactory knowledge base for safe practice.
2. Functions in accordance with legislation and common law affecting nursing practice.
3. Protects the rights of individuals and groups.
4. Demonstrates accountability for nursing practice.
5. Conducts nursing practice in a way that can be ethically justified.

**Reflective Practice**
6. Recognises own abilities and level of professional competence.
7. Acts to enhance the professional development of self and others.
8. Recognises the value of research in contributing to developments in nursing and improved standards of care.

**Enabling**
9. Maintains a physical and psychological environment which promotes safety and security and optimal health.
10. Acts to enhance the dignity and integrity of individuals and groups.
11. Assists individuals or groups to make informed decisions.
12. Communicates effectively and documents relevant information.
13. Effectively manages the nursing care of individuals or groups.

**Problem Framing and Solving**
14. Carries out a comprehensive and accurate nursing assessment of individuals and groups in a variety of settings.
15. Formulates a plan of care in consultation with individuals/groups taking into account the therapeutic regimes of other members of the health care team.
16. Implements planned care.
17. Evaluates the progress toward expected outcomes and reviews plans in accordance with evaluation data.

**Teamwork**
18. Collaborates with the health care team.

**Purposes of the Competencies**
- to determine the eligibility for initial registration or enrolment of persons who have undertaken nursing courses in Australia
- to determine the eligibility of nurses who have undertaken nursing courses outside Australia and who wish to practise in this country
- to provide the basis for assessing nurses who wish to re-enter the work force after a period of absence defined by the registering authority
- to assess qualified nurses who are required to show that they can demonstrate the minimum level of competence for continuing practice.

*Source: Nurses Registration Board New South Wales, National Competencies for the Registered and Enrolled Nurse, subject to review, third edition*
### Table A4.11  Cost of the Practicum across the Professions

<table>
<thead>
<tr>
<th>Professional Qualification</th>
<th>Field Placement Unit - Tertiary Institution</th>
<th>Tertiary Supervision</th>
<th>Workplace Field Education Unit</th>
<th>Payment for Workplace Supervisor</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes/No Funding Source Yes/No Funding Source Yes/No Funding Source</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>BEducation</td>
<td>yes university yes university yes university</td>
<td>yes</td>
<td>1. $21 per day x 40 days totalling $840 2. $21 per day x 60 days totalling $1,260 3. $21 per day x 100 days totalling $2,100</td>
<td></td>
</tr>
<tr>
<td>DipEducation</td>
<td>yes memorandum of understanding between the university and both institutions yes shared by the university and teaching hospital</td>
<td>no</td>
<td>shared by the university, public clinics and local dental practitioners no</td>
<td>support gratis provided by private practitioners, hospital dentists and junior training staff</td>
</tr>
<tr>
<td>MTeaching</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dental Surgery</td>
<td>all training is conducted at the United Dental Hospital or Westmead Centre for Oral Health yes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engineering</td>
<td>yes university no N/A varies N/A</td>
<td>no</td>
<td></td>
<td>Note: students are paid by the employer during the practicum which often takes place over the vacation period</td>
</tr>
<tr>
<td>Medicine</td>
<td>yes shared by the university and teaching hospital yes shared by the university and teaching hospital yes shared by the university and teaching hospital no</td>
<td>no</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nursing</td>
<td>yes university yes university 8 students per facilitator at $22 per hour yes</td>
<td>no</td>
<td>sometimes a shared arrangement between the university and the health service no</td>
<td></td>
</tr>
<tr>
<td>Social Work</td>
<td>yes university yes casuals employed by the university at $67.50 per hour N/A N/A</td>
<td>no</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Graduate Medical Program</td>
<td>yes joint program between the university and teaching hospital yes joint program between the university and teaching hospital yes hospital</td>
<td>no</td>
<td>some GPs are paid a casual rate by the hospital VMOs and registrars provide support grants</td>
<td></td>
</tr>
<tr>
<td>Professional Legal Training following BLaw</td>
<td>no N/A no N/A yes consortium of law firms</td>
<td>no</td>
<td></td>
<td>Note: Award rate to be paid to students during 15-week placement by employer</td>
</tr>
</tbody>
</table>


Table A4.12  Industrial Award for Payment of Co-operating Teacher

Australian Industrial Relations Commission  
Australian Industrial Registry Loose-Leaf Consolidation  
Australian Higher Education Practice Teaching Supervision Award 1990

This award as varied to 27 March 1997 (variation V004) (Note: variation V003 cancelled) comprises pages:

5 - DEFINITIONS  [5 varied by V002, substituted by V004 from 19Mar97]

In this award, unless contrary intention is clearly shown:

"School teachers" means teachers employed in any school, college or institution provided for the eligibility rules of the Australian Education Union or the Independent Education Union of Australia, except teachers employed by the Department of Education in the State of Victoria and classified as Leading Teacher or in receipt of the allowance for temporarily performing the duties of a Leading Teacher.

6 - SALARIES  [6 substituted by V001 ppc 11Feb92; corrected by V001a ppc 11Feb92]

(a) Payments (per student per day) to school teachers employed by any institution respondent to this award for the supervision of practice teaching (which payments should cover work involved in the making of written evaluation and assessments):

(i) supervision in secondary schools in one method  $12.45
(ii) supervision in secondary schools in two methods  $21.20
and supervision in primary schools

(b) Payments (per student per day) to school teachers employed by any institution respondent to this award for the co-ordination of practice teaching, (remuneration should be not more than the equivalent for ten students)  $1.30

Source: Consolidated Australian Higher Education Practice Teaching Supervision Award 1990

Table A4.13  The Dental Hospital

United Dental Hospital of Sydney

The United Dental Hospital provides:

(a) clinical and technical facilities for the instruction of dentistry students;

(b) dental treatment for patients who are holders of Health Cards or those referred for specialist care.

Westmead Centre for Oral Health

The Centre for Oral Health is part of Westmead Hospital. It provides:

(a) clinical and technical facilities for the instruction of dentistry students;

(b) dental treatment for patients who are holders of Health Cards or those referred for specialist care;

(c) facilities for the Institute of Dental Research.

United Dental Hospital and Westmead Hospital

Dentistry students spend some of their time in First and Second Years and most of Third Year at the United Dental Hospital, 2 Chalmers Street, Surry Hills, 2010; for the major part of Fourth and all of Fifth Year, students are located at the Westmead Centre for Oral Health.

Source: 1999 Students' Faculty of Dentistry Handbook, The University of Sydney

Note: In addition, final year students spend time in Public Dental Clinics in other areas. Rural placements will be mandatory in the new graduate entry dental program (The University of Sydney).
<table>
<thead>
<tr>
<th>Day</th>
<th>Time</th>
<th>Monday</th>
<th>Tuesday</th>
<th>Wednesday</th>
<th>Thursday</th>
<th>Friday</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>8</td>
<td>Clercteko — proctology (1 in 4 weeks)</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>9</td>
<td>Endoscopy (Williams) (2 sessions per term)</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td>10</td>
<td>Meet the Professor (all year)</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>11</td>
<td>Lectures/Seminars/PBL (all year)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>12</td>
<td>Theatre : Hollands — Hepatobiliary and general</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1</td>
<td></td>
<td>Hepatobiliary Theatre (Brancatisano)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td>Radiology (all year)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3</td>
<td></td>
<td>Wards/Rooms</td>
<td></td>
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<td>4</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Wards/Rooms (Farrell/Brancatisano)</td>
<td>Medical Grand Rounds (all year)</td>
<td>University clinic: Gastroenterology (Williams)</td>
<td>Histology/Radiology Clinical meetings</td>
</tr>
<tr>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Radiology (Surgical Gastro)</td>
<td>Teaching Ward Round (Case Presentation) (Brancatisano/Holland) ERCP (1 session/term)</td>
<td>Surgical Grand Rounds</td>
<td>Loder (colorectal theatre) — alternate weeks</td>
</tr>
<tr>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>University clinic — Liver</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Loder — Colorectal Theatre (1 in 4 weeks)</td>
<td>Lectures/Seminars/PBL (all year)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Westmead Hospital Clinical School Teaching Program — Year 3
The Northern Clinical School is one of four Clinical Schools of the Faculty of Medicine of The University of Sydney.

Situated within Northern Sydney Health and catering for the needs of over 740,000 people, students attached to the Northern Clinical School are uniquely placed to take advantage of a diversity of experience in both hospital and community practice.

### Northern Sydney Health Bed Numbers

<table>
<thead>
<tr>
<th>Hospital</th>
<th>Beds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gladesville-Macquarie</td>
<td>183</td>
</tr>
<tr>
<td>Greenwich</td>
<td>80</td>
</tr>
<tr>
<td>Neringah</td>
<td>40</td>
</tr>
<tr>
<td>Royal Rehabilitation</td>
<td>188</td>
</tr>
<tr>
<td>Royal North Shore</td>
<td>600</td>
</tr>
<tr>
<td>Hornsby</td>
<td>300</td>
</tr>
<tr>
<td>Ryde</td>
<td>226</td>
</tr>
<tr>
<td>Manly</td>
<td>225</td>
</tr>
<tr>
<td>Mona Vale</td>
<td>165</td>
</tr>
</tbody>
</table>

### Private

<table>
<thead>
<tr>
<th>Hospital</th>
<th>Beds</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Shore Private</td>
<td>160</td>
</tr>
<tr>
<td>Sydney Adventist Hospital</td>
<td>324</td>
</tr>
<tr>
<td>Mater</td>
<td>187</td>
</tr>
<tr>
<td>Hunters Hill</td>
<td>70</td>
</tr>
<tr>
<td>Dalcross</td>
<td>53</td>
</tr>
</tbody>
</table>

### Community Health Centres

741,000 people GPs (900) — 3 divisions

### Total Beds

2681 beds

Source: Working Together - Northern Clinical School and The University of Sydney 1993-1998
A. Alex Bune

Appointed in 1997 as half-time Coordinator of Medical Education, Associate Professor Alex Bune has brought a wealth of teaching experience from Flinders University. She has played a major role in introducing the Graduate Medical Program at Northern and spends the other half of her time doing clinical work. Having helped with the introduction of the first two years of the Program, Alex Bune is now, in conjunction with Bruce Robinson, facilitating the organisation of the Integrated Clinical Attachments which commence in 1999.

A quiet achiever, Alex has spent a great deal of time familiarising clinicians across the Area with the concepts of the Graduate Medical Program in coordinating the Professional Development program.

Source: Working Together - Northern Clinical School and The University of Sydney 1993-1998

B. Deborah Yates

Dr Deborah Yates has now arrived, and is responsible for Resident Training and Management. Appointed as a conjoint Clinical Senior Lecturer, Deborah will spend half her time in Thoracic Medicine, and the remaining time looking after the education of young doctors during the first two years following graduation. A distinct Department has been created under her direction, and is concerned with the organisation of Residents. With the combined efforts of Dr Lilon Bandler (the coordinator of Thursday morning dedicated time for RMO Education throughout the Area), Associate Professor Margaret Schnitzler (Director of Clinical Training at Royal North Shore Hospital), and Dr Yates, it is planned that there will be an educational continuum, involving medical students and young doctors. This is an important initiative at Northern and has the full support of all staff.

Source: Working Together - Northern Clinical School and The University of Sydney 1993-1998

Table A4.16  Case Study of a University Joint Appointment to a Hospital

A. Alex Bune

Appointed in 1997 as half-time Coordinator of Medical Education, Associate Professor Alex Bune has brought a wealth of teaching experience from Flinders University. She has played a major role in introducing the Graduate Medical Program at Northern and spends the other half of her time doing clinical work. Having helped with the introduction of the first two years of the Program, Alex Bune is now, in conjunction with Bruce Robinson, facilitating the organisation of the Integrated Clinical Attachments which commence in 1999.

A quiet achiever, Alex has spent a great deal of time familiarising clinicians across the Area with the concepts of the Graduate Medical Program in coordinating the Professional Development program.

Source: Working Together - Northern Clinical School and The University of Sydney 1993-1998

Table A4.17  Quantity and Pattern of Usual Clinical Experience in Nursing in the Workplace

<table>
<thead>
<tr>
<th>First Year Bachelor of Nursing</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Nursing Practice 1A</td>
<td>10 days equivalent</td>
</tr>
<tr>
<td>Nursing Practice 1B</td>
<td>10 days equivalent</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Second Year Bachelor of Nursing</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Nursing Practice 2A</td>
<td>15 days equivalent</td>
</tr>
<tr>
<td>Nursing Practice 2B</td>
<td>15 days equivalent</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Third Year Bachelor of Nursing</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Nursing Practice 3A</td>
<td>20 days equivalent</td>
</tr>
<tr>
<td>Nursing Practice 3B</td>
<td>20 days equivalent</td>
</tr>
</tbody>
</table>

Source: The University of Sydney, Faculty of Nursing Handbook 1999
Typically a four-year professional engineering program should have the following elements:

- mathematics, science, engineering principles, skills and tools (computing, experimentation) appropriate to the discipline of study. This element should not be less than 40 per cent of total program content
- engineering design and projects. This element should be about 20 per cent of total program content
- an engineering discipline specialisation. This element should be about 20 per cent of total program content
- integrated exposure to professional engineering practice (including management and professional ethics). This element should be about ten per cent of total program content
- more of any of the above elements or other elective studies. This could be about ten per cent of total program content.

Source: *Manual for the Accreditation of Professional Engineering Programs, The Institution of Engineers, Australia, 7 October 1999* 

The University of New South Wales — Faculty of Engineering

Industrial Training (IT) refers to work experience that is relevant to student undergraduate studies. All students are required by the Institution of Engineers (IEAust) to complete a minimum of sixty working days of approved industrial training which is assessable as an undergraduate subject prior to the award of Bachelor of Engineering degrees. Industrial training must be concurrent with enrolment and normally should be accumulated during the summer recesses at the end of the second and third years.

**Table A4.19  Comparative Salary Scales and Structures***

<table>
<thead>
<tr>
<th>NURSES As at April 1999</th>
<th>SOCIAL WORKERS As at 1 January 1999</th>
<th>DENTISTS As at 4 January 1999</th>
<th>MEDICAL OFFICERS** As at 1 January 1999</th>
<th>TEACHERS As at 1 January 1999</th>
<th>TEACHERS As at 3 April 2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registered Nurse</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Year 1</td>
<td>$ 31,988</td>
<td></td>
<td>Intern year 1 $ 36,484</td>
<td>Teachers year 1 $ 31,690</td>
<td>step 3 $ 32,958</td>
</tr>
<tr>
<td>Year 2</td>
<td>$ 32,793</td>
<td></td>
<td>Resident year 1 $ 42,765</td>
<td>step 4 $ 34,832</td>
<td></td>
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<tr>
<td>Year 3</td>
<td>$ 34,474</td>
<td></td>
<td>year 2 $ 47,035</td>
<td>step 5 $ 36,549</td>
<td></td>
</tr>
<tr>
<td>Year 4</td>
<td>$ 38,079</td>
<td></td>
<td>year 3 $ 53,274</td>
<td>step 6 $ 38,431</td>
<td></td>
</tr>
<tr>
<td>Year 5</td>
<td>$ 39,880</td>
<td></td>
<td>year 4 $ 57,834</td>
<td>step 7 $ 40,314</td>
<td></td>
</tr>
<tr>
<td>Year 6</td>
<td>$ 41,300</td>
<td></td>
<td></td>
<td>step 8 $ 42,199</td>
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</tr>
<tr>
<td>Year 7</td>
<td>$ 43,657</td>
<td></td>
<td></td>
<td>step 9 $ 44,081</td>
<td></td>
</tr>
<tr>
<td>Year 8</td>
<td></td>
<td></td>
<td></td>
<td>step 10 $ 45,964</td>
<td></td>
</tr>
<tr>
<td>Clinical Nurse Specialist</td>
<td></td>
<td></td>
<td></td>
<td>step 11 $ 47,846</td>
<td></td>
</tr>
<tr>
<td></td>
<td>45,442</td>
<td></td>
<td></td>
<td>step 12 $ 49,732</td>
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<tr>
<td>Clinical Nurse Educator</td>
<td>45,442</td>
<td></td>
<td></td>
<td>step 13 $ 52,182</td>
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<tr>
<td>Clinical Nurse Consultant</td>
<td>55,871</td>
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<tr>
<td>Nurse Manager</td>
<td></td>
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</tr>
<tr>
<td>NUM 1</td>
<td>$ 54,761</td>
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<tr>
<td>NUM 2</td>
<td>57,375</td>
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<tr>
<td>NUM 3</td>
<td>58,909</td>
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<td></td>
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<tr>
<td>Nurse Manager</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grade 1-9</td>
<td>54,428 - $ 87,755</td>
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<tr>
<td>Dental Officer</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grade 1</td>
<td>$ 41,000</td>
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<td></td>
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<tr>
<td>Dental Officer</td>
<td></td>
<td></td>
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<td></td>
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</tr>
<tr>
<td>Grade 2</td>
<td>$ 63,115</td>
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<tr>
<td>Dental Officer</td>
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<td></td>
</tr>
<tr>
<td>Grade 3</td>
<td>$ 68,187</td>
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<tr>
<td>Dental Officer</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grade 4</td>
<td>$ 71,044</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Dental Officer</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Grade 5</td>
<td>60,771</td>
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<tr>
<td>Specialist Dentist</td>
<td>$ 70,248</td>
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<tr>
<td>Specialist Dentist</td>
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</tr>
<tr>
<td>Year 1</td>
<td>70,248</td>
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<tr>
<td>Year 2</td>
<td>72,945</td>
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<td>Year 3</td>
<td>75,642</td>
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<td>Year 4</td>
<td>78,496</td>
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<tr>
<td>Year 5</td>
<td>81,352</td>
<td></td>
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</tr>
</tbody>
</table>

*Specialist Dentist involves 6-7 years additional training.
** Considerably more is earned in the private sector.
*** The majority of the professions listed have experienced an increase in salary over the previous 12 months.

Sources: The United Dental Hospital of Sydney Industrial Codes and Rates of Pay at 4 January 2000, Dental Officers; Crown Employees (Teacher and Related Employees) Salaries and Conditions Award; NSW Health Department: Public Hospital (Medical Officers) Award; (1 January 1999), NSW Public Hospital Nurses State Award; Public Hospital Social Workers Award (1 January 1999).
The universities in New South Wales made significant contributions to the Review of Teacher Education. In particular, forums were organised by them to canvass current thinking and practice in teacher education in Australia and internationally, and to generate debate on approaches to reposition teacher education in New South Wales for the new century.

At each forum, a wide range of views was available from the various stakeholders in teacher education. This contribution made by the universities strengthened the capacity of the Review to identify important issues relevant to the Terms of Reference and to make recommendations for change and improvement.

The following are summaries of viewpoints, research findings and recommendations arising from the forums which were organised during October 1999 – March 2000.

Macquarie University: Early Childhood Teacher Education 20 October 1999 (Submission 67)

University of New England: Rural/Regional Issues and Challenges in Teacher Education 22 October 1999

University of Newcastle: Retraining Mature Age Workers and Behaviour Management 29 October 1999

Southern Cross University: The Practicum 17 November 1999 (Submission 128)

University of Sydney: Repositioning Teacher Education Symposium 27-28 January 2000 (Submission 152)

Southern Cross University, Coffs Harbour: Creating World Class Technology Teachers K-12: Qualities for 2010 3 March 2000 (Submission 182)

University of Western Sydney: Community Needs and Teacher Education for Greater Western Sydney 24 March 2000 (Submission 201)


Macquarie University: Early Childhood Teacher Education

The forum was convened on 20 October 1999 by the Institute of Early Childhood, Macquarie University to address the Terms of Reference of the Review of Teacher Education from the perspective of early childhood teacher educators.

Early childhood teachers are employed in many services, including long daycare, preschool and the early years of school. The forum put forward the view that early childhood education (0-8) is different from other forms of education, requiring a specialist qualification from designated early childhood teacher education programs. The forum considered early childhood teacher education to be conceptually different from a specialisation of primary teacher education, due to the diversity of employers and complexities of working with young children and their families. The forum observed that the shift from specialist courses for early childhood educators to a generalist K-6 primary focus has impacted on effective teaching as many university courses have very limited input to teaching in the early years in primary schools. The nature of learning in many childhood settings has become more complex due to increasing numbers of children living in poverty, children spending many hours in out-of-home care while both parents are working and children with varying levels of disability being integrated in mainstream educational institutions. A strong research base underlying early childhood teacher education is essential to support the complexity of work in the early years.

Employers at the forum observed that a consequence of the decline in the standard for student entry into many teacher education programs was the poor communication skills of some new graduates. The reluctance of some universities to fail under-performing students, due to the structure of funding arrangements, has resulted in employers having to take industrial action to remove such students from the workforce. The forum recommended raising the UAI entry into teacher education program without faculties of education being penalised for falling enrolments during the transition. Unsuitable students can be redirected to alternative studies.
There was a strong call from employers for informed long term planning to ensure there are sufficient early childhood teachers of before-school age children. The current teacher shortage has given rise to arguments against the regulatory requirement to employ teachers in children services, which threatens the provision of high quality services. The simultaneous review of Teacher Education and the Regulations of Children’s Services was noted as providing an ideal opportunity for exchange between relevant Ministers on quality and transition to school issues.

The forum identified three features critical to the success of early childhood teacher education programs: strong partnership between employers and universities to support programs, a balance of theory and practice to cater for the wide variation in characteristics of children, and integrated practicum programs with proper funding. Some employers at the forum emphasised aspects of the core curriculum which enable teachers to deal adequately with student diversity within their classrooms. These include indigenous culture, assessment of children for special or gifted education, an understanding of curriculum content and developmentally appropriate processes, and management of mixed ability classrooms. Student teachers should have practical experience in both mainstream and specialised educational contexts, and know how to work collaboratively with other adults.

Concern about the cost of providing practical experience has led to reduced involvement of university staff in the field which in turn reduces the collaboration between university staff and teachers, including opportunities for university staff to interest teachers in postgraduate study. University detachment from schools and other educational settings also reinforces perceptions that the practicum is separate from coursework.

The forum considered partnerships in the form of centres of excellence as a strategy to improve connections between universities and employers to achieve better practical experience for students. It was envisaged that a university would designate a number of children’s service centres as centres of excellence through which university staff would gain exposure to the field and broaden opportunities for quality practicum placement.

Employers at the forum expressed concerns at the quality of practicums as demonstrated in the trend towards unsupervised practicums, and students’ lack of opportunity to gain adequate skills in programming, planning and team communication. Students’ knowledge of key legislative and policy changes relevant to diverse workplaces was also considered insufficient. Employers identified the need for more funding to universities, more involvement of experienced teachers in supervision and a leadership role jointly assumed by university staff and teachers in supporting students at risk.

The early childhood sector was considered unique in the teaching profession by having a code of ethics, quality assurance system and regulations which clearly define the role of teachers. Advances on the current position for the sector can be achieved through strategies to:

— accredit teacher education programs through agreed principles for teacher preparation to assist a sector comprised of many private and community employers
— value academics’ teaching experience in addition to their research and publications
— introduce teacher registration for all Australian early childhood education graduates
— support Aboriginal and Torres Strait Islander students’ transition to cohort-specific teacher education programs
— renegotiate the industrial award between the Commonwealth Government, teacher unions and universities that require payment to teachers in schools for supervision
— identify alternative means of appropriately recognising supervising teachers’ contribution to the practicum
— extend the model of the Early Childhood Practicum Council of New South Wales
— recognise fully the complexity of the profession in university teaching
— foster continuing education and professional recognition.

The forum was chaired by Associate Professor Alma Fleet, Head, Institute of Early Childhood, Macquarie University. Participants came from the university sector: Charles Sturt University, Macquarie University, University of Newcastle, University of New England, University of Western Sydney – Macarthur and Nepean Campuses.
Representatives of key stakeholders in early childhood education also contributed: Catholic Education Office, Early Childhood Education Council, Early Intervention Association, Association of Independent Schools, KU Children’s Services, Local Government Children’s Services Association, New South Wales Department of Education and Training, Office of Child Care, Quality Child Care Association of New South Wales and SDN Children’s Services.

The University of New England convened the forum on 22 October 1999 to consider challenges facing teacher education, including the provision of practical teaching experience in regional locations.

Regional schools and communities present students on practicum with much more diverse issues of culture, social class and gender. Rural people also experience more acutely the impacts of distance, isolation, the small sizes of community, limited services and economic downturns.

Discussion focused on the fact that for many student teachers, the practicum can be their first experience working in such a different social environment. Student teachers need to be well equipped with knowledge and skills to understand their local contexts, address issues which their students raise and avoid stereotyping. Understanding community and student backgrounds of disadvantage was emphasised for indigenous education.

Experiences in rural schools are varied. While beginning teachers are able to obtain work more readily in difficult to staff rural and regional schools, they can suffer trauma from isolation. Young teachers can develop psychological conditions which are not often recognised. In a small central school, secondary subject specialists require leadership skills as they can become the sole teachers at that school with subject expertise. On the other hand, appointments to larger regional centres potentially lead to frustration when existing teachers dismiss attempts to apply new teaching methods.

AWARENESS of the management of composite classes, integration of students with special needs, ESL and indigenous education was identified as important for primary teachers.

The forum discussed teacher preparation for managing behaviour of students.

Alternative models of behaviour management were explored involving a shift from regarding student behaviour as the problem, to one which recognises students’ inability to connect with the school curriculum. Current solutions, relying on punishment for displays of resistance to schooling or provision of remediation and special education, often further alienated students and reduced their exposure to the curriculum.

Teacher education courses should include either a mandatory unit or give enough content emphasis to provide a thorough understanding of behaviour management both in theory and practice. Universities must address this aspect of teacher preparation in consultation with school communities.

Concerns were expressed about funding levels for the practicum component of teacher education programs and the system of payment to teachers in schools. It was reported that at Charles Sturt University, this cost significantly exceeds allocations to the Faculty of Education from Commonwealth recurrent grants for practicum subjects. Subsidies for the practicum are made at the expense of other subjects. In addition, the system of payment to teachers participating as supervisors or mentors potentially reduces their role to that of an individual providing a basic fee for service, without shared ownership of teacher education.

It was suggested that the most satisfactory relationships between the universities and the field are likely to arise when a school negotiates to provide quality professional experiences for pre-service teachers in a manner that meets university expectations and entry criteria to professional practice. Negotiations of this nature will provide valuable insights into the professional needs of all concerned.

The forum was convened by Professor Bill Green, School of Curriculum Studies, Faculty of Education, Health and Professional Studies, University of New England. Participants came from a cross section of the education community in the regions, including university academics from Southern Cross University, Charles Sturt University and University of New England. There were representatives of the TAFE and school education sector, including the Armidale District Office of the New South Wales Department of Education and Training, school
principals, deputy principals and teachers from government and non-government schools in Armidale and surrounding regions. Views on the cost of practicum were made from the perspective of a participant from Charles Sturt University.

**University of Newcastle: Retraining Mature Age Workers and Behaviour Management**

The University of Newcastle convened the forum on 29 October 1999 to consider its collaborative teacher education initiative in preparing teachers with practical skills. As a second topic relevant to teacher education, the forum discussed behaviour management from the wider perspective of managing the whole learning environment.

The teacher education initiative involved a partnership between the University of Newcastle, BHP and the New South Wales Department of Education and Training. The program retrained workers retrenched from BHP bar and wire products division to become teachers of technological and applied studies – an area of teacher shortage in New South Wales. These workers already have trade, advanced certificate or degree qualifications. An industry entry pathway which recognises prior learning was designed for the Bachelor of Education (Design and Technology) to enable most students to graduate within approximately two years of study.

The course was delivered in many sites to facilitate the accelerated pathway and assist student teachers develop competencies of a beginning teacher. For example, schools and BHP workplace were used as workshops, classrooms became teaching laboratories and TAFE Institutes offered specific skills training. All course models integrated academic content with field experiences.

Under the program, BHP paid for studies by their workers and the New South Wales Department of Education and Training guaranteed jobs at a high school where there was a shortage of technological and applied studies teachers. BHP has extended the program to its Port Kembla plant. Port Kembla workers enrolled with University of Newcastle but completed part of their studies at the nearby University of Wollongong and gained their practical teaching experience at a local high school.

The curriculum for both the Bachelor of Education (Design and Technology) and the Diploma of Education (Secondary, Technology and Applied Studies) were developed in close consultation with the New South Wales Department of Education and Training as the employer. This ensured the requirements of both the Department and the Tertiary Qualifications Advisory Panel were met.

The initiative has received positive feedback from the government and non-government school sectors keen to employ its graduates. Initially offered to BHP workers, the program now continues with a significant intake of trades people from a variety of industries. The industry entry pathways will be broadened to other teaching areas of high demand.

In relation to the second topic, behaviour management, the forum focused on the issues of classroom and school-level management. The term management is preferred to behaviour management or discipline as it focuses on the important issue of managing the whole of the learning environment rather than just the student.

The forum considered a model representing the ecology of the classroom in which four factors interacted – teacher, students, curriculum and resources, physical setting. The interactions occur in a teaching and learning environment in that teachers and students teach and both learn from what goes on in that ecosystem. Addressing behavioural problems is about addressing, amongst other things, teacher behaviours, their teaching and management skills, what is taught and how it is taught, the students’ ability levels and interest in the content and its presentation, as well as the time of day when the learning occurs and the way the classroom is set up.

The forum discussed differing approaches and concerns in primary and secondary schools including the need for teachers to develop a broader range of teaching and management strategies and not see student misbehaviour in isolation. It was recognised that strategies for managing behaviour needed to be developed within and by the school community.

There was agreement that preparation for classroom management in teacher education courses was critically inadequate and that acquiring skills of teaching and learning required knowledge and understanding of management of both curriculum content and the learning environment.
The forum was organised by the Faculty of Education, University of Newcastle. It was attended by academics, teachers and representatives of industry and the education community, who have practical experience in special education and in implementing the partnership.

Southern Cross University:
The Practicum

Southern Cross University convened the forum on 17 November 1999 to examine the effectiveness of the practicum and future directions for improving the quality of practical experience in teacher education.

The forum reviewed the practicum and observed that issues raised over the past two decades, through a national inquiry and a major review relevant to this aspect of teacher education, have persisted until now. In particular, the forum based much of the discussion on the conditions for an effective practicum program, put forward by the 1989 Discipline Review of Teacher Education in Mathematics and Science. That Review regarded the ideal conditions as:

— adequate recognition of the practicum by funding bodies
— serious commitment by the higher education institution
— genuine partnership between the higher education institution and the schools
— appropriate selection and training of supervising staff in schools
— clear definition of roles and responsibilities of teacher education staff and school supervisors
— clear program with reasonable expectations of students.

In contrast, weaknesses of the practicum have recurred, including:

— students perceiving a lack of connection between theory and practice, with the practicum being regarded as artificial
— school teachers being unclear about the overall teacher education program
— university staff feeling ambivalent about the practicum, some stressing the importance of being academic over and above the need to relate to the teaching profession.

The question of funding was discussed at the forum but there were widely different opinions about the appropriate use of funds. In this context, there was a view that the development of internships in the final year of teacher education offers a major way forward. The recommended model involved an extended practicum of one school term during which a student teacher assumes the full teaching responsibility, enabling a teacher to attend professional development. The arrangement can occur as a trade off from the university for the practicum placement and requires no payment. This model operates in seven New South Wales universities.

In preparation for the forum, Southern Cross University surveyed 18 teacher education programs around Australia in early November 1999 to seek information on practicum practices in terms of funding arrangements, role of university staff and teachers, assessment and innovative practices. A summary of the responses was provided at the forum. The survey highlighted a wide variety of activities being undertaken which were experiential. The examples ranged from a trial of online supervision via e-mail, to a highly structured program over five weeks in nine schools which provided common elements in initial experience to around 260 first year students through lectures, workshops and school visits.

There was concern that no mechanism exists for exchange of ideas about the practicum, other experiences of students, or the development of programs overall. The forum suggested the establishment of a clearing house service by peak bodies such as the Australian Council of Deans of Education or the New South Wales Tertiary Education Council. As well, the forum identified the need for a register of research in teacher education to be re-established and updated regularly.

Lack of funding was often seen as the major problem in relation to the practicum but the forum identified a more important underlying issue related to the relationships between partners of the program: faculties of education, schools and school communities. It was argued that even if funding were adequate, it does not guarantee quality experience in the practicum. Quality experience is
contingent on the competence of supervising teachers, university educators, and the relationships which they established for the practicum in particular, and for the teaching profession in general. Joint ownership, involving equal partners, is critical to the success of the program as this provides the framework for maximum collaboration.

At the other end of the continuum of collaboration are examples of universities making decisions and negotiating placements with little or no input from the schools, or universities seeking advice from the schools but retaining sole control of the decision making.

Discussion took place about the extent to which pre-service teacher education should move from theory to practice, represented by the traditional approach, or vice versa. The forum considered the merit of programs which are experientially based, giving students the opportunities to learn from practice before being introduced to theory. It was suggested that such sequence of learning would give practical teaching experience a dominant place. The change of emphasis will require all parties to collaborate at the highest level for the benefit of students.

The forum was convened by Marilyn Chaseling, Head, School of Education, Southern Cross University. There were 45 participants including school principals, deputy principals and teachers from government and non-government schools; Department of Education and Training personnel; and university academics.

In addition, a public forum was held as part of the Symposium and co-sponsored by the Australian Curriculum Studies Association. The keynote speakers and Professor Judyth Sachs, Faculty of Education, University of Sydney led the discussion on the themes of the Teacher Education Review: recruitment, preparation and mentoring, induction and professional learning, professional standards, partnerships and resourcing.

Some comment emerged from the Symposium regarding the perceived context in which any deliberations and recommendations from the Review should be considered. The context is outlined as follows and precedes discussion of the six themes of the Review.

i) Context

There was a relatively strong view expressed that any discussion of teacher education and recommendations towards its reform, should be taken within an explicit consideration of the broader contexts of the present and future learning needs and lives of students and teachers in schools and other learning sites, within an increasingly rapid movement towards a communication/information society. The quality of schooling and education is becoming an even more important activity in the development of an equitable, just and humane society and issues of access are also crucial. In addition, the roles that teachers are expected to fulfil and the sites and contexts in which they are expected to work, have, and will become, increasingly diverse and different from those of the past. There is strong evidence that there are direct relationships between level of educational achievement and levels of social pathology on a number of indicators (eg unemployment, poverty, crime, recidivism). There is also clear evidence of the direct link between student learning and achievement and the quality of teaching (eg Darling Hammond 2000). The quality of teaching depends, not only, but to a very large extent, on the quality of initial teacher preparation and the continuing quality of professional learning and development provided.

Thus, there is a direct link between the quality of teacher preparation and professional learning and the learning outcomes of students. In turn, this means that there is, arguably, an important link between the quality of teacher educators and the programs they organise and deliver and the learning achievements of students in school.

The Symposium was organised on 27-28 January 2000 by the Faculty of Education, and hosted by The University of Sydney. Professor John Furlong, Cardiff University, Wales, previously at Bristol University, and Professor Alan Tom, University of North Carolina, Chapel Hill were invited keynote speakers. They each provided an account of recent reform in the organisation and delivery of teacher education in the UK and the USA. Professor Richard Smith, Griffith University, Queensland responded to the keynote presentations and provided insights from the Queensland perspective, particularly relating to teacher registration and accreditation.

University of Sydney: Repositioning Teacher Education Symposium

The University of Sydney, Faculty of Education, The University of Sydney

participants in the Symposium suggested that these contextual factors should not become the focus for the Review, they suggested that they should provide a central reference point for any deliberations or recommendations.

**ii) Teacher recruitment**

Discussions of teacher recruitment occurred within a consensus that it was essential to ensure that teaching was seen increasingly as a valued and worthwhile profession and an attractive career. To this end, all stakeholders needed to ensure that teaching was promoted in positive ways. The fact that many young people do not see teaching as a career options was seen to be, at least in part, explained by negative media attention and public perception. There was a need to adopt concrete strategies to reverse this.

An important question related to ‘recruitment for what’?: to university?: to teaching?: to leadership in teaching?: to teacher education? It was suggested that criteria for recruitment and acceptance may differ markedly depending on the purpose of the recruitment. Thus, for example, the criteria that might be set for recruiting into a program for future teacher leaders might be very different to those for entry into a faculty in a university. Similarly, an effective classroom teacher does not necessarily make an effective teacher educator. Further, as the roles of teachers and the contexts in which they work become more diverse, the criteria for recruitment into different programs of teacher preparation need to become more differentiated.

This problem of different meanings for ‘recruitment’ was part of a wider issue expressed in several sessions of the Symposium concerning the significant difference in the meanings of the same words used in different contexts, in different Australian states and different countries (eg mentoring in the UK versus mentoring in the Master of Teaching at the University of Sydney), and that it was important that terms and concepts were carefully defined in their context.

Illustrations of the issues raised in the paragraphs above were provided by both keynote speakers. Furlong mentioned the largely unsuccessful attempts to abbreviate teacher education in the creation of ‘licensed’ and ‘articled’ teachers. Although attempting to respond to the increasing diversity of teacher roles and contexts, it seemed from Furlong’s presentation, that the criteria used for recruitment in these two cases in the UK, were inappropriate to the roles that they were expected to take as teachers. Tom discussed the seemingly largely successful programs to recruit and support in-training, teachers from cultural groups not traditionally attracted into teaching. He also presented a strategy developed at Chapel Hill for the selection of student teachers after the first year of university study. Instead of only relying on a grade point average, prospective students were required to present, and be interviewed about, a portfolio recording work with children already completed by the prospective student teacher. The experience of this strategy was that approximately 30% of prospective candidates decided not to prepare and present a portfolio.

**Recommendations**

1. The Review should recommend strategies to attract and support recruitment to teaching by member of cultural groups who have not traditionally been attracted into teaching.

2. The Review should recommend that those responsible for the delivery of teacher education and those responsible for the employment of teachers take a more active role in supply and demand medium and long term planning, offering incentives (eg HECS-loan forgiveness) where supply is short. Caps in areas of oversupply need to be applied to ensure that schools are staffed appropriately.

**iii) Teacher preparation**

Participants in the Symposium reaffirmed a number of times that there are multiple pathways both of teacher preparation and continued teacher learning and development and that the number and diversity of pathways is likely to increase. As this occurs and as more private providers possibly emerge, a university based model might be only one of many models. Increasingly, it will be necessary for universities to establish partnerships with other agencies in the effective preparation of teacher and the diversity of their roles and work site.

While it was acknowledged that there were no magic numbers of days for effective practicum and that there is always the possibility that practicum practices are not necessarily the most effective in relation to both student teacher experience and cost, it was strongly affirmed on
a number of occasions at the Symposium that an effective practicum was central to any effective teacher education program. Such a practicum should be appropriately funded, effectively organised and implemented using principles of adult learning, underpinned by a collaboratively conceived practicum curriculum that includes single/small group student contact, classroom teaching/learning and wider school/community participation. Supervision needs to be undertaken by appropriately trained and recompensed personnel. It was noted that there are some important differences in the nature of practicum experiences within the organisation of teacher education in the UK and the USA.

Currently, the framework for teacher education in the USA, as outlined in Tom’s paper and presentation, reflects a strong federal structure with multiple national and state government and professional agencies engaged in the planning, organisation, delivery and accreditation of teacher education programs. Institutions still appear to have relative freedom in the structure and delivery of their programs within the policy and legal frameworks, providing a mixture of expected outcomes and standards for beginning and continuing teachers. This has continued to support diversity, creativity and experimentation in programs of teacher preparation.

The position in the USA contrasts markedly with that of the UK since 1989, as presented by Furlong. Progressively, all aspects of teacher education (entry criteria, curriculum, outcomes, staff and evaluation) have come under the direct control of national government. This has been a political strategy of both Conservative, and now, ‘new’ Labour, governments as a means to use teacher education to achieve educational goals, particularly related to literacy and numeracy. These goals, in turn, are the basis of social reforms to raise educational standards and learning outcomes to combat inequity and social exclusion. The most radical change was the movement of 80% of time for teacher preparation into schools and out of universities, with a concomitant pro rata movement of funds. According to Furlong, this move into school-based teacher education, with little if any preparation of school staff to deliver an effective teacher preparation program, has generally not been successful. Recent reports of student teacher exit outcomes and evaluations of programs by the Office for Standards in Education (OFSTED) have shown that it is those programs which include close authentic collaboration between schools and universities that have been successful, in contrast to those that have been purely school-based.

In summarising the reforms in the UK, Furlong suggested that the following gains had been made: control by central government which had resulted in consistency and coherence; the experience of the school-based curriculum had resulted in a movement towards the development of a common culture of understandings and language between teacher educators in schools and those in universities and a better understanding of the roles, responsibilities and contributions of schools and teacher education institutions in the enterprise of training teachers. In addition, there had been a significant increase in the level of student teachers’ satisfaction with their preparation. This may be attributed as much to the very large increase in the amount of time now spent in schools by student teachers, as opposed to any other factors. This does not necessarily mean, however, that the increased time is being spent in the most effective manner, and indeed some of the evaluation data from OFSTED suggests for some programs it is not.

Strong comments were made by both Furlong and Richard Smith concerning the losses of the UK reforms. These included the loss of autonomy and related losses of creativity and experimentation. The significant result of UK central government control has been a strong movement towards compliance and thus sameness, blandness and mediocrity of programs of teacher preparation. The question here, is whether such an effect of reform will serve teacher education, teaching and student learning well, given the increasingly diverse global world and the need for flexibility to be able to respond to the increasingly diverse contexts and roles of teachers and their learning needs and the learning needs of young people. Further, there is a question that, although there may have been extensive policy reform in the UK, the basic paradigm of teacher education may not have changed.

While there was some acknowledgment of the view at the Symposium that there had not been significant change or reform in teacher education, as had occurred in NSW schools and TAFE, there were also strong views expressed that there had been a number of quite radical approaches to teacher education, including strong school/university partnerships, at the individual institutional level. However,
it was also acknowledged that there was continuing criticism of initial teacher education by both student teachers and teachers and that given a number of other factors the time may be propitious for reform. While there was some agreement that there needed to be a greater level of coherence in the various facets of teacher preparation and continuing teacher professional development, there was also a strong view that it was the mechanism by which such organisation and coherence was achieved that was important. The UK and the USA provided two quite contrasting models of such mechanisms: the former of centralised government control with severe sanctions for non compliance, the latter a more decentralised and looser framework in which members of the profession, in all its diversity, played a strong role, providing the opportunity for creative individual responses. Arguably, it was the latter mechanism that was more preferred by participants in the Symposium than the former.

Reforms, it was argued on different occasions at the Symposium, should be evidence-based on benchmarked best practice. Various opinions suggested that, for a variety of reasons, the model of teacher education based centrally in universities that periodically placed students in schools needed to be seriously evaluated. Similarly, and relatedly, the traditional roles and responsibilities of teachers and schools and academics and universities, and other professional groups also needed rethinking. As part of this, the difficulties of the institutional location of teacher education in universities and schools needed to be addressed. Such location has increasingly resulted in conflicts between policy and practice, theory and practice and conflicts for teachers and academics in their attempt to try to meet the demands of their respective institutional contexts, but at the same time have their work with student teachers in schools recognised, valued and rewarded.

In summary, there was some agreement at the Symposium that it was an appropriate time to reconsider the past and present practices in the organisation and delivery of teacher education. Such reconsideration should be based on evidence of best practice and should continue to regard a form of practicum as central. In addition, suggestion for reform should consider carefully the mechanism of that reform and should not result in uniformity and absence of space for creative experimentation but preserve multiplicity of flexible pathways. Any reforms, as Judyth Sachs outlined at the public forum, should be based on principles of inclusiveness in collaborative and collective partnerships, based on mutual trust and respect, with clear communication of aims, expectations and responsibilities of partners in a recognition of the expertise that each partner brings to the enterprise of effective teacher education.

**Recommendations**

1. The Review should recognise and affirm that there are multiple pathways to effective teacher preparation. It should identify obstacles and barriers to flexibility in these pathways and career paths (eg TAFE/schools; moving in and out of teaching to gain other experience; recognition of prior learning and experience) and suggest strategies to remove these. It should further recommend strategies to promote flexible pathways and positively recognise prior learning and life experience.

2. The Review should recognise and affirm the centrally important role to all teacher preparation and learning of a planned, developmental and articulated range of practicum/clinical/field experiences in a number of increasingly demanding contexts, organised, implemented and evaluated by skilled and experienced practitioners and appropriately funded and resourced.

3. The Review should recommend strategies (eg joint school/university appointments; school based supervisors/mentors who are appropriately skilled and rewarded with time release, positional status, money; the establishment of professional development schools) to address the growing divisions in the workplace cultures of schools and universities.

4. The Review should recommend that a regular forum for practicum should be established, involving representatives from all stakeholders, to discuss the design, implementation and evaluation of the practicum across institutions.

**iv) Mentoring, induction and professional learning**

The continuum of initial teacher preparation and ongoing professional learning and development was reaffirmed many times during the Symposium, as was an effective induction program as an essential prerequisite to beginning teaching. It was further suggested, that since teaching is a strongly practice-based profession, successful mentoring,
both in initial teacher preparation and at continuing times during a teacher’s career, is essential. It was acknowledged that while there have been some advances towards developing more effective induction of beginning teachers and mentoring skills in the state school system, these are aspects of teacher preparation and learning that require much greater attention by employers, and school and university personnel. There was some agreement that responsibility for induction and mentoring should be jointly shared by employers and their schools and universities.

It was agreed that successful induction and effective mentoring depends on the employment of sets of specific skills and understandings derived from particular orientations and commitments. These are generally not natural but learned and acquired through well structured programs. Currently, the development and employment of such mentoring skills and qualities are not recognised or rewarded. The Symposium expressed strong views that induction and mentoring be seen as roles and responsibilities central to being a teacher professional, and as such their component understandings, skills and orientations should be developed as part of an articulated set of standards for teacher professional development. As such, they should be clearly recognised and suitably rewarded within a context of professional work. The Symposium also suggested that traditional one-on-one models of mentoring may need to be expanded to “several-on-one” or “several-on-several”, similar to some of the models in the UK, which are more realistic in the world of beginning teaching in a school or other organisation.

**Recommendation**

1. The Review should affirm that the mentoring and induction of beginning teachers is a joint responsibility for the profession and teacher education institutions. As such, it should be seen as an integral part of the work and appropriately rewarded in promotion and advanced accreditation. Further, in order to facilitate the effectiveness of mentoring and induction, the Review should recommend a reduction in the face-to-face teaching load of beginning teachers to provide opportunity for them to reflect on, investigate and have conversations about their practice.

ds of professional standards from teacher preparation and registration through to the role of principal was acknowledged as worthwhile, it was the strong view of the Symposium that such standards should not be developed and imposed by a central government, as in the UK. Instead it was proposed that an autonomous body/institute including representation from all stakeholders involved in teaching and teacher education be formed in NSW. It was further suggested that such a body be responsible for the registration of all teachers employed in NSW schools, the accreditation of programs of teacher preparation and the continuing registration of teachers, all within a flexible and dynamic negotiated professional standards framework. In suggesting this strategy, members of the Symposium were not unaware of the problematics of achieving such a body and an agreed professional standards framework. Such a body should be adequately funded to achieve its work successfully, necessitating state government funding until such time as it became self funding.

It was also strongly expressed that the activity of such a body/institute should be seen as empowering the profession of teaching and raising its status and public value rather than as policing the activities of teachers and teacher education providers.

**Recommendation**

1. The Review should recommend the establishment of an autonomous accreditation agency which could take the form of a College of Teaching. It should comprise representatives from all stakeholders in teaching and teacher education in NSW. The College should focus on continuing enhancement of the teaching profession based on the articulation of a set of professional standards. These standards should be developmental in nature, and relate to the multiple and diverse roles of teachers and the broad range of sites and contexts in which they currently, and increasingly will work.
As an accreditation agency, the College should be responsible for:

i) the accreditation of teacher education programs;

ii) the continuing professional development of teachers; and,

iii) the continuing accreditation of teachers.

vi) Resourcing

The insufficient funding and resources for the effective planning, delivery and evaluation of teacher education both in schools, by employers and by universities was a constant theme in all sessions of the Symposium, as reflected in all sections of this report. While the complexity of the interaction of multiple sites for sources of funding for teacher education, and the complicating relationships of this funding to university budgets, was appreciated and understood, as reinforced by Richard Smith, it was also strongly affirmed that adequate funding, is one of, if not, the, most critical factors in providing successful teacher education. While the exhortation to do ‘more with less’ and ‘to work smarter’ was appreciated in the current context, there was a general consensus that it was difficult to see how any major changes in the design and delivery of teacher education could be achieved without the significant injection of additional resources. There was some discussion, that the policy in NSW of payment to individual teachers for their work with student teachers was inhibiting and that payment to schools or group of schools would provide larger sum of monies to be able to be used for student teacher preparation, continuing professional development and release of staff to be authentically engaged in partnership activities. While it was recognised that such a strategy, that has been implemented in other states and countries, was not without its problems, it was suggested that it could be a useful strategy to trial. This was particularly so, if the number of schools that an HEI worked with was minimised and seen as ‘associated’ or ‘professional development’ schools in which the numbers of student teachers were maximised.

Recommendation

1. The Review should recommend that NSW and other state governments pursue a new Commonwealth agreement for resources so that adequate professional development funds and incentives for teachers to continue professional learning and development can be provided.

vii) Partnerships

As already indicated in section iii) above dealing with teacher preparation, the idea and ideal of authentic partnerships between schools and teachers and their communities, and universities and university staff based on mutual trust and negotiation of purposes, roles and responsibilities were a constant in the discussion at the Symposium. In many respects, the development of partnerships with the resources to support them, in which both teachers and academics and others (eg professional associations; employers) could contribute collaboratively their knowledge and expertise to the development of successful young teachers, was seen as one of the most important necessary changes. It was also suggested that traditional partnerships, which in teacher education have tended to be between a university and a school/s, should be extended to include partnerships within and between HEIs, and schools and community organisations.

Furlong suggested that one of the gains of UK reform was the necessity of HEIs and schools with whom they worked to develop partnerships. He was also quick to point out, however, that while there were some authentic partnerships, in the main, partnerships were superficial, structural and bureaucratic. He suggested, as did Tom, in discussing the experience of the USA, that one of the reasons for superficial partnerships was the lack of sufficient time and resources. Both Tom and Furlong provided evidence that partnerships were expensive of time and resources and that if they were going to succeed they required adequate and continuing funding. Such evidence supports the experience of the University of Sydney with its school-based programs in the 1970s and the most recent initiatives, for example at Curl Curl North Primary School and North Sydney Demonstration School. Based on US experience, it was suggested that the processes of the development of partnerships and the requirement to rethink previous practices provided an excellent opportunity for concomitant school and HEI reform and the rethinking of personnel roles and responsibilities. To achieve such rethinking and changes in practice, however, has important funding and resource implications.
Recommendations

1. The Review should affirm the importance of partnerships in teacher education and that successful partnerships need long term consistent funding and high authentic involvement of all partners.

2. The Review should recommend the expansion of traditional partnerships in teacher education to include partnerships:
   i) within universities between faculties and departments;
   ii) between universities;
   iii) between universities and schools; and,
   iv) between schools and community organisations and industry.

The Symposium was organised by Professor Geoffrey Sherington, Dean, Faculty of Education, and hosted by the University of Sydney. Professor Ken Eltis, Acting Vice-Chancellor opened the Symposium. It was attended by over 70 invited guests representing the broadest range of interests of stakeholders in teacher education in NSW and including other participants from the Australian Capital Territory, Queensland, South Australia and Victoria.

In addition, a public forum, attended by over 100 people, held as part of the Symposium (and co-sponsored by the Australian Curriculum Studies Association) provided a further opportunity for issues to be raised.

Post Repositioning Teacher Education Symposium Meeting

Professor Geoffrey Sherington, Dean, Faculty of Education, University of Sydney, chaired the meeting which was attended by:

Ms Dianne Butland, Federation of Parents’ & Citizens’ Associations of NSW
Ms Wendy Currie, NSW Teachers Federation
Mr Geoff Hogan, NSW Secondary Principals’ Council
Ms Pamela Hunt, NSW Secondary Principals’ Council (by phone)

Ms Glynnis Jones (representing Ms Gloria Taylor), NSW Independent Education Union
Ms Terri Kamasz, Professional Teachers’ Council
Dr Norm McCulla, NSW Department of Education and Training
Professor Gordon Stanley, President, Board of Studies NSW
Ms Barbara Stone, Association of Heads of Independent Schools of Australia

Apologies were received from:
Professor Bob Meyenn, Chair, New South Wales Teacher Education Council
Dr Jennifer Fraser, Association of Principals employed in Catholic Schools.

The group had met to review the outcomes of the recent Symposium and to discuss possible strategies for meeting with Dr Gregor Ramsey on 17 February 2000. One of the central issues raised at the Symposium had been the question of the need for flexibility for recruitment to the profession but within the context of developing professional standards. The two keynote speakers at the Symposium had illuminated the problems and issues involved in centralised controls, as in the United Kingdom, and the more diverse forms of professional accreditation in the federal system in the United States. With this background, there was a particular focus on one of the recommendations from the Symposium that there be established an Institute of Education representing the profession to allow first for accreditation of teacher education programs and then possible registration of teachers.

Although there was not unanimous support for ‘teacher registration’ there was general agreement on the principle of the profession having the prime role in controlling professional standards. The group also agreed that the central concern for any teacher education review should be ‘accreditation’ rather than ‘registration’. In accord with the model in other professions such as medicine, accreditation of education programs could be considered separately from the formal registration of the profession which would require state legislation. Any accreditation agency would thus be principally concerned with specific teacher...
education programs. Teacher registration may eventually follow but not necessarily under the agency of the proposed Institute.

The resulting discussion posed the question as to whether accreditation could be ‘developmental’ and leading to review which could recommend change rather than being bureaucratic in form and intent. It was important to allow for diversity and independence in teacher education programs while allowing for the certification of programs providing the necessary competencies and attributes. The question was also raised as to whether a new accreditation body would supplant such an agency as the Tertiary Qualifications Advisory Board? Would it be possible to avoid a return to the previous controls of the Higher Education Board and the cost that could be imposed on higher education institutions through over-regulation? Should accreditation become mandated for any teacher education program to receive government funding? If so, could there be ‘self-regulation’ within a regulated framework of cyclical reviews?

The concluding parts of the discussion emphasised that any accreditation body should primarily be concerned with the competent accomplished professional teacher. This would ensure a concern with teacher professional development as well as with the accomplishments of the beginning teacher. There was strong support for the view that accreditation should be an initiative of the profession but with an expectation of some government resources so providing sanction and legitimation of the process.

The recommendation and framework for any accreditation agency could thus take the following form.

An Institute of Education should be formed representing all stakeholders in teaching and teacher education in New South Wales. The prime focus of the Institute should be the promotion and enhancement of the teaching profession based on a set of professional standards which would be aimed at developing the accomplished and competent teacher. These standards should be developmental in nature, and relate to the multiple and diverse roles of teachers and the broad range of sites and contexts in which they currently, and increasingly will work.

The Institute should be initially responsible for:

— The accreditation of initial teacher education programs
— The accreditation of programs for the continuing professional development of teachers.

Postscript: The nature of accreditation still required further clarification. It could take the form of reviews of individual teacher education programs over a five-year cycle. Such reviews should be at the teacher education program level and not merely be reviews of Faculties of Education. The reviews would thus consider such matters as subject discipline content knowledge taught outside Faculties of Education as well as the field experiences of beginning teachers.

Southern Cross University: Creating World Class Technology Teachers K-12: Qualities for 2010

Southern Cross University conducted the forum on 3 March 2000 at its Coffs Harbour Education Campus to consider new requirements of technology teachers in 2010 in New South Wales schools and the shift in focus of teacher education to meet teachers’ aspirations. The majority of participants were teachers of technological and applied studies, whose interest in teacher education was on gaining both teaching perspectives and technology expertise to meet the pace and nature of change in technology.

Findings of the 1997 Report of the Australian Science, Technology and Engineering Council (ASTEC), Matching Australia’s Science and Technology Needs to 2010, provided directions for much of the discussion on the role envisioned for technology teachers. ASTEC considered it essential to integrate the role of science and technology in economic, social and environmental decision making into the 21st century. This requires a greater community understanding of the role of science and technology in society. Technacy, the technological equivalent of literacy and numeracy, is defined as competence in science and technology problem solving that integrates the human, social, environmental and technical aspects of technology issues. ASTEC recommended that governments incorporate technacy in primary and secondary school curricula and teaching practice across Australia. In aiming to raise the level of technacy among Australians and technology teachers, traditional approaches of raising student and teacher levels of technical skills were
considered insufficient. The forum also emphasised the need to include knowledge content, not adequately addressed in current teacher training, for technology learning in indigenous and cross cultural contexts.

The forum supported the view that technology teacher education faces an imperative to reach a level of research as a professional field of study far beyond the current training for technical skills certification. Understanding about teaching technology needs to develop and mature. Participants also argued that while new careers are emerging in Australia and overseas in high technology fields such as bio-molecular engineering and multimedia, the inclusion of traditional trade certification in technology teacher qualifications reduces their appeal in the higher education market.

The forum discussed the context of people entering teacher education for technology. Prospective students increasingly look for globally portable qualifications and university standards that offer promotions and options of linking to other careers. Retraining teachers are attracted to higher education in technology as they seek to gain career mobility and promotions both within the education industry and outside. There was strong support for university degrees that offer higher level of utility both in and outside the classroom. It was considered that the higher and more globally useful the qualifications, the more likely the course will bring fresh world class educators to New South Wales schools. The forum called for proper recognition and reward for attainment of academic qualifications.

Given the need for technacy education and aspiration of technology teachers towards higher qualifications, the forum supported the view that technology teacher education should provide general knowledge of the technology field and specific depth of at least one area of technology study. In this context, technical skills should be provided at sufficient levels but not as a core study. Similarly, traditional skills-based or equipment-specific learning is becoming less relevant.

A way forward in technology education is to teach technology in a more general manner than is required for a conventional specific vocational program. The focus will be on teaching ways of thinking technologically rather than content. Students of technology education programs should be equipped with capacities for abstraction, system thinking, experimentation, innovation, problem solving and leadership.

The forum reaffirmed ASTEC issues of national importance and supported the need for technology teacher education to generate in students highly developed appreciation of these issues which include creating a technologically literate society and a forward looking science and technology system.

The forum was organised by the School of Education, Southern Cross University – Coffs Harbour Education Campus. Over eighty participants attended, the majority were technology teachers from K-12.

Speakers at this forum were: Professor Richard Slaughter, Swinburne University, Melbourne; Dr Bill Lawson, Faculty of the Built Environment, University of New South Wales; and Dr Bruce Walker, Centre for Appropriate Technology, Alice Springs.
communication and behaviour management were also identified as essential. The establishment of teaching standards for the profession would enable effective preparation of graduates. There was a high degree of consensus that beginning teachers should receive support in the form of mentoring and reduced workloads to allow time for preparation and reflection.

The forum considered mechanisms for making partnerships between universities and schools more strategic. It was suggested that universities should select some schools and services as preferred partners for teacher education. There should be more systematic involvement of practitioners in university activities at different levels. University-wide adoption of good practice resulting from pilots and innovations in partnerships will give such practice a better chance of having a life into the future. Proper resourcing and rewards to staff would entice more authentic partnerships to be developed.

Discussion of alternative models of initial teacher education centred on the practicum and how it should be changed to better meet the needs of all partners. An improved and extended practicum, in a form of internship or sandwich model, was the single most important component of most alternative models being considered at the forum. Other desirable features involved the concept of teaching schools similar to the teaching hospital model, and the extension of multiple accelerated pathways to teaching for late entrants and people returning to teaching from other careers. There was high level of support for further trialing of internship models, particularly involving the support of the New South Wales Government and major employers to ensure the quality of student credentials.

The forum strongly supported the ideal of a continuum of teacher education, fostered through collaboration between universities and employers. Many participants considered that the transition to employment was largely unsupported by employers or universities at present. The university role in continuing teacher development was random. Development of an experienced teacher has most frequently been achieved through teachers undertaking accredited training leading to postgraduate qualifications in their own time. Suggestions for improvement included the provision of opportunities for graduates to return to university in the early teaching days, evaluation of graduates’ outcomes, and giving practicum supervisors credit towards professional development or higher education. In addition, relevant professional associations should play a more central role in teacher development. The VET sector’s recognition of previous experience in industry was seen as relevant to the examination of alternative models.

The University of Western Sydney is a major provider of both early childhood and primary teacher education. The forum supported the view that each stream has a different emphasis and produces different competencies – early childhood courses for the 0-8 age group emphasise child development and the importance of play, while primary education courses for K-6 focuses on transition to school and curriculum outcomes. Students, employers and community leaders at the forum called for differentiated course content and prerequisites for teaching in the early years of school.

In terms of community needs in western Sydney, the survey identified that some communities being served by the University of Western Sydney could be characterised by some of the following:

- highly transient populations leading to interrupted schooling
- welfare and lifestyle issues requiring attention to enable effective learning
- large and diverse populations requiring cross cultural understandings and specific teaching skills
- learning difficulties, disabilities and sometimes limited access to early intervention
- high teaching staff turnover
- schools with young and therefore inexperienced staff to support beginning teachers.

Forum participants observed that teachers trained in the west make the transition to employment in the west better than others. As well, special access pathways attracted people suited to teaching to enter the teaching profession.

The forum was convened by Associate Professor Marsha Durham, Chair, University of Western Sydney Academic Senate. It brought together educators, academics, educational managers, teachers and community members with an interest in teacher education and the role of the University of Western Sydney in providing quality
The forum was convened by University of Wollongong on 31 March 2000 to consider the challenges facing teacher education and the training of teachers as a consequence of information and communications technologies (ICTs).

The keynote speakers reviewed the current research findings, practical experiences and future directions in the use of ICTs in education, setting the scene for the discussion sessions. Much of the group discussion focused on the importance of viewing technology as another powerful tool to support students in their learning, emphasising the prominence of pedagogy rather than technology in the overall discussion. Additionally, most groups attempted to address many of the broader issues that are influenced by ICTs, emphasising this belief that the technology will help to address broader issues in a school environment and should not be viewed in isolation.

There was a strong view that teacher preparation should emphasise the use of technology within the curriculum and that skill and knowledge development in the use of ICTs should be set in this context. Additionally, this process should be placed in a continuing education context, rather than exclusively as an initial experience. This view was extended to the professional development needs of current teachers, emphasising the limited nature of current funding and offerings for teachers.

Most groups also raised the broader issue of teacher accreditation, continuing professional development opportunities and promotion linked to further education and qualifications as a key to motivating current teachers to adopt ICTs as a part of the schooling process.

The importance of the link between schools and teacher education programs was a common theme in most discussion groups. It was generally viewed that the practicum was not only a source of best practice, but also worst practice. The issue of demonstrating best practice in the use of technology in schools was one that raised concerns not only about the level of control teacher education institutions could manage in allocating students, but also in terms of ‘unlearning’ when resources in schools were not available. This concern was also evident in discussions about shifts in pedagogy that can be supported by technology.

There was a consistent view that the slow progress of the integration of ICTs in schools was a significant issue for teacher preparation. The perceived limited source of support for teachers, both in terms of technical support at the school level, as well as professional development, was viewed as limiting the uptake of the technology at all levels. In the school setting, the imperative for change in teacher practice increasingly comes from exposure to information that students bring to the classroom as well changing requirements for assessment, evaluation and reporting which are more outcomes-focused and driven by ICT tools.

Participants supported the view that ICTs at the school level must be workable and reliable to create confidence. The use of technology within the curriculum requires that technical experts understand the issues of teaching and ideally be teachers of ICTs or experienced in pedagogical applications. While teacher education programs can provide the skills, development of a deeper understanding and greater experience in pedagogical use of technology occurs at schools over time. It was also observed that the immediate demand of teachers’ welfare role potentially competes with quality time for learning to incorporate technology.

Teacher networks, collaborative team approach and models of ICT application are seen as effective means to support continuous change in classroom practice.

The forum was convened by Associate Professor Barry Harper, Director, Digital Media Initiative, Faculty of Education, University of Wollongong.

Keynote speakers at this forum were: Associate Professor Ron Oliver, Edith Cowan University; Professor John Hedberg, Associate Dean of Graduate Studies, Faculty of Education, University of Wollongong; and David Allibon, Professional Development Coordinator, Apollo Parkway Primary School - the first Apple Classroom of Tomorrow in Australia.
Appendix 6. Research conducted for the Review

Resources and Outcomes

Dr Louise Watson
Division of Communication and Education
University of Canberra.

Leaving the Classroom-Suggestions for Change in Teacher Education in New South Wales
A Dusseldorp Skills Forum Report, incorporating qualitative research by Jan Willett.

TAFE and Vocational Teacher Education

Professor Andrew Gonczi
Dean
Faculty of Education
University of Technology, Sydney.

Two Decades of “Sound and Fury” but What’s Changed?
Dr Paul Brock
Director of Strategic Research
New South Wales Department of Education and Training.

Applications of Educational Research

Professor Dick Johnson
Centre for Continuing Education
The Australian National University.

Audit of Graduate Outcomes for Candidates with a Bachelor of Education
Ann Whyte
Director of Learning
Morgan and Banks Limited, Sydney.
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<tr>
<th>Author</th>
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<tr>
<td>Professor J J Auchmuty (Chair)</td>
<td>Report of the National Inquiry into Teacher Education</td>
<td>August 1980</td>
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<td>Dr P M Correy (Chair)</td>
<td>Teachers for tomorrow: Continuity, challenge and change in teacher education in New South Wales - Report of the Committee to examine teacher education in New South Wales</td>
<td>November 1980</td>
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<td>Discipline review of teacher education in mathematics and science - Volume 1: Report and recommendations</td>
<td>October 1980</td>
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<td>Schools Council: National Board of Employment, Education and Training</td>
<td>Teacher quality - An issues paper prepared by the Schools Council</td>
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<td>National Board of Employment, Education and Training</td>
<td>Teacher education in Australia - A report to the Australian Education Council by an AEC working party</td>
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<td>Student images of teaching: Factors affecting recruitment - Commissioned report No. 8</td>
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<td>Australian Language and Literacy: National Board of Employment, Education and Training</td>
<td>Teacher education in English language and literacy: Preservice and inservice teacher education in both school and adult education contexts, in the fields of English literacy and English as a Second Language</td>
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<td>Australian Language and Literacy: National Board of Employment, Education and Training</td>
<td>Language teachers: The pivot of policy: The supply and quality of teachers of Languages Other Than English</td>
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<td>New South Wales Ministerial Advisory Council on the Quality of Teaching</td>
<td>Report on raising the standing of teachers and teaching</td>
<td>August 1997</td>
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<td>New South Wales Department of Training and Education Coordination (DTEC)</td>
<td>Teaching student teachers to teach reading: An enquiry into the extent to which teacher education institutions in New South Wales are incorporating within their inservice teacher education programs suitably rigorous courses on the teaching of reading for all prospective teachers</td>
<td>October 1997</td>
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<td>New South Wales Ministerial Advisory Council on the Quality of Teaching</td>
<td>Computer proficiency for teachers</td>
<td>June 1997</td>
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<td>New South Wales Ministerial Advisory Council on the Quality of Teaching</td>
<td>Vocational education and training in New South Wales Schools: Meeting the need for appropriately skilled teachers</td>
<td>September 1997</td>
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<td>Professor K. Adey (Chair)</td>
<td>Preparing a profession - Report of the National Standards and Guidelines for Initial Teacher Education Project</td>
<td>February 1998</td>
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<td>Senate Employment, Education and Training Reference Committee</td>
<td>A Class Act - Inquiry into the status of the teaching profession</td>
<td>March 1998</td>
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<td>New South Wales Department of Education and Training</td>
<td>Towards identifying professional teaching standards for New South Wales schools</td>
<td>September 1998</td>
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<td>New South Wales Ministerial Advisory Council on the Quality of Teaching</td>
<td>Towards greater professionalism: Teacher educators, teaching and the curriculum</td>
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<td>Identifying the challenges: Initial and continuing teacher education for the 21st century</td>
<td>June 1999</td>
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Appendix 8. Consultations with other professions

The Review is grateful for the assistance of the following people who contributed to the study of other professions:

Ms D Bain, The Law Society of New South Wales
Ms Y Brugmans, St George Hospital and Community Health Service
Ms G Cappelletto, Institute of Chartered Accountants Australia
Dr S Cleland, Graduate School of Medicine, The University of Sydney
Dr D Cockrell, Faculty of Dentistry, The University of Sydney
Ms J Dent, Nurses Registration Board of New South Wales
Mr A Dix, The New South Wales Medical Board
Associate Professor D Elliot, The University of Sydney
Dr G Hendry, The University of Sydney
Dr K Lester, Faculty of Dentistry, The University of Sydney
Mr L McCrimmon, The University of Sydney
Ms J Meppem, New South Wales Health
Ms L Napier, The University of Sydney
Ms G Pickering, St George Hospital and Community Health Service
Dr A Sefton, Faculty of Medicine, The University of Sydney
Mr T Tzannes, Nurses Registration Board of New South Wales
Dr G Yeo, Royal Australian College of General Practitioners