

STANDING COMMITTEE ON EDUCATION

Teaching in the ACT: Shaping the future

AUGUST 2004

Report 5

Committee membership

Steve Pratt MLA

Deputy Chair

Chair

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Secretary:	Kerry McGlinn
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Resolution of appointment

To examine matters related to early childhood education and care, primary, secondary, post secondary and tertiary education, non-government education, arts and culture, sport and recreation.

Terms of reference

Inquire into and report on teacher numbers and recruitment within the ACT with particular reference to:

- (i) current make-up of teachers in pre-schools, schools, colleges and CIT
- (ii) training of teachers in the ACT
- (iii) current average/median age of teachers in the ACT
- (iv) recruitment practice by the ACT Department of Education, Youth and Family Services
- (v) recruitment practices of interstate departments
- (vi) any related matter.

Self referred on 16 December 2003.

Preface

Parents, the community, and in turn governments, expect education systems to deliver what their children need – learning and establishing a strong foundation for the future.

The same can be said for post-school learning through the CIT.

Governments and others can provide the money for classrooms, chalkboards, books, computers, smartboards and other capital equipment.

Yet teachers are the 'lynchpin' between students and learning.

This has remained true in spite of teaching having moved a long way from being just 'chalk and talk' – if it ever was just that.

There has been much discussion in the community of pressure today on teachers and the education system.

Yet perhaps the biggest pressure the system faces is ensuring that we have adequate numbers of teachers, with the requisite skills, in the requisite subjects.

With a large number of our teaching workforce due to retire, we face not just the issue of replacement of the number, but a more pressing issue of a loss of years of cumulative knowledge and skill.

This report has attempted to look at these and related issues and make practical recommendations on ways in which to deal with them. I hope that all parties involved in the delivery of education in the Territory will find this report useful.

We have, without doubt, an excellent education system in the ACT, on par and exceeding the rest of the country. It is imperative that we all act to protect the future of our education system by making sure that we have the teachers there in the future – after all, we are talking about our learning future and the future learning of our children.

Karin MacDonald MLA Chair

Table of contents

Preface	iii
List of Figures	vii
List of Tables	vii
List of Recommendations	ix
1. INTRODUCTION Conduct of Inquiry Structure of the Report	2
2. OVERVIEW OF THE ACT EDUCATION SYSTEM	5
ACT Government	5
Non-Government Education	5
Canberra Institute of Technology (CIT)	5
3. PROFILE OF THE CURRENT TEACHER WORKFORCE	7
Government Sector	7
The Catholic Education System	10
Canberra Institute of Technology (CIT)	12
Issues arising from the profiles	14
4. TRAINING OF TEACHERS IN THE ACT	17
Field Experience for Training Teachers and Course Structure	17
The University of Canberra	20
Australian Catholic University National – Signadou	20
Committee Comment	22
5. RECRUITMENT AND RETENTION	25
Recruitment in the ACT Government Sector	

Recruitment in the Catholic Education System	
Recruitment at the Canberra Institute of Technology (CIT)	
Supply and Demand	
Teacher Shortage	
Professional Development	
Separation and Retirement Rates	
6. OTHER RELATED MATTERS	
Special Education	
Recruitment of Male Teachers	
Raising the Profile of the Teachers	
Mentor Program	
Teacher Registration Board	
Teaching Institutes	45
APPENDIX 1 – LIST OF SUBMISSIONS	
APPENDIX 2 – LIST OF WITNESSES	
Public Hearings	
Site Visits	
APPENDIX 3 – CURRENT TEACHING PROGRAMS AT THE	
UNIVERSITY OF CANBERRA	
APPENDIX 4 – CURRENT TEACHING PROGRAMS AT AUSTR	ALIAN
CATHOLIC UNIVERSITY NATIONAL – SIGNADOU CAMPUS	55
APPENDIX 5 - OVERVIEW OF STATE AND TERRITORY	
REGISTRATION REQUIREMENTS & RECRUITMENT INITIAT	'IVES 57
APPENDIX 6 – ACRONYMS	

List of Figures

Figure 1: Government School Sector by Teacher Age, Gender, Teacher Lev Employment Classification and School Organisational Structure	
Figure 2: CIT Age Profile by Teacher Level	. 14
Figure 3: ACT Government Teacher Recruitment Cycle	. 28
Figure 4: Applications Received by End July 2004	. 33
Figure 5: Separations by Teacher Age and Level	. 38

List of Tables

Table 1: Government Composition - Teachers in Preschools, Schools and Colleges 7
Table 2: Government Teacher Level, Gender, and Employment Status
Table 3 Government Teacher Level, Full-Time, Part-Time and Casual
Table 4: Ceo Continuing Full Time/Part Time Teaching Staff (Head Count) 10
Table 5: Ceo Casual Teaching Staff 10
Table 6: Ceo Full Time/Part Time Status (Head Count)10
Table 7: Ceo Average Age of Teachers11
Table 8: Ceo Head Count by Age Range11
Table 9: Cit Gender Profile12
Table 10: Cit Age Profile

List of Recommendations

RECOMMENDATION 1

4.7. The Committee recommends that the Government work with the University of Canberra and the Australian Catholic University Signadou to develop data on graduate teacher satisfaction and participation in the teaching profession on completion of their studies over the longer term. The Committee further recommends that this data should capture issues relating to: managing student behaviour; collegial relationships; parent/teacher relationships; and lesson plans.

RECOMMENDATION 2

4.31. The Committee recommends that the Government develop formal mechanisms to strengthen collaboration between the University of Canberra and the Australian Catholic University Signadou and schools, particularly in the area of pre-service training and field experience.

RECOMMENDATION 3

4.32. The Committee recommends that the Government provide for increased numbers of appropriately skilled teachers and principals to be placed in education faculties as teacher educators for specified durations.

RECOMMENDATION 4

5.33. The Committee recommends that the Canberra Institute of Technology consider the need for mechanisms that analyse recruitment issues, course demand and student enrolment levels from an institution wide perspective, to ensure appropriate workforce management strategies are developed and implemented.

RECOMMENDATION 5

5.48. The Committee recommends that the Government work with the University of Canberra and the Australian Catholic University Signadou, to develop courses targeted at retraining teaching staff currently employed in the system in areas of Languages other than English, Information and Communication Technology, Science and Special Education.

RECOMMENDATION 6

5.49. The Committee recommends that the Government consider offering scholarships to undergraduate students in areas of specialised subject shortage.

RECOMMENDATION 7

5.50. The Committee recommends that the Department of Education and Training and the Catholic Education Office investigate undergraduate science and maths teaching students being engaged to assist school students and teachers in secondary schools.

RECOMMENDATION 8

5.56. The Committee recommends that the Department of Education and Training extend and market the accessibility of teacher resources and professional development services available at the Teaching and Learning Technology Centre to all education sectors.

RECOMMENDATION 9

5.62. The Committee recommends that the Department of Education and Training investigate superannuation arrangements that will enable teachers and principals who wish to remain longer in the profession or to work part time to do so without financial detriment.

RECOMMENDATION 10

5.66. The Committee recommends that the Department of Education and Training and the Catholic Education Office, in consultation with schools, compile comprehensive data relating to teachers, teacher workforce trends and reasons for separation from the profession on a regular basis.

RECOMMENDATION 11

6.5. The Committee recommends that the Government work with the University of Canberra and Australian Catholic University Signadou to make the impact of different kinds of disabilities a key focus in the educational theory and practice components of teaching courses.

RECOMMENDATION 12

6.6. The Committee recommends that the Government provide teachers and support staff who currently teach students with disabilities appropriate training in the specialist skills needed to work with such students through the development of a professional development module.

6.7. The Committee recommends that the Government invest further in the recruitment of qualified teacher aids for deployment, as needed, into those schools with special needs students.

RECOMMENDATION 13

6.13. The Committee recommends that the Government raise the profile of the teaching profession in the ACT through a positive media campaign in conjunction with key stakeholders.

RECOMMENDATION 14

6.16. The Committee recommends that the Department of Education and Training review the current induction and mentoring program for teachers, with a view to extending the program from two to five years.

RECOMMENDATION 15

6.22. The Committee recommends that the Government establish a teacher registration board as a matter of priority and make registration a compulsory requirement for all teachers in the ACT as soon as practicable.

RECOMMENDATION 16

6.26. The Committee recommends that the Department of Education and Training monitor the work of the New South Wales Teachers Institute with regards to professional support and ongoing professional development of the teaching profession.

1. Introduction

1.1. On 16 December 2003, the Standing Committee on Education resolved to undertake an inquiry in response to current national and international debate about teacher recruitment, the retention of new and experienced teaching staff, and the current rates of retirement and separation from the profession that face State and Territory Governments.

- 1.2. The Committee is particularly concerned with:
 - the results of the ACT Public Service Retirement Intention Survey in 2002, which indicated there are a large number of teachers, principals and senior managers expected to leave the teaching profession over the next five years;
 - the need to actively engage education authorities and universities on pre-service course quality;
 - teaching not being perceived as a rewarding career; and
 - 'a lack of appreciation by the community of teachers, with regards to respect for their work, their achievements, and recognition of their vital role in shaping the lives of ACT children and young people'.¹
- 1.3. The Committee concurs with the belief that:

teachers do play a key role in equipping children with the skills and knowledge they need to participate fully in working and social life².

1.4. Over the past two decades there has been an increasing demand for teachers, due in part to the increasing numbers of students participating in school education beyond the minimum leaving age, and the commitment by State and Territory Governments to achieve smaller class sizes, particularly in primary schools.

1.5. However, because the ratio of teachers to students is expected to reduce, as teachers recruited during the 70's and 80's near retirement there are implications as to how teacher demand can be met by education authorities and universities.

¹ Canberra Times Editorial, Wednesday 14 April 2004, p.16.

² ABS Australian Social Trends 2003, Cat. 4102.0, p.101.

1.6. The Australian Bureau of Statistics suggests that currently 'the supply of teachers is broadly in balance with the demand across Australia'³. However, in the ACT and the rest of Australia, it is widely acknowledged that there is difficulty in recruiting teachers in specialist subject areas such as mathematics, science, Information and Communication Technology (ICT) and Languages Other than English (LOTE)⁴.

Conduct of Inquiry

1.7. The Terms of Reference were advertised in the *Canberra Times* on 31 January 2004 and *The Chronicle* on 3 February 2004. The Committee also sought submissions from relevant stakeholders, State and Territory Education Ministers and their departments, the University of Canberra (UC), the Australian Catholic University – Signadou Campus (ACU), the Canberra Institute of Technology (CIT) and professional teaching associations and unions.

1.8. The Committee was disappointed that the Association of Independent Schools and the Independent Education Union did not provide written submissions. This gave the Committee little choice but to focus on evidence received from the ACT Government and Catholic education sectors, although it should be noted, that oral evidence was provided by the Association of Independent Schools during public hearings. The twenty-one submissions received are listed at Appendix 1.

1.9. The Committee also held six public hearings (see Appendix 2) and made the following site visits:

- Gold Creek School, where the Committee was briefed on the concept of middle schooling and viewed the shared public and Catholic campus at primary school level (16 June 2004);
- the Department of Education and Training's *Teaching and Learning Technologies Resource Centre* facility where the Committee familiarised itself with professional learning programs and resources available to teachers at the Centre (6 July 2004);
- Sts Peter and Paul Primary School, where the Committee was informed of the concept of staged team teaching (20 July 2004); and

³ ABS Australian Social Trends 2003, Cat. 4102.0, p.101.

⁴ Professor Kwong Dow Lee, 'Teachers for the Future', Australia, 2004, p.3.

 Department of Education and Training's Recruitment Centre where the Committee was briefed on the current teacher recruitment process for 2005 (27 July 2004).

1.10. The committee would like to thank all those who made submissions, the witnesses who appeared before the Committee and staff associated with each of the four sites visits for their time and contribution during this inquiry process.

Structure of the Report

1.11. The structure of the report follows similar lines to the terms of reference for the Inquiry. The second chapter focuses on a broad overview of the ACT Education System, both government and non-government. The third chapter looks at the profile of the current teacher workforce, its make-up, average age and gender.

1.12. The fourth chapter outlines the current pre service training, which is available at the two university campuses in Canberra, these being the University of Canberra (UC) and the Australian Catholic University (Signadou). Chapter five examines the current issues associated with teacher recruitment, supply and demand, teacher shortage, retirement and separation rates.

1.13. The report concludes with a chapter that briefly examines other related issues such as special education, teacher registration, coordination of employment screening and child protection matters.

1.14. The committee's report draws on recent research and recommendations submitted in both Commonwealth Government and independent reports, namely :

- a 2003 report, *Attracting, Developing and Retaining Effective Teachers,* prepared by Emeritus Professor Malcolm Skillbeck and Dr Helen Connell for the Commonwealth Government of Australia;
- a 2003 report Australia's Teachers: Australia's Future, Advancing Innovation, Science, Technology and Mathematics, (Main Report)
 Commonwealth Committee for the Review of Teaching and Teacher Education, chaired by Professor Kwong Lee Dow;
- a 2003 report *Demand and Supply of Primary and Secondary School Teachers in Australia* prepared by the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA);

- a 2002 report *Inquiry into the Provision of Public Education in New South Wales;* sponsored by the NSW Teachers Federation and Federation of Parents & Citizens Associations of NSW; and
- a 1998 report, *A Class Act*, by the Senate Employment, Education and Training References Committee.

1.15. The Committee's aim in this report is to expand on the findings and recommendations provided in these reports from an ACT perspective to focus education authorities, teaching universities and the community on the issues that currently face the teaching profession.

1.16. During the inquiry the Department of Education, Youth and Family Services was renamed the Department of Education and Training⁵. Readers should note that references are made in the report to both entities according to whether the work was carried out before or after the name change.

⁵ Chief Minister, Tabling Statement Administrative Arrangements Orders, 22 June 2004.

2. Overview of the ACT Education System

2.1. The education system in the ACT comprises government schools, which are co-educational and non-selective, and the non-government school sector which consists of schools from a range of different educational, religious and philosophical backgrounds. In the ACT, school education is compulsory for all children between the ages of 6 and 15 years⁶.

ACT Government

2.2. There are four distinctive educational settings in the ACT government sector:

- Preschool for four year olds and 3-5 year olds with special needs;
- Primary School for Kindergarten to Year 6;
- High School for Years 7 to 10; and
- Secondary College for Years 11 and 12.

2.3. There are currently 80 preschools, 67 primary schools, 14 high schools, 3 Kindergarten to Year 10 Schools (combined primary/high), 8 senior secondary colleges and an Outdoor Education Centre located at Birrigai. In addition, 4 Special Schools provide education for students with moderate to severe disabilities⁷.

Non-Government Education

2.4. The ACT non-government school sector includes 27 systemic (governed within diocesan-based systems) Catholic schools (23 primary, four secondary), 3 Catholic congregational schools (governed by particular orders) and 14 independent schools. Several independent schools have religious affiliations whilst others follow particular education philosophies such as the Montessori and Steiner systems of education.

Canberra Institute of Technology (CIT)

2.5. The Canberra Institute of Technology (CIT) is a statutory authority, which provides students with learning experiences 'that enable them to develop skills to enter the workforce or further enhance their career

⁶ Department of Education, Youth and Family Services Annual Report 2002-2003, ACT, p.29.

⁷ Correspondence from the Department of Education and Training, 10 August 2004.

prospects'⁸ and offers training programs in approximately 80 disciplines. The CIT currently has five campuses located at Bruce, Reid, Southside (Phillip), Fyshwick and Weston. Flexible Learning Centres are also located within the Reid Campus and in Tuggeranong. CIT Solutions, the commercial arm of CIT, is located at the Bruce Campus.

⁸ Canberra Institute of Technology Annual Report 2003, ACT, p.2.

3. Profile of the Current Teacher Workforce

Government Sector

3.1. At the end of June 2004, the current profile of the teacher workforce employed in pre-schools, schools and colleges comprised 2,776 full-time (operative staff) and 430 part-time. In addition, a further 1,627 are registered for casual teaching. The number of operative teachers occupying a position other than in a school (i.e. a position in the Central Office, or not located at a specific school) totalled 282 teachers. A total of 3,245 teachers were employed in schools for the pay period Pay 26, June 2004 (figures do not include casuals or 349 inoperative staff)⁹.

 Table 1: Government Composition - Teachers in Preschools, Schools and

 Colleges

Full-time (Operative)	2776
Part- time ¹⁰ (Operative)	430
Total number operative teachers (excludes casuals)	3206
Inoperative teachers	349
Registered casual teachers	1628
Total	5183

- 3.2. A gender profile of ACT Government teachers shows the following:
 - women comprise 99% of the teaching workforce in preschools, 88 % in primary schools, 78% in middle schools, 66 % in high schools and 61% in colleges; and
 - men represent 1% of the teaching workforce in preschools, 12% in primary schools, and range between 22-39% in the Kindergarten to year 10, high school and college sectors¹¹.

⁹ Correspondence from the Minister for Education and Training, 10 August 2004, p.2.

¹⁰ Part-time is calculated on a headcount not a Full Time Equivalent (FTE)

¹¹ Correspondence from the Minister for Education and Training, 10 August 2004, p.4.

Teacher Level	Permanent			Temporary (Excludes casuals)		Total			
	Female	Male	Total	Female	Male	Total	Female	Male	Total
1	2051	542	2593	269	92	361	2320	634	2954
2	273	111	384	0	2	2	273	113	386
3	91	33	124	0	0	0	91	33	124
4	54	37	91	0	0	0	54	37	91
TOTAL	2469	723	3192	269	94	363	2738	817	3555

Table 2: Government Teacher Level, Gender, and Employment Status

(Perspect Paytape 26, June 2004)

Table 3 Government Teacher Level, Full-time, Part-time and Casual

Teacher	Full-time	9		Part-time*			Casual*			T-1-1
Level	Female	Male	Total	Female	Male	Total	Female	Male	Total	Total
1	1882	593	2475	438	41	479	1285	342	1627	4581
2	267	113	380	6	0	6	0	1	1	387
3	89	32	121	2	1	3	0	0	0	124
4	54	37	91	0	0	0	0	0	0	91
Total	2292	775	3067	446	42	488	1285	343	1628	5183

(Perspect Paytape 26, June 2004)

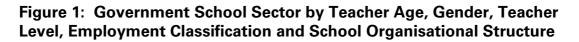
Data is sourced from the total workforce and includes operative and inoperative staff and staff not allocated to one specific school.

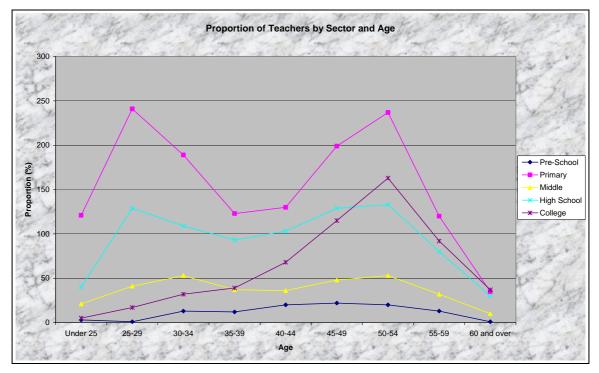
* NB. Part time staff may also work on a casual basis.

3.3. The majority of permanent and temporary teachers employed as at June 2004 are:

- female (77%).
- employed full time (59%), with women comprising three quarters of these positions.
- employed on a permanent basis (90%).

• employed in Teacher Level 1 positions¹² (73%).





⁽Perspect Paytape 26, June 2004)

3.4. The median age of teachers (excluding casuals) in the ACT government schools is 45 years. The average age of a teacher (excluding casuals) as at June 2004 was 42.5 years. Age by sector indicates that the majority of teachers in the college (70%) and preschool (53%) sectors are aged between 45 and 65 years. The majority of principals are aged 45 years or over (93%) and many of these (54%) are in the 50-54 year age range¹³. Tables at Appendix 3 illustrate these figures.

NB.Figures calculated on total teachers allocated to one specific school, excludes casual and staff in positions other than in a school

¹² Includes casuals that worked over this period (480).

¹³ Correspondence from the Minister for Education and Training, 10 August 2004, p.7.

The Catholic Education System

3.5. The Catholic system teacher profile of full time/part time teaching staff comprises 756 females or 78% of its current teaching workforce. There are 210 males, which represent 22% of the total head count of 966. The average female age is 41.8 and male 40.1, with a median age of 41.4¹⁴.

3.6. Latest figures show that the Catholic Education Office (CEO) employs 253 casual teaching staff, with females comprising (78%) and males (22%)¹⁵.

 Table 4: CEO Continuing Full Time/Part Time Teaching Staff (Head Count)

Female	%	Male	%	Total
756	78	210	22	966

Table 5: CEO Casual Teaching Staff

	Female	%	Male	%	Total
Primary	126	83	26	17	152
Secondary	72	71	29	29	101
Total	198	78	55	22	253

Table 6: CEO Full Time/Part Time Status (Head Count)

Primary	Female	%	Male	%	Total
Full time	295	77	86	23	381
Part Time	164	93	12	7	176
Sub Total	459	82	98	18	557
Secondary	Female	%	Male	%	Total

¹⁴ Submission 16, Catholic Education Commission and the Catholic Education Office, p.7. ¹⁵ ibid., p.7.

Full time	233	70	101	30	334
Part Time	64	85	11	15	75
Sub Total	297	73	112	27	409
Total	756	78	210	22	966

Table 7: CEO Average Age of Teachers

	Female	Male	Total
Head Count	756	210	966
Average Age	41.8	40.1	41.4

Table 8: CEO Head Count by Age Range

Age Range	Female	Male	Total
21-30	154	49	203
31-40	197	73	270
41-50	199	41	240
51-60	176	37	213
61-70	28	10	38
Total	756	219	966

Source: Submission 16, Catholic Education Commission and Catholic Education Office, March 2004, p.7

Canberra Institute of Technology (CIT)

3.7. For the 2003/2004 Financial Year, the teaching workforce averaged 642.87 staff per pay. Of the 642.87 teaching staff, CIT averaged 250.87 permanent teachers, 125.79 temporary contract teachers, and 266.82 casual teachers. Female teachers comprised 54.3% (349.05) of the total teaching workforce at the CIT with males being 45.7% (293.82).¹⁶

		Permanent	Temporary Contract	Casual	All Employment Status
	Female	0	0	142.85	142.85
Casual	Male	0	0	123.95	123.95
	All Genders	0	0	266.8	266.8
	Female	5.63	0.35	0	5.98
Senior Teaching Post	Male	7.07	1.04	0	8.11
	All Genders	12.71	1.39	0	14.1
	Female	92.04	79.96	0.02	172.01
Teacher Band 1	Male	88.8	42.66	0	131.46
	All Genders	180.84	122.62	0.02	303.48
	Female	18.73	1.33	0	20.06
Teacher Band 2	Male	23.56	0.41	0	23.97
	All Genders	42.29	1.74	0	44.03
	Female	5.67	0	0	5.67
Teacher Band 3	Male	2.22	0	0	2.22
	All Genders	7.89	0	0	7.89
Teacher Band 4	Female	2.41	0	0	2.41
	Male	4.1	0	0	4.1

Table 9: CIT Gender Profile

¹⁶ Correspondence from the Minister for Education and Training, 30 July 2004, p.2.

		Permanent	Temporary Contract		All Employment Status
	All Genders	6.51	0	0	6.51
	Female	124.51	81.68	142.86	349.05
All Teachers	Male	125.76	44.11	123.95	293.82
	All Genders	250.27	125.79	266.82	642.87

3.8. The current average age of permanent teachers is 51.38, the median being 52. For temporary staff the average age is 44.76, median age is 46. For the employment category of casual the average age is 44.65, the median being 44. Overall the average age is 47.29 with a median of 50 years of age¹⁷.

Table 10: CIT Age Profile

	Average age	Median age
Permanent	51.38	52
Temporary	44.76	46
Casual	44.65	44
All	47.29	50

¹⁷ ibid., p.2.

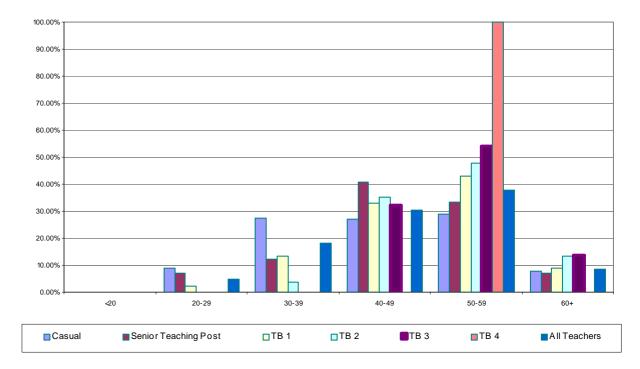


Figure 2: CIT Age Profile by Teacher Level

Source: Correspondence from the Minister for Education and Training, 30 July 2004.

Issues arising from the profiles

3.9. Current information suggests that there is a disproportionate number of females to males in the teaching workforce in the ACT, except at the CIT. Teaching appears to have a strong female bias, something that seems to have steadily grown over several decades. This was substantiated by evidence presented in the Commonwealth's review of Teaching and Teaching Education in October 2003:

A gender bias towards females is pronounced in the teaching profession, especially in the primary sector and in lower secondary schooling. The male teacher cohort is concentrated more heavily in the older age groups and it is mainly older males who teach upper secondary and advanced courses in science and mathematics. There has also been an increase in the proportion of female teachers, at both the primary and secondary levels¹⁸

3.10. The age profile of teachers is skewed towards the older end of the agerange and recent signs point to a worsening of this situation. As a

¹⁸ Professor Kwong Lee Dow, 'Teachers for the Future', Australia, 2004, p.5.

consequence, the future supply is likely to be affected, as proportionately more teachers reach retirement, than those entering service.

3.11. Evidence provided by the Department of Education and Training concludes that there are more older staff, and more male teachers in higher level positions in government high schools and colleges than in other sectors. Despite their numerical dominance, women hold significantly fewer formal and informal positions of responsibility in schools than do men¹⁹.

3.12. With respect to the Canberra Institute of Technology, the Australian Education Union noted in its submission:

that teachers at the CIT are substantially older then school teachers, with the average and median ages in early 50s for permanent teachers and mid forties for temporary and casual staff. This reflects the generally older age of recruitment of Vocational Education Teachers (after industry experience)²⁰.

¹⁹ Submission 15, Department of Education, Youth and Family Services, p.16

²⁰ Submission 17, Australian Education Union, p.11.

4. Training of Teachers in the ACT

4.1. Increasingly, teacher education systems and the teaching profession itself appear to be open to more scrutiny by parents, the wider community and the media. Parents in particular seem to have greater expectations of teachers than in the past. Changes in the regulatory environment, legal requirements, monitoring and reporting regimes, and technology have had a significant impact on the work of teachers inside and outside of the classroom, and are widely acknowledged within the profession as adding to an already heavy workload²¹.

- 4.2. Changes occurring in, or affecting the nature of teacher's work include:
 - the need to adopt and adapt to new forms of assessment;
 - increased and continually changing curriculum ;
 - the need to integrate students with various disabilities, and to devise suitable learning programs for each individual student;
 - increased administrative responsibility;
 - growing concern over students experiencing difficulties and exhibiting behavioural problems; and
 - the expectation that teachers and schools undertake welfare functions²².

4.3. Recent evidence suggests that these changes, together with wider social, cultural, economic and political trends are sources of increased pressures on teachers. The Australian education system is constantly challenged to update, innovate, evaluate and improve. Teachers and teaching are judged against these expectations and operate in an environment where the turbulence of change has become the norm.

Field Experience for Training Teachers and Course Structure

4.4. The Committee is concerned about the adequacy of teacher education to meet the demands on new teachers. The Secondary Principals' Association in its submission informed the Committee that the practical education component in the classroom is of insufficient duration throughout the

²¹ Skillbeck, M. & Connell, H., (2003), *Attracting, Developing and Retaining Effective Teachers*, Department of Education, Science and Teaching, Australia, p.36

²² ibid., p.35.

teaching program. This observation was in keeping with information provided by a number of teachers across the inquiry spectrum.

4.5. At present, students in four-year programs for primary teaching at the University of Canberra complete approximately 100 days practicum in schools, at least 70 days practicum in graduate entry programs and 50 days practicum in the Graduate Diploma in Education. At the Australian Catholic University – Signadou, the practicum is 95 days in duration for primary teaching.

4.6. The Committee believes further research needs to be undertaken to ascertain if teacher education courses are providing student teachers with sufficient experience of the practical challenges to function in a school environment, including managing student behaviour, collegial relationships, parent-teacher relationships and lesson plans²³.

Recommendation 1

4.7. The Committee recommends that the Government work with the University of Canberra and the Australian Catholic University Signadou to develop data on graduate teacher satisfaction and participation in the teaching profession on completion of their studies over the longer term. The Committee further recommends that this data should capture issues relating to: managing student behaviour; collegial relationships; parent/teacher relationships; and lesson plans.

4.8. The Committee also acknowledges the complexity of the organisational and financial structures governing teacher education. It was noted by the Committee that while teacher education is expensive for universities to deliver, it is promising that both university education providers and practicing teachers would like to forge closer relationships with one another.

4.9. The Australian Education Union advised the Committee;

Firstly, the University of Canberra is now moving into a period of more stable staffing. That's very important for the reestablishment of networks liaison arrangements that existed previously.

We had a peak liaison committee, for example, that didn't meet for two years. Well that's met recently, and there was some

²³ Victorian Education Committee Inquiry into the Suitability of Current Pre-Service Training Courses, Discussion Paper, 2003, p.3.

positive outcomes. They're revamping their field experience committee, that also important in terms of improving the quality of delivery for their students and for schools.

... the better the liaison, the better the networking, the more capacity there is for quality improvement there²⁴.

4.10. A continuing issue in the design and content of courses has been the balance between educational theory and teaching practice. Teacher education programs are addressing this problem through partnerships between education authorities and universities, the development of joint projects such as teacher retraining courses in specific subject matters, and collaborative efforts to integrate or restructure the knowledge bases of teacher education.

4.11. In the area of pre-service education, a recent Commonwealth Government report stated that:

The challenge for teacher education is to foster commitment to school teaching and to prepare trainees for the reality of classroom practice, but at the same time to provide them with a broad general education, including the capacity to be critical and self-critical, and a familiarity with diverse viewpoints and experiences.²⁵

4.12. While the Committee commends this statement, it remains concerned that practicum requirements vary from university to university, and that there is an undercurrent of unease about its quality and value.

4.13. The Committee believes that some innovations may be addressing this issue such as:

- attachments by university lecturers to schools;
- joint appointments (teachers being placed in universities as teacher educators for specified durations);
- greatly increased roles for the schools in designing, mentoring and supervising internships; and
- the introduction of school experiences earlier in the course and/or for more extended periods.

²⁴ Transcript of Evidence, Australian Education Union, 8 June 2004, p.27.

²⁵ Skillbeck, M. & Connell, H., (2003), *Attracting, Developing and Retaining Effective Teachers*, Department of Education, Science and Training, Australia, p.40.

The University of Canberra

4.14. The University of Canberra (UC) offers teacher education courses in three areas of teacher specialisation early childhood, primary and secondary. An outline of the current programs offered at UC is located at Appendix 7.

4.15. The UC program integrates educational theory and practice. The emphasis is on professional experience and involves placements in educational settings each year including a forty-day internship in the primary school education course. Bachelor graduate entry degrees and conversion degrees (for three year trained practicing teachers) are also offered in early childhood, primary and secondary education²⁶.

4.16. The University of Canberra is currently completing a review of its programs and it is anticipated that this review will result in a new stream incorporating middle schooling as well as primary and secondary teaching. The new stream will be a Bachelor of Education (Middle School, Kindergarden to Year 12).

Australian Catholic University National – Signadou

4.17. The Signadou Campus of the Australian Catholic University National has been providing teacher training in Canberra since 1963. In 1991 the campus was incorporated into ACU National, a national tertiary institution with six campuses located in New South Wales, Victoria, Queensland and the ACT. The ACT campus hosts the Schools of Education, Religious Education, Theology and Social Work.

4.18. The ACU School of Education offers a four year Bachelor of Education (Primary) degree and a two year Bachelor of Education (Primary Post Graduate) degree. In addition, the campus offers Masters Programs in education, religious education and educational leadership. In 2005, a one-year graduate diploma in Secondary Education will be offered with an anticipated initial intake of 25 students. Education courses offered at Signadou are listed in Appendix 4.

4.19. The primary pre-service program is a four year, full time study program and encompasses education foundation studies (examination of theories, language, concepts related to professional practice), professional studies (link between theoretical and professional practice), and professional practice (field experience)²⁷.

²⁶ Submission 18, School of Education and Community Studies, University of Canberra, p.1

²⁷ Submission 16, Catholic Education Commission and Catholic Education Office, p.3

4.20. The Catholic Education Office (CEO) advised that the majority of the graduates from the campus are employed within the Catholic education system in Canberra and surrounding districts. A significant number of these graduates are also recruited by both ACT government and independent systems as well as other States and Territories²⁸.

4.21. Flexibility is built into the programs through the provision of the twoyear graduate option for students who have already gained a degree in a related discipline and who wish to train as primary educators.

4.22. Of particular interest to the Committee was the Field Experience Program. Field experience is programmed in each year of the course, culminating in an extended block practicum in the final year of study, which is designed to 'facilitate the graduate's entry into the teaching profession'.²⁹

4.23. The CEO in its submission stated that in published external evaluations of graduates of ACU National pre-service teacher education programs, both graduates and employers reported high levels of satisfaction with the content and delivery of existing courses³⁰.

4.24. The Committee commends the contribution being made by ACU Signadou to address the shortage of secondary teachers with particular expertise in the mathematics, science, design and information communications technology, and some languages other then English, by implementing a one-year Graduate Diploma in Education (Secondary) from 2005. The Catholic Education Office informed the Committee that:

the course has been developed and reviewed in light of the requirements identified by employers, stakeholders and legislative requirements. Changes in school and classroom contexts, the influence of the information technologies on education, and the increasing complexity of the roles of teachers in the 21st Century have impacted on the structure of this course³¹.

4.25. The number of academic units within this course is limited to ten. These units are designed to provide for the examination of current issues and innovatory practices relevant to secondary education, for intelligent reflection by the students, and for enriched professional practice. The program intends

²⁸ ibid., p.3

²⁹ ibid., p.4.

³⁰ ibid., p.4.

³¹ ibid., p.4.

to develop secondary teachers who are committed to and have a high regard for their colleagues within the broader teaching profession.

4.26. Signadou's Course Development Committee, representative of its stakeholders, develops its programs from conceptualisation to implementation of the courses. This is to ensure that courses are responsive to and effective in meeting expectations for beginning teachers in the areas of pedagogy, curriculum, assessment and evaluations, classroom management, human development, home-school relationships, and ethical and professional practice³².

Committee Comment

4.27. The Committee is concerned at evidence presented by Ms Christine Trimingham Jack, Acting Head, School of Education and Community Studies at the University of Canberra that:

There is reluctance amongst some teachers in the ACT school sector to offer placements and that the reasons for this are varied and include excessive workload, lack of confidence or experience, and insufficient recognition or reward³³.

4.28. Further, the Committee believes it is vital that educational institutions provide a variety of experiences in the practicum component. This is particularly important for students preparing to teach in secondary schools because of the varied demands placed on secondary teachers. The Committee concurs with the Australian Secondary Principal's Association's statement:

beginning teachers clearly feel ill-prepared for the reality of teaching and the professional demands of a career based in the classroom³⁴.

4.29. The Committee is of the opinion that it is necessary to equip our future teachers with all the tools they need to become the best teachers they can be. It is imperative that pre-service teacher practicum be varied. The Committee considers that strategies should be developed to increase the time trainee teachers spend in field experience in a variety of schools within the ACT. Further, expansion and enhancements to the UC teacher internship program should be encouraged.

³² Submission 16, Catholic Education Commission and Catholic Education Office , p.4.

³³ Submission 18, School of Education and Community Studies, University of Canberra, p.6.

³⁴ Australian Secondary Principal's Association, 'Teach Teachers Differently', Press Release, 7 September 2003

4.30. To address these concerns the Association of Independent Schools stated:

One of the important issues is that the interface between schools and education faculties needs to be improved. I think there has been a lack of communication about the needs of schools and also what education faculties can do. There needs to be greater communication between the people who have governance responsibilities for schools and the education faculties.³⁵

Recommendation 2

4.31. The Committee recommends that the Government develop formal mechanisms to strengthen collaboration between the University of Canberra and the Australian Catholic University Signadou and schools, particularly in the area of pre-service training and field experience.

Recommendation 3

4.32. The Committee recommends that the Government provide for increased numbers of appropriately skilled teachers and principals to be placed in education faculties as teacher educators for specified durations.

³⁵ Transcript of Evidence, Association of Independent Schools, 20 April 2004, p.25.

5. Recruitment and Retention

5.1. The Committee is aware that other jurisdictions manage their recruitment practices in different ways to the ACT according to their own needs and requirements:

Recruitment practice is centralised in all Australian states and territories, with the exception of Victoria where individual schools recruit their own staff³⁶.

5.2. Recruitment practice across all education sectors attempts to be responsive to factors influencing teacher demand and supply. In 1998 the Senate report *A Class Act* documented the factors affecting demand for teachers:

- Numbers of predicted student enrolments in schools;
- Pupil/teacher ratios;
- Changes in governments' policies and priorities;
- Changes to school starting ages; and
- Secondary school retention rates.
- 5.3. The supply of teachers is influenced by:
 - Numbers of projected graduates entering the teaching profession;
 - The availability, suitability and mobility of the pool of unemployed teaching graduates;
 - Teachers' resignation/retirement rates; and
 - Patterns of extended leave by currently employed teachers³⁷.

5.4. Given the factors noted above, the demand for teachers can be difficult to forecast accurately. These factors also have an impact on universities' policies and the number of university places available for teacher education.

5.5. Educational institutions characteristically have a strong focus on attracting high quality recruits, building strong links with local universities and broadening marketing to regional universities, and so make significant

³⁶ Submission 15, Department of Education, Youth and Family Services, p.30.

³⁷ *A Class ACT* , Senate Employment, Education and Training Committee, Australia, March 1998, pp.233-234.

investments annually in the recruitment of teachers. The Department of Employment, Youth and Family Services expressed a view that:

the provision of attractive employment conditions, competitive salaries and support of professional development opportunities provide a working environment that assists to attract and retain teaching staff³⁸.

5.6. The Committee recognises that recruitment is now influenced by an Australian workforce that appears to be moving away from the traditional employment model of having one profession for life. This has forced educational institutions to formulate innovative ways to attract and retain staff. Such recruitment has involved attracting teachers to the profession from other career paths or attracting teachers back once they have left. Although the continuous lifetime teaching career remains a pattern among some teachers, the teaching career, over a lifetime, appears to be discontinuous in a considerable number of cases, with movement out of and back into teaching not uncommon.³⁹

5.7. The Department advised that their recruitment data indicates a degree of mobility 'in and out' of the teaching workforce during a teacher's career. Predominately new staff are recent university teaching graduates, with a small component being mature age students seeking an employment change. The Department added:

Similarly, separations and casual recruitment data indicate that although staff may separate from teaching at certain points in their professional life they may later return to permanent, contract or casual employment as teachers⁴⁰.

5.8. The Department has recognised the nature of workforce mobility and has put in place several measures to retain and attract to the profession those who may have left or may be seeking an employment change. These measures include:

- the Recognition of Prior Learning policy
- retraining programs; and

³⁸ Submission 15, Department of Education, Youth and Family Services, p.29.

³⁹ Skillbeck, M. & Connell, H., (2003), *Attracting, Developing and Retaining Effective Teachers*, Department of Education, Science and Training, Australia, p.56.

⁴⁰ op cit., p.32.

• the implementation of a Work Life Balance Tool Kit (policy which formally supports employees in balancing their work and life commitments)⁴¹.

5.9. State and Territory Departments offer a range of incentives for those seeking employment as teachers, including salary packaging, attractive leave and superannuation provisions, work life balance opportunities and retraining programs. Teachers may also apply for recognition of prior work experience for starting salary purposes and may return on a casual, part-time or full-time basis to fit with their lifestyles.⁴² An overview of current State and Territory teacher registration requirements and recruitment initiatives sourced from State and Territory Recruitment and Information packages is provided at Appendix 8.

5.10. The following sections provide an overview of both the public and catholic sector recruitment processes.

Recruitment in the ACT Government Sector

5.11. Recruitment of teachers for ACT Government schools is undertaken centrally, by the Department of Education and Training. The ACT has a dedicated Teacher Recruitment Unit, which operates from the Higgins Primary School site. The responsibilities of this unit include:

marketing of the ACT Government education system in the teacher training institutions; sharpening the focus of the teacher recruitment program to better target areas of need; building stronger links with the teacher training institutions and coordinating training programs to skill current teachers in teaching in other areas⁴³.

5.12. The annual teacher recruitment cycle is illustrated in Figure 3, below.

⁴¹ ibid., p.32.

⁴² ibid., p.8.

⁴³ibid., p.25.

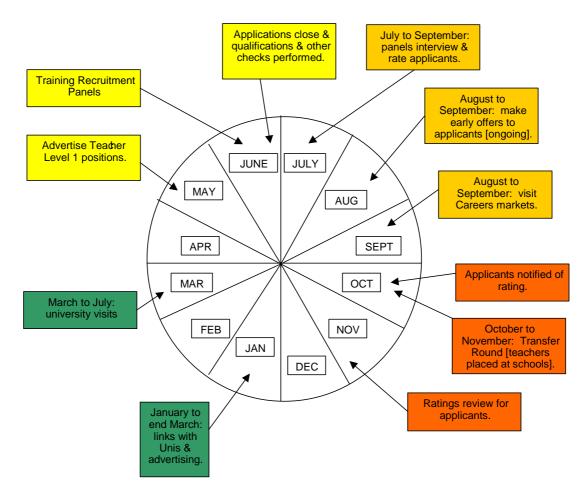


Figure 3: ACT Government Teacher Recruitment Cycle

NB. Casual relief recruitment: Qualifications/interview/refereeing and qualifications/prior experience/reassessments/upgrades of qualifications are on-going.

Source: Submission 16, Department of Education, Youth and Family Services, p.24

5.13. The recruitment campaign occurs locally, nationally and internationally between March and May each year. Permanent employees are recruited through a merit selection process, with applications closing around June of each school year. The Department informed the Committee that although there are specific deadlines for applications, the system remains flexible and applications are accepted throughout the year⁴⁴.

5.14. Applicants are required to have the equivalent of 4 years tertiary training including a teaching qualification recognised by the Department. Applicants should either have permanent residence status or be Australian citizens.⁴⁵

⁴⁴ ibid., p.24.

⁴⁵ <u>http://www.decs.act.gov.au/department/teachrecruitprocess.htm</u>, 8 August 2004.

5.15. Once the bulk recruitment has been undertaken, schools select staff from the rating list according to their subject needs. During September, early offers of permanency are given to selected applicants who have received a high rating and are in the areas of targeted need. New teachers, full-time and part-time, who are offered permanent employment, undergo a 12-month period of probation. Teachers employed on a contract are also required to undergo an assessment designed to provide support and guidance⁴⁶.

5.16. The Committee notes the Government's evidence that applicants were extremely positive about the recruitment process, and specifically, the relevance of having current teachers on the interview panel. The Department's submission stated:

comments have focussed on the fact that the panel members are practitioners who have a very good understanding of current best practice in the classroom⁴⁷.

5.17. However, the Committee has not been able to verify whether this view is widely held by applicants.

5.18. The Australian Education Union told the Committee:

... that given the very large numbers of people who are dealt with each year by the recruitment process, that it is on the whole a quality process.⁴⁸

5.19. The Committee held discussions with teachers who were members of interview panels when it visited the Teacher Recruitment Unit at Higgins Primary School on 27 July 2004. From this visit, the Committee gained a positive impression of the Department's recruitment and interview process.

Recruitment in the Catholic Education System

5.20. The Catholic Education Office (CEO) informed the Committee that it is able to meet its teacher recruitment needs⁴⁹. However, the Office emphasised that the search for quality teachers is becoming more difficult each year, particularly for secondary teachers of Mathematics, Science, Design and Technology and Applied Studies, and some Languages Other Than English (LOTE).

⁴⁶ Orientation Handbook for New Teachers 2004, ACT Department Education, Youth and Family Services, p.10.

⁴⁷ Submission 15, Department of Education, Youth and Family Services, p.26.

⁴⁸ Transcript of Evidence, Australian Education Union, 27 April 2004, p.35.

⁴⁹ Submission 16, Catholic Education Commission and Catholic Education Office, p.9.

5.21. The CEO recruitment process fills both temporary and permanent teacher positions by a general advertising campaign listing all known positions in system schools in *The Canberra Times* and *Sydney Morning Herald* at least once during Term 3 each year. The Office also advertises twice a year for expressions of interest from teachers who wish to be placed on its Register of Casual Teachers.

5.22. Specific vacancies which occur during the course of the year are advertised in the most appropriate newspaper and on the CEO website. This website lists all known vacancies in the Catholic Schools' System in the Archdiocese on a daily basis, with the site updated regularly to list new advertisements and to remove those advertisements for which the closing dates have passed⁵⁰.

5.23. The CEO presents information sessions to final year students at the Signadou Campus of ACU National and the University of Canberra and other selected regional based universities in NSW.

5.24. Teachers responding to an advertisement are directed to obtain selection criteria for the position and any other information relevant to the school and the position.

5.25. Teachers new to the system, either part time, full time or casual undergo a pre employment interview which:

... has the purpose of validating them as appropriate teachers to be employed in an ACT Catholic System school, to check their documents, to check their referees, and to check their Child Protection and Police screening clearances⁵¹.

Recruitment at the Canberra Institute of Technology (CIT)

5.26. The CIT has mandatory qualifications for teachers at the CIT and requires its teaching staff to have suitable, current teaching and industry qualifications (Certificate IV or Graduate Certificate 1).

5.27. The CIT has a different approach to the recruitment of teachers to that of the Department of Education and Training. Recruitment is devolved to the Faculty areas across the Institute. The Faculties undertake their own selection exercise as and when required. Permanent positions are advertised in a range of media including: CIT internal publications, the Staff Bulletin, the ACT Public Service Gazette and the press. The selection process for teachers is in

⁵⁰ ibid., p.7.

⁵¹ ibid., p.8.

line with the selection process for all staff i.e. merit selection principles and practices apply. Each faculty maintains a temporary teacher register for casual positions.

5.28. The Committee is of the opinion whilst it is important for the faculties to recruit their specialist staff directly, they have limited resources to do so, and the issue of recruitment shortfalls should be coordinated centrally in consultation with the individual faculties.

5.29. The Australian Education Union emphasied:

... in terms of a strategic approach, they ought to be done by the human resources area of the institute itself in conjunction with the faculties, because you need that institute wider picture, but they are highly specialist positions and it's got to be a very significant faculty involvement.

5.30. The Committee was advised by the CIT that decisions on recruitment are done on a partnership basis between the CIT and individual faculties:

In a sense it is a partnership within CIT anyway between the faculties and the central areas on HR issues. In order to get our commitment to decreasing casual teacher proportions and improving permanency, it has to be to a significant extent driven from the centre. But the ultimate decision about how that is done must be generated at the faculty level. So it's worked reasonably well, but we want to go a little bit further than it has in the past.⁵²

5.31. Further the CIT advised:

... CIT has put in place workforce planning steering committee which looks at issues of workforce planning and succession planning⁵³.

5.32. The Committee appreciates that the CIT has taken the issue of long term recruitment needs into account with this measure, however, this process needs to be formalised through an oversight body.

⁵² Transcript of evidence, Canberra Institute of Technology, 27 April 2004, p.39.

⁵³ ibid., p.17.

Recommendation 4

5.33. The Committee recommends that the Canberra Institute of Technology consider the need for mechanisms that analyse recruitment issues, course demand and student enrolment levels from an institution wide perspective, to ensure appropriate workforce management strategies are developed and implemented.

Supply and Demand

5.34. The Committee was informed that in the Government sector, teachers employed in 2004 were sufficient to replace teacher separations i.e. retiring teachers and teachers taking leave. Included in the recruitment needs were an extra 63 full time equivalent primary/early childhood teachers required to continue the implementation of smaller class sizes for Kindergarten – Year 3 in 2004⁵⁴.

5.35. The Department also advised that the current recruitment process also considers factors, including the allocation of additional resources for teacher librarians, students with special needs, teachers acting in different levels and the need for different class sizes across the sectors.

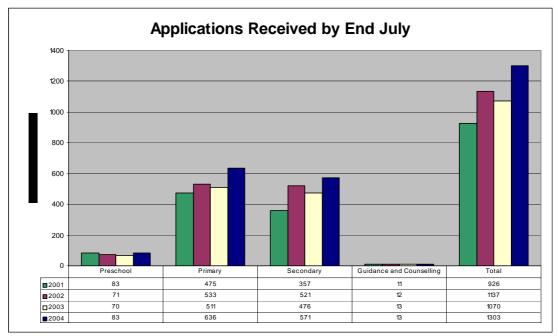
5.36. The February 2004 student census figures reported a total enrolment of 36,419. This is an enrolment of 846 students fewer in February 2003.
Decreasing school enrolments will affect the number of teacher staff required, as class numbers reduce.⁵⁵

5.37. The first full year of the Department's Teacher Recruitment Unit has seen an increase in the numbers of applications received in all teaching areas with the total up by over 20% at the same time last year. Figure 2 below shows the number of applications received by July 2004 compared to previous years, and affirms the 20 % increase in applications.

⁵⁴ Submission 15, Department of Education, Youth and Family Services, p.28.

⁵⁵ ibid., p.10.





Source: Workforce Management Fact Sheet No.2 Workforce Management July 2004

5.38. For the 2005 recruitment round, more then 1300 applications had been received at the time of writing this report from around Australia, which include 800 from the ACT and some from overseas.

5.39. The ACT's success in increasing applications may be due to a number of the Department's recent initiatives. Two specific examples of these initiatives are the establishment of stronger links with local providers; the University of Canberra and the Australian Catholic University – Signadou, as well as furthering the existing links with NSW universities through a broadening of the interstate recruitment marketing campaign⁵⁶.

Teacher Shortage

5.40. The Committee is aware that the issue of teacher shortage in specialist areas and hard to staff school locations is occurring across all jurisdictions. Such matters are being addressed by making available scholarships for the final year of study and other monetary incentives by education authorities.

5.41. Whilst the ACT does not have the issue of school remoteness, it does face other issues associated with teacher shortages in specialist subject areas

⁵⁶ ibid., p.12.

such as maths, science, information and communication technology (ICT) and languages other then English (LOTE).

5.42. The Department advised that the teacher shortage in the areas of maths, science, information communication technology, special education and guidance and counselling still remain areas of challenge for teacher recruitment in the ACT. ⁵⁷.

5.43. The Committee was also informed by the CEO that it is also experiencing difficulty in specialist subject areas:

... the search for quality teachers is becoming more difficult each year, particularly for secondary teachers of maths, science, design and technology and applied sciences and LOTE⁵⁸

5.44. The Secondary Principals Association informed the committee that:

In order to understand and address the staff shortage issues better, a plan needs to be developed and implemented by the Central Office of the ACT Department of Education, in consultation with principals to:

- Establish a clear process for collecting up to date and accurate data on current staff shortages
- Determine estimates of future staff shortages (obtained partly through examination of the age profile of teachers currently teaching within particular subject areas in high schools and colleges)⁵⁹

5.45. A number of programs in the government sector have been developed to meet some of these gaps including the Maths Retraining Initiative and the Counselling Skills program.

The Maths Retraining Initiative is a flexible delivery course which began in February 2004. Fifteen permanent teachers (the majority of whom are primary trained teachers) were selected to participate in the Maths Retraining Initiative. The participants study three subjects at UC over one semester. The subjects taught for this course were specially designed to meet the needs of the department. Participants spend one day a week in high schools observing best practice mathematics. On the completion of this course the participants will be awarded a graduate

⁵⁷ ibid., p.34.

⁵⁸ Submission 16, Catholic Education Commission and the Catholic Education Office, p.9.

⁵⁹ Submission 14, ACT Secondary Principals Council, p.3.

certificate in high school mathematics and will teach high school mathematics, mainly to year 7 and 8 students⁶⁰.

Counselling Skills Program: Eight permanent teachers are currently sponsored by the Department to participate in the twelve month Graduate Certificate in Community Counselling at UC. On completing the course participants will have acquired counselling skills and may choose to convert their certificate into a diploma through further study.⁶¹

5.46. The Committee commends these initiatives and is pleased that the Department of Education and Training and the University of Canberra, are working on a joint strategy to address the shortage of science specialist teachers in government high schools. The Department has also assisted ACU - Signadou to develop and implement a one year graduate diploma in Secondary Education to meet local needs.

5.47. However the Committee is concerned about the time lag inherent for universities adjusting to changes in demand for teaching specialisations, and developing new courses to meet these demands. Teacher training degrees take four years to complete, and this therefore creates a time lag for universities to have courses available quickly when demands present themselves. Consequently, decisions by universities on the number and specialisation of teacher education places offered at each student intake can significantly impact on the supply of newly qualified teachers.

Recommendation 5

5.48. The Committee recommends that the Government work with the University of Canberra and the Australian Catholic University Signadou, to develop courses targeted at retraining teaching staff currently employed in the system in areas of Languages other than English, Information and Communication Technology, Science and Special Education.

Recommendation 6

5.49. The Committee recommends that the Government consider offering scholarships to undergraduate students in areas of specialised subject shortage.

⁶⁰ Submission 15, Department of Education, Youth and Family Services, p.33.

⁶¹ ibid., p.33.

Recommendation 7

5.50. The Committee recommends that the Department of Education and Training and the Catholic Education Office investigate undergraduate science and maths teaching students being engaged to assist school students and teachers in secondary schools.

Professional Development

5.51. The Committee notes the importance of providing a range of professional development opportunities for teachers in order to keep them in the profession.

Evidence on the career decision of potential teachers, current teachers, and former teachers show they do respond to incentives. Salaries and career advancement strongly influence who goes into teaching, who stays in teaching, and who returns to teaching after a career interruption. ⁶²

5.52. The Department, as well as the CIT, provided evidence that they have a strong commitment to ongoing professional development for teachers. The programs and resources available are claimed to be an attractive feature for retaining and attracting new staff. There are also professional development initiatives for those in leadership roles, including mentoring and succession planning, to enable more experienced teachers to pass on their skills and knowledge to younger teachers.⁶³

5.53. *Professional Pathways* is designed to enhance teacher performance and student learning. The process is an outcome of the *Teachers' Certified Agreement* 2003-2004, and reflects a commitment to continuous growth and improvement.

5.54. The Centre for Teaching and Learning Technologies located at the Stirling Campus of Canberra College provides professional advice, support, brokerage and formal training to meet the needs of the Department in assisting schools and office managers to fulfil their responsibilities in professional learning, in accordance with the Departmental policy *Training and Development – For Staff Who Work in Schools*⁶⁴.

⁶² Teacher Demand and Supply: Improving Teaching Quality and Addressing Teacher Shortages, Organisation for Economic Co-Operation and Development, December 2002, p. 8.

⁶³ Submission 15, Department of Education, Youth and Family Services, p.7.

⁶⁴ Orientation Handbook for New Teachers 2004, Department of Education, Youth and Family Services, ACT, p.14.

5.55. The Committee commends the Department on the revitalisation of this centre and encourages the department to advertise the current teaching resources that are available more widely to ensure that teachers across all education sectors are aware of the resources and professional development opportunities offered by the facility.

Recommendation 8

5.56. The Committee recommends that the Department of Education and Training extend and market the accessibility of teacher resources and professional development services available at the Teaching and Learning Technology Centre to all education sectors.

Separation and Retirement Rates

5.57. The Department of Education, Youth and Family Services submission provided the following data on teacher separations for 2003:

- a steady separation of Teacher Level 1s (classroom teacher) in the 20 -49 years age, commencing with beginning teachers at 5% at the 20-24 years range and then remaining constant at a rate of between 8% to 9%.
- separations for other teacher classifications are minimal until the age range 45-65 years (0 to 4%) with the exception of Teacher Level 2s (executive teacher with classroom responsibilities) that commence separation in the 35-39 year age range at a rate of 10%.
- Teacher Level 2 separations occur at a slightly lower rate than Teacher Level 1s in the 40 44 age range.
- Teacher Level 3 (Deputy Principal) separations peak in the 50-54 year range (50%) and continue at 25% to 64 years.
- Teacher Level 4 (Principal) separations commence at the 50-54 year range, however at a lower rate (29%) and peak later at 55-59 (50%).

⁶⁵ibid., p. 31.

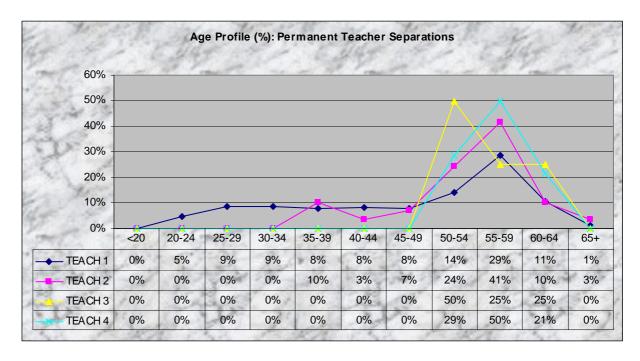


Figure 5: Separations by Teacher Age and Level

5.58. The Department's submission in referring to the large percentage of the ageing workforce, drew on the research outcomes of Professor Kwong Lee Dow on revitalising the teaching profession. This research is particularly relevant as the Department endeavours to retain staff initially attracted to the profession. Professor Lee Dow's research states:

... teacher retention in a highly competitive labour market is a serious challenge with many dimensions... sustained improvements to the working conditions of teachers, effective induction programs and mentoring support for beginning teachers, curriculum and pedagogy which engages students, articulated professional standards, flexible workplaces and enhanced career pathways, ongoing opportunities for professional learning, strong school based leadership and team practices⁶⁶.

5.59. The Committee found that there is limited information available on the reasons for staff separations, however the most frequent reason for staff separation over the 2001-2003 period appears to be resignation, ranging between 120 (2001) to 152 (2002) separations per annum. Retirement is the

⁶⁶ Australia's Teachers: Australia's Future – Advancing Innovation, Science, Technology and Mathematics, Department of Education, Science and Training, Australia, 2003, p.5.

next most common reason and accounts for approximately 50 separations per annum⁶⁷.

5.60. Over the next few years, retirement will have an impact on the staffing of schools in the ACT and will influence the rate of teacher recruitment. According to the retirement intentions survey 2002, 18% of teachers (aged 45 or more) intend to retire within the next 2 years and a further 35% between 2-5 years.⁶⁸ Superannuation provisions for Commonwealth Superannuation Scheme (CSS) contributors have led to many resignations just prior to age 55.

5.61. What is of particular concern to the Committee is the significant number of principals who are aged 45 years or over (75%) and many of these (63%) are CSS contributors in the 50 - 54 year age range⁶⁹.

Recommendation 9

5.62. The Committee recommends that the Department of Education and Training investigate superannuation arrangements that will enable teachers and principals who wish to remain longer in the profession or to work part time to do so without financial detriment.

5.63. There appears to be some evidence that beginning teachers are resigning due to insufficient mentoring and the difficulties they experienced with respect to student management, although this evidence was inconclusive.

5.64. The Committee considers there is a clear need for regular and longterm research into the experiences of beginning teachers: practical research that explores and gives expression to the 'local detail and everyday life of teachers'.

5.65. Such research would assist education authorities and universities in ascertaining the reasons why the attrition rates of early career teachers are as high as 20%, and in some areas up to 50%, choosing to end their careers – to leave the profession for good – in their first three to five years of service.⁷⁰

⁶⁷ ibid., p.32.

⁶⁸ *Retirement Intentions Survey for the ACT Public Service July* 2002, Commissioner for Public Administration, ACT Chief Minister's Department, p.4.

⁶⁹ Submission 15, Department of Education, Youth and Family Services, p. 32.

⁷⁰ ' "Such are the Ambitions of Youth": exploring issues of retention and attrition of early career teachers in New South Wales', Asia –Pacific Journal of Teacher Education, Vol.31, No.2, July 2003, p.140.

Recommendation 10

5.66. The Committee recommends that the Department of Education and Training and the Catholic Education Office, in consultation with schools, compile comprehensive data relating to teachers, teacher workforce trends and reasons for separation from the profession on a regular basis.

5.67. The Department told the Committee that it believes it is in a strong position in relation to these strategies. Measures they have put in place to ensure teacher retention include:

- a commitment to gaining the highest quality recruits;
- the provision of supportive professional learning opportunities;
- beneficial working conditions including attractive leave and salary opportunities;
- the recognition of teacher achievements through awards;
- scholarships;
- progression through salary increments for new recruits in recognition of prior experience; and
- the provision of and increased access to many promotional and leadership opportunities.⁷¹

5.68. The Committee notes the considerable time and effort the Department of Education and Training has made in recruitment, professional development and supporting policies and programs that has and will continue to enable it to respond effectively to these issues. Challenges will continue to face the teaching profession and enhancements will be required on a regular basis.

⁷¹ Submission 15, Department of Education, Youth and Family Services, p.34

6. Other Related Matters

Special Education

6.1. Although the subject of special education was not stipulated in the terms of reference for this inquiry the Committee received five submissions which expressed specific concerns about this issue. The concerns related to the length of training incorporated into preservice teacher training courses, and the lack of professional development and support provided to teachers in the classroom who have students with disabilities such as Autism Spectrum Disorder (ASD).

6.2. Ms Gaye Von Ess, an Autism Consultant and Special Educator, stated:

Very few teachers in the ACT have specialised qualifications in the education of children who have autism spectrum disorders. Although autism is now covered in many pre-service teaching qualifications, (only a couple of lectures are devoted to this most challenging of disabilities), with the ACT's ageing teacher median age many teachers completed their training before special needs education was included as a basic component⁷².

6.3. The Committee is of the view that more needs to be done in the area of support and training for teachers of students with disabilities as more students with disabilities are integrated into mainstream schools.

6.4. The Committee concurs with a suggestion provided by Mr Matthew Davis:

...make specialist training available to teachers showing interest in ASD or any area of special education and/or hold training sessions/seminars at all schools with a requirement for all staff to attend. This will help with general understanding of disorders and also integration⁷³.

⁷² Submission 3, Ms Gay von Ess, p.2.

⁷³ Submission 8, Mr Matthew Davis, p.2.

Recommendation 11

6.5. The Committee recommends that the Government work with the University of Canberra and Australian Catholic University Signadou to make the impact of different kinds of disabilities a key focus in the educational theory and practice components of teaching courses.

Recommendation 12

6.6. The Committee recommends that the Government provide teachers and support staff who currently teach students with disabilities appropriate training in the specialist skills needed to work with such students through the development of a professional development module.

6.7. The Committee recommends that the Government invest further in the recruitment of qualified teacher aids for deployment, as needed, into those schools with special needs students.

Recruitment of Male Teachers

6.8. While the issue of schools being unable to obtain qualified staff is a growing concern, the matter of how many male teachers young students will interact with during their schooling is also of growing public concern.

6.9. In response to the proposed changes by the Federal Government to Sex Discrimination Laws to attract male teachers, the Australian Education Union stated:

Better pay, improved conditions, reduced class sizes and parity between the states are the only answers to increasing the numbers of men in education and addressing the overall looming teacher shortage across the country....

Research quite clearly shows the reasons given for not choosing teaching relate to status, salaries and working conditions and, for men, child protection issues. The high numbers of new teachers who leave the profession within the first five years of beginning teaching, confirm these reasons⁷⁴.

⁷⁴ Australian Education Union, Media Release, 'Pay and Conditions the real issues to attract and retain teachers', 10 March 2004

6.10. The Association of Independent Schools in its evidence at the public hearing stated:

The Independent Sector would not say that you need to be a man to be a good teacher; that is nonsense. The important thing is good teaching; it is not the sex of the person. However, there are issues to do with role models and the interaction between males and females, which are important, and we see it as desirable to have a more even mix of the sexes in the primary sector particularly.⁷⁵

Raising the Profile of the Teachers

6.11. From the evidence presented in the Senate Committee Report *A Class Act*, teachers see their status as low, in comparison with that of other professionals with equivalent qualifications and, that their status has declined over the past twenty years. They attribute this decline to factors such as, but not limited to low salary, inadequate career structure, increased work load/crowded curriculum, student behaviour and welfare problems and lack of support and understanding by the community

.... there is a contradiction in teachers' perceptions of their status. On the one hand, they believe their work is important and they value teaching excellence in colleagues and strive for it themselves. On the other hand, they believe that their skills are neither understood nor valued in the community, which accords them low status.⁷⁶

6.12. Unsurprisingly, the Committee also heard evidence supporting the findings of the Senate Committee.⁷⁷

Recommendation 13

6.13. The Committee recommends that the Government raise the profile of the teaching profession in the ACT through a positive media campaign in conjunction with key stakeholders.

Mentor Program

6.14. The Committee strongly recommends that the Department extend the current two-year mentor system to five years in light of the separation rates of

⁷⁵ Transcript of Evidence, 20 April 2004, p.24.

⁷⁶ *A Class Act,* Senate Employment, Education and Training References Committee, Australia, March 1998, p.71.

⁷⁷ See Transcript of Evidence, 11 May 2004, Dr Christine Trimingham-Jack

new teachers. The Committee considers that supporting new teachers as they join the profession is essential for enhancing the quality and strength of teaching practice and for renewal and capacity building within the teaching profession. By providing an extended induction program the profession can ensure new teachers consolidate their professional learning and develop sound professional practice.

6.15. An extended program may also provide more support to teachers to expand their professional skills in the management of student behaviour.

Recommendation 14

6.16. The Committee recommends that the Department of Education and Training review the current induction and mentoring program for teachers, with a view to extending the program from two to five years.

Teacher Registration Board

6.17. Registration is the legal mechanism by which state authorities give permission to applicants to practice their profession within their jurisdiction.

6.18. From 2005, teacher registration will be a requirement in all states and territories except New South Wales and the ACT (See Appendix 8)

6.19. The Committee is of the opinion that it is essential that more be done in providing public assurance that all persons engaged in teaching students in ACT schools possess appropriate professional and personal attributes.

6.20. The Committee supports the notion put forward in the CEO submission for a coordinated approach to be adopted by ACT education authorities for screening prospective teachers and school support staff for employment and student protection purposes⁷⁸.

6.21. The Committee also notes that in the draft Enterprise Bargaining Agreement 2004-2007 parties agree to explore a range of issues associated with teacher registration and the feasibility of establishing a system of teacher registration in the ACT over the life of the proposed agreement.

⁷⁸ Submission 16, Catholic Education Commission and Catholic Education Office, p.8.

Recommendation 15

6.22. The Committee recommends that the Government establish a teacher registration board as a matter of priority and make registration a compulsory requirement for all teachers in the ACT as soon as practicable.

Teaching Institutes

6.23. The Committee endorses the establishment of the National Institute of Quality Teaching (NIQT) in June 2004. The Institute's aims are to raise the status, quality and professionalism of teachers and school leaders throughout Australia, with an emphasis on professional standards development, professional learning for school leaders and classroom teachers, research and communication, and the promotion of the profession.

6.24. However, based on evidence presented at its public hearings, the Committee believes that the Institute may have to address concerns of key stakeholders relating to the Institute's accessibility, location at the Australian National University and relevance⁷⁹.

6.25. The Committee concurs with the Catholic Education's Office recommendation that ACT education authorities monitor the implementation and impact of the New South Wales Teachers Institute to ascertain its potential relevance for the ongoing enhancement and development of the teaching profession in the ACT.

Recommendation 16

6.26. The Committee recommends that the Department of Education and Training monitor the work of the New South Wales Teachers Institute with regards to professional support and ongoing professional development of the teaching profession.

Karin MacDonald MLA Chair 25 August 2004

⁷⁹ Transcript of Evidence, 25 June 2004, p.143.

Appendix 1 – List of Submissions

- 1. Ms Kerry Davies
- 2. Mr Hudson Perera
- 3. Western Australian Government
- 4. Ms Kay von Ess
- 5. Mr Stephen Thomas
- 6. Queensland Government
- 7. Ms Margaret Froggatt
- 8. Mr Matthew Davis
- 9. Mr Ken Doyle
- 10. ACT Council for Adult Literacy
- 11. Ms Deborah McWhorter
- 12. Name withheld
- 13. ACT Secondary Principals' Council
- 14. Canberra Institute of Technology
- 15. Department of Education, Youth and Family Services
- 16. The Catholic Education Commission & the Catholic Education Office
- 17. Australian Education Union
- 18. The University of Canberra
- 19. Northern Territory Government
- 20. Victorian Government
- 21. South Australian Government

Appendix 2 – List of Witnesses

Public Hearings

20 April 2004As an individualMs Gaye von EssAutism Consultant and Special EducatorUniversity of CanberraDr Christine Trimingham-JackActing Head, School of Education and
Community StudiesCatholic Education OfficeDr Carolyn BroadbentSenior Lecturer, Australian Catholic
University (Signadou)Mr Mark HoganAssistant Director and Head of Human
Resources

Association of Independent Schools in the ACT Mr Alan Hird Executive Director

27 April 2004

Department of Education, Youth and Family Services		
Mr Tim Keady	Chief Executive	
Ms Anne Thomas	Executive Director, Resource Managemen	
Mr Michael Bateman	teman Director, Human Resources	
Mr Stephen Gniel	Assistant Manager, Teacher Recruitment	
Mr Ian Hotchkiss Manager, Workforce Management		
Ms Anne Thomas Mr Michael Bateman Mr Stephen Gniel	Executive Director, Resource Management Director, Human Resources Assistant Manager, Teacher Recruitment	

Australian Education Union ACT Branch			
Mr Clive Haggar Secretary			
Ms Robin Ballantine	Assistant to the Secretary (Professional),		

Canberra Institute of Technology	
Mr Peter Kowald	Acting General Manager, Corporate
	Services
Ms Laura Marks	Senior Manager, Human Resources

7 May 2004

ACT Council of Parents a	and Citizens Associations
Ms Joan Kellett	Member of Executive

11 May 2004	
Catholic Education Office	
Dr Carolyn Broadbent	Senior Lecturer, Australian Catholic
	University (Signadou)
Mr Mark Hogan	Assistant Director & Head of Human
	Resources
University of Canberra	
Dr Christine Trimingham-Jack	Acting Head, School of Education and

Community Studies

ACT Secondary Principals' CouncilMr John SeeMember of Executive,Ms Anne DashVice-PresidentMr Michael BradleyPresident

8 June 2004

<u>As the Minister for Education and Training</u> Ms Katy Gallagher MLA

Department of Education and Training		
Ms Anne Thomas Executive Director, Resource Manag		
Mr Michael Bateman	Director, Human Resources	

Australian Education Union
Mr Clive Haggar
Ms Robin Ballantine

Secretary Assistant to the Secretary (Professional),

<u>Canberra Institute of Technology</u> Mr Aidan O'Leary Mr Vaughan Croucher Ms Laura Marks

Acting Chief Executive Dean, Learning Services Division Senior Manager, Human Resources

25 June 2004

Chief Ministers Department	
Ms Pam Davoren	Executive Director, Industrial Relations and
	Public Sector Management Group

Department of Education and Training

Mr Michael Bateman	Director, Human Resources
Ms Christine Lucas	Manager, Organisation and People
	Development
Mr Michael Bradley	Acting Manager, Organisation and People
	Development

Site Visits

- 16 June 2004 Gold Creek Middle School, Nicholls
- 6 July 2004 Department of Education and Training, Teaching & Learning Technologies Resource Centre, Stirling
- 20 July 2004 Sts Peter & Paul Primary School, Garran
- 27 July 2004 Department of Education and Training, Recruitment Centre, Higgins

Appendix 3 – Current Teaching Programs at the University of Canberra

Early Childhood

Bachelor of Education: Early Childhood Teaching with CIT (4 years) Bachelor of Education: (Graduate Entry) 2 years Bachelor of Education: Conversion (1 year)

Primary

Bachelor of Education: Primary Teaching (4 years) Bachelor of Education: Primary Teaching (Graduate Entry) (2 years) Bachelor of Education: Primary Conversion (1 year)

Secondary

Graduate Diploma of Education (1 year) Bachelor of Education: Secondary Teaching (4 years) specialising in Health and Physical Education, Music, Design and Technology Bachelor of Science/Bachelor of Education specialising in Mathematics or Science (4 years) Bachelor of Arts/Bachelor of Education (4 years) Bachelor of Education: Secondary Teaching (Graduate Entry) (2 years) Bachelor of Education: Secondary Conversion (1 year)

Appendix 4 – Current Teaching Programs at Australian Catholic University National – Signadou Campus

Primary Teaching

Bachelor of Education Primary (4 years full time) Bachelor of Education Primary (Graduate Entry) (2 years full time)

Secondary Teaching Graduate Diploma in Education (Secondary) (1 year full time) available 2005

Primary and/or Secondary Education

Bachelor of Education (Primary, Secondary 2-4 year upgrade) Graduate Certificate in Professional Development Graduate Certificate in Religious Education Graduate Diploma in Religious Education

Adult and Community Education Courses

Graduate Certificate in Professional Development

Graduate & Postgraduate Courses

Graduate Certificate in Professional Development (also available on-line) Postgraduate Certificate in Educational Leadership Graduate Masters Degrees

Masters Level

Master of Education (Coursework) Postgraduate Certificate in Educational Studies Master of Educational Leadership Postgraduate Certificate in Educational Leadership Masters of Religious Education Master of Philosophy

Doctoral Level

Doctor of Education and Doctor of Philosophy

ACUweb On Line

Graduate Certificate in Professional Development Graduate Certificate in TESOL Master of Education (Coursework) Master of Educational Leadership Postgraduate Certificate in Education Studies Postgraduate Certificate in Information and Communication Technology

Appendix 5 - Overview of State and Territory Registration Requirements & Recruitment Initiatives

Source: State and Territory Recruitment and Information Packages, which are available from relevant education authorities

State/Territory	Registration Requirement	Current Recruitment Slogan	Recruitment Initiatives
New South Wales	No teacher registration requirement, eligibility determined by employing authority	Teach and make a difference	Accelerated Teacher Training for Skilled Workers (sponsored 18-month teacher training program leading to an undergraduate or postgraduate qualification) Competitive salary and superannuation schemes Flexible working conditions to balance work and family Incentives for rural teachers i.e. locality allowances, vacation travel expenses, extra week's summer vacation for schools located in the western areas of the State Career support i.e. teacher exchanges, leadership and management courses,
			retraining and professional development
Victoria	Teacher registration requirement	Help Shape the Future	Principals responsible for employment of teaching staff
			Teaching Scholarship Scheme in

State/Territory	Registration Requirement	Current Recruitment Slogan	Recruitment Initiatives
			specialist areas i.e. science Teacher exchange programs (national and international) Flexible working options (part-time, job- sharing)
Western Australia	Teacher registration requirement as from 2005	Teaching. Shaping Young Lives	Remote Teacher Incentives i.e. normal salary entitlement of existing allowances as well as a remote allowance between \$8,500 and \$11,500 per annum (rate depends on school isolation), additional 10 weeks paid leave for those who remain in the location for three years, 22 weeks leave for four years. Housing is provided free for the duration of the appointment Final Year Teaching scholarships to people completing the final year of a teaching degree in 2005 particularly in learning and geographical areas of need. Two categories of scholarships are offered: Mathematics and Physical Sciences 2005 - Scholarships worth up to \$30,000 each will be offered to people who are completing their final year of a teaching degree in 2005 and who will be qualified to teach mathematics or physical sciences. Recipients will receive a contract of up to

State/Territory	Registration Requirement	Current Recruitment Slogan	Recruitment Initiatives
			three years to work with the Department in a rural school.
			Learning Areas of Need 2004 - Scholarships worth up to \$20,000 each will be offered to people who are completing their final year of a teaching degree in 2004 and who will be qualified to teach home economics, design and technology or Indonesian. Recipients will receive a contract of up to two years to work in a government school in a rural area.
South Australia	Teacher registration requirement	Currently in development	Country teaching scholarships – scholarships of \$2,500 per annum up to a maximum of \$10,000 available for country students to undertake a teacher education program in South Australia and to return to the country areas to teach.
Tasmania	Teacher registration requirement	No current marketing slogan, at present there is currently no teacher recruitment drive as the supply and demand of teachers in the State is balanced	Isolated Locations Incentives i.e. district and excess travel allowance
Northern Territory	Teacher registration requirement from 2005	Teaching in the Territory (currently developing a new campaign)	Offers competitive and attractive salary packages
			Allowances for new recruits – expenses

State/Territory	Registration Requirement	Current Recruitment Slogan	Recruitment Initiatives
			for travel, transit accommodation, removals and storage are paid for by the Department
			Working closely with the Northern Territory University, Sydney University and the University of Canberra to recruit graduate teachers directly
			Student Teacher Bursary Scheme – students receive \$12,000 a year for each year of their studies who are willing to teach in remote areas or the speciality areas of Special Education, English as a Second Language, ICT, Maths and Science.
			Increased funding to teacher professional development
			Remote Internship Program through Sydney University
			Rapid Incremental Progression of Salary for recognition of prior experience and professional development
Australian Capital Territory	No teacher registration requirement, eligibility determined by employing authority	Teaching in Canberra A Lifestyle Choice	Flexible working conditions to balance work and family
			Retraining and professional development opportunities i.e. exchanges and

State/Territory	Registration Requirement	Current Recruitment Slogan	Recruitment Initiatives
			scholarships, professional pathways
			Recognition of Prior Experience – prior experience recognised by salary increment advancement
			Employment conditions i.e. employer superannuation contribution rate of 13- 16%, 14 weeks maternity leave

Appendix 6 – Acronyms

ACUAustralian Catholic UniversityAEUAustralian Education UnionANUAustralian National UniversityASPAAustralian Secondary Principals' AssociationCECCatholic Education CommissionCEOCatholic Education OfficeCITCanberra Institute of Technology
ANUAustralian National UniversityASPAAustralian Secondary Principals' AssociationCECCatholic Education CommissionCEOCatholic Education Office
ASPAAustralian Secondary Principals' AssociationCECCatholic Education CommissionCEOCatholic Education Office
CEC Catholic Education Commission CEO Catholic Education Office
CEO Catholic Education Office
CIT Conhorre Institute of Technology
CIT Canberra Institute of Technology
DET Department of Education and Training (ACT)
DEST Department of Education, Science and Training
(Commonwealth)
DEYFS Department of Education, Youth and Family Services (ACT)
F/T Full time
FTE Full time equivalent
HR Human Resources
ICT Information and Communication Technology
LOTE Languages other then English
MCEETYA Ministerial Council on Education, Employment, Training and
Youth Affairs
NSSC National Schools Statistics Collection
NIQTSL National Institute for Quality Teaching and School Leadership
P/T Part time
PD Professional Development
UC University of Canberra
VET Vocational Education and Training
Voc Ed Vocational Education