

TEACHERS FOR THE FUTURE

THE CHANGING NATURE OF SOCIETY AND RELATED ISSUES FOR THE TEACHING WORKFORCE

A Report to the Teacher Quality and Educational Leadership Taskforce of the
Ministerial Council for Education, Employment Training and Youth Affairs

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Data Sources. Evidence from the Field

- 1. Initial Literature Review – Diane Mayer**
- 2. Report on the Questionnaire Survey of Teachers in their First Ten Years of Teaching – Stewart Bonser, with Malcolm Skilbeck and Helen Connell**
- 3. Site Visits Report– Helen Connell, Malcolm Skilbeck**

OVERVIEW. Conclusions and Directions for Action

Purpose and Scope of the Study

During the next decade, the teaching profession in Australia will be transformed. Due mainly to age related retirements there will be a massive turnover and a huge influx of new entrants. At the same time, it can be expected that there will be more exacting requirements and expectations of teachers as new professional standards are set to meet the challenges of the knowledge society. As Mayer says, 'The challenge is to avoid generational self-renewal; to be unconstrained by old or re-worked notions of what it means to be an Australian teacher.'¹

In preparation for these changes and to help address the challenge, in March 2003 the MCEETYA Teacher Quality and Educational Leadership Taskforce (TQELT) commissioned a study of the teaching workforce, specifically teachers in their first ten years of employment, whether teaching in government, Catholic or independent schools. The aim of the study was to inform the development of advice to MCEETYA and employers about:

- strategies for attracting, retaining and regaining quality teachers;
- approaches to working with new generations of teachers.

While MCEETYA and employers of teachers are the primary audience, the findings of the study are relevant to teacher educators, professional associations and teacher unions, and to all those with a concern for the quality of teaching and learning in the nation's schools.

The study commenced with a literature review (Data Source 1). Drawing on this review, for the second phase of the study a survey instrument was developed and a questionnaire sent to a broadly representative sample of teachers within the first ten years of their teaching career in the four participating states of New South Wales, Queensland, Tasmania and Western Australia. Close to three hundred returns, approximately 64 per cent of the sample, were received and analysed (Data Source 2).

With data from the survey and the findings of the literature review, interview schedules for the third phase of the project were prepared and trialed in a small sample of schools in NSW and the ACT. Site visits were made to the four participating states with focus group meetings and interviews in primary, secondary and all-age schools, administration offices and teacher education faculties and departments (Data Source 3). In all, some 550 classroom teachers and more than 100 school principals, system officials and representatives, teacher educators and researchers have been interviewed in the course of the study or have provided written responses.

In addition, for information and views about employment practices and policies in the professions of accounting, communications and media, law and nursing, a sample of relevant authorities have been interviewed. Selected literature from these fields has been consulted.

To ground the project, a reference group was established by the Taskforce to assist in the overall design, monitor progress and advise the researchers on preparation of the final

¹ Data Source 1, p.29.

report (see below). Four progress reports have been prepared in the course of the study and submitted to the reference group for advice and guidance as work proceeded.

The conclusions, recommendations and findings arising from the study are presented in three documents:

- Overview. Conclusions and Directions for Action
- Main Report. A Career of Teaching: the Formative Years
- Data Sources. Evidence from the Field

The *Overview* serves as a summary for the findings and conclusions of the Main Report. 25 brief statements outline key points from the study for the consideration of policy makers, teacher educators, and the broader teaching profession.

The *Main Report* draws on the evidence analysed in the reports of the fieldwork, questionnaire responses and the literature survey (Data Sources). These sources show that the educational requirements of growing up in the knowledge society are setting new goals for schools and challenges for the teaching profession. The Main Report, in discussing these, develops the themes of a career in teaching and argues for changes both in employment policy and practice and the initial and continuing education of teachers.

Data Sources are of three kinds:

- 1) an initial literature review which provides a comprehensive survey of both Australian and international studies of the teaching profession and of changing trends in career aspirations and lifestyle expectations;
- 2) an analysis of responses by close to 300 practising teachers in government, Catholic and independent schools in New South Wales, Queensland, Tasmania and Western Australia to the project questionnaire; and
- 3) a report on interviews and focus group meetings by the researchers in the four participating states.

Together, these data sources provide the evidence in which the findings, conclusions and directions for action are grounded.

Some sections of the text are italicised, to draw attention to major themes, key issues, conclusions and directions for action.

Unless otherwise indicated, all references to teachers and their expressed views in the Overview, Main Report and Data Sources relate to those surveyed in this study, that is, people in their first ten years of teaching in Australian schools.

The project ***Reference Group*** comprised:

Members

Mr Paul Leitch, (Convenor) Director, Strategic Human Resources, Department of Education and the Arts, Queensland

Ms Leigh Taylor, Executive Director (Leadership and Learning), Education Department, Tasmania

Mr Alby Huts, Executive Director, Teaching and Learning, Department of Education and Training, Western Australia

Mr Graeham Kennedy, Relieving Director of Personnel Programs, Department of Education & Training, New South Wales (during 2003)

Ms Helen Barnes, Acting Director, Human Resource Policy and Planning, Department of Education & Training, New South Wales (Jan – July, 2004)

Ms Trish Kelly, General Manager, Human Resources, Department of Education & Training, New South Wales (from January 2004)

Ms Anne Thomas, Director, Human Resources, Department of Education and Community Services, Australian Capital Territory (during 2003)

Mr Michael Bateman, Manager, Workforce Management, Department of Education & Community Services, Australian Capital Territory (during 2004)

Dr Trish Mercer, Manager, Quality Schooling Branch, Schools Division, Australian Government Department of Education, Science & Training (during 2004)

Mr Arthur Townsend, Assistant Secretary, Quality Schooling Branch, Australian Government Department of Education, Science & Training (during 2003)

Dr John Roulston, Executive Director, Association of Independent Schools, Queensland (representing Independent Schools Council of Australia)

Executive Officer

Mr Chris Thomson, Teacher Quality & Educational Leadership Taskforce Secretariat, Department of Education & Training, Victoria

Conclusions and Directions for Action

Successful learning at school is the foundation of lifelong learning by individuals and the globalised, knowledge society of the future. The continued creation, dissemination and utilisation of knowledge in all spheres of human activity, together with a sound, ethical base and moral values, is the pathway to a successful life for all people. It is imperative that every student at school is well set on this pathway.

Teachers are having to come to terms with ever rising expectations and constantly changing societal requirements. Both the teaching profession itself and the employers of teachers are faced with unprecedented challenges. Along with many other knowledge intensive professions, teaching has to redefine core values, set new directions and reshape its priorities. While effective student learning remains the dominant, constant criterion of successful teaching, the nature of what is to be learnt, the best ways of learning and the needs of students and families are constantly evolving.

Teachers in Australia now in their first ten years of teaching are a diverse group in terms of personal histories, professional interests and competences, work experience and teaching responsibilities. By and large, they are a dynamic, well-qualified and able group of people. Their expertise, commitment and professional values are sources of enormous strength for the nation's future. It is of vital importance that the talents of teachers are given full expression and that the best possible professional standards are achieved and maintained by teachers in the early years of their careers and beyond. Working conditions and environments must sustain teacher competence – and confidence – and enable teachers to achieve the learning outcomes that students and the community need.

For a variety of reasons, qualitative aspects of the teaching career are emerging as key focal points in employment policy for the years ahead. Judgements of quality and decisions about how to recognise and reward quality give rise to difficult issues. These need to be addressed constructively if teaching is to become a more creative and prestigious career.

Making the experience of teaching personally fulfilling and professionally rewarding for all teachers will encourage them to perform to a high standard and to stay longer in teaching – whether teaching is for them the whole or only part of their lifetime career. The emphasis needs to shift toward quality of experience and quality of performance – in teacher education, induction, professional development, career planning and everyday life in the school.

In today's competitive, high skills labour market, interest in teaching can no longer (if it ever could or should) be assumed. The teaching profession must be cultivated, in the many senses of that word. There is for the teaching profession itself no less than for employers a responsibility to raise the image of teaching by a constant effort to improve quality and attain the highest possible standards.

Directions for action arising from this study fall into four broad areas:

A. FROM QUANTITY TO QUALITY

1. **A career of choice.** Despite shortages in particular subject fields and locations, overall there are sufficient numbers of people in Australia already qualified to teach, (but not necessarily teaching) and there are clear indications of growing interest in embarking on a teaching career. Teacher policies will need to become more targeted, making teaching a career of choice for: (1) talented people who are committed to attaining and demonstrating high quality teaching as a career goal; (2) people with qualifications and interests directly linked to hard to staff fields of study and locations; and (3) people with expertise and aptitude for teaching students with learning and behavioural difficulties. In an increasingly competitive labour market for knowledge workers, teaching must compete vigorously with other professions for high quality personnel. From other professions there are both positive and negative lessons on selection and training regimes, recruitment, career planning and conditions of service and these should be kept under active notice in teacher personnel policies and practices. Teaching is, however, distinctively a human service profession. *The elements of entry into teaching and professional conditions of service need to be closely linked to teachers' primary motivation and interests, which are centred as much on interpersonal relations, service to others, a deep sense of a worthwhile occupation and autonomy, as on salary and industrial conditions. More investment in recognition of performance by teachers and the quality of their work by human resources managers is needed, in order to enhance teacher satisfaction, achieve a better quality of service and improve retention rates.*
2. **Reducing attrition.** While career mobility has many benefits, attrition of able student teachers who demonstrate good teaching potential and of capable early career teachers merits attention. Early identification of causes of lack of professional fulfilment or actual dissatisfaction requires closer attention by teacher educators, employers and school principals to the career interests and the challenges being experienced by individual students in training and teachers in their first years. Attrition is an issue at every stage from the first year of teacher education through to the early years of teaching and well into the career. Different approaches are required for each of these stages, but all require a more individualised approach. It is not evident that strategies to reduce attrition through targeted programmes are being sufficiently pursued although this issue is prominent in discussions of teacher supply and retention. A crucial stage in entering the teaching profession occurs when students undertake school experience and this is where special care is needed to ensure realistic classroom experience that is at the same time within the capacity of the student to manage. But students should also feel free to make a sound career choice whether into or out of teaching. Attrition at a later stage in training may reflect poor tuition and guidance, whether in the school or the university setting. Unless it is for positive career reasons, or is unavoidable, attrition can be wasteful to individuals and to society. *Attrition rates could be reduced through more personal career guidance in training, more comprehensive and supportive induction and systematic career mapping and counselling within the first few years of teaching.*

3. **Attracting teachers to 'hard to staff schools'.** Incentive schemes have been introduced for 'hard to staff schools'. They have not always proved successful and some are unpopular with many of the teachers interviewed. But while teachers do value direct financial incentives, high quality teaching depends on positive motivation and commitment. Whether conferring greater staffing responsibility on systemic schools would assist in raising levels of teacher satisfaction and performance in these schools is unproven but worth exploring further. *It would be consistent with modern employment practice to seek ways to devolve staffing responsibility to schools perhaps initially through pilot schemes, and to enable school principals to use a range of more individually tailored incentives.* This would have resource implications – not necessarily overall budget increases, but a further transfer of financial responsibility and budget flexibility to individual schools. While this may not be possible at present in all systems, this, too, would be consistent with the trend over recent years in both public and private sector employment towards devolution of operational responsibility within a systemic policy steering framework.
4. **Mature age entrants with career experience in other occupations.** The proportion of mature age entrants to teaching continues to increase. They are bringing a wealth of knowledge and understanding that is of great value to students and schools. *Selection, training, recruitment, allocation of duties and professional development all need to pay close attention to the specific expertise, experience, expectations and attitudes that career change entrants bring to teaching rather than to assume that they are broadly similar across all entrants to the profession.* The experience of career change entrants needs to be better acknowledged within teaching since, as professionals, they are by no means beginners.

B THE SCHOOL AS A WORKPLACE: EXPECTATIONS AND CONDITIONS

5. **Leadership responsibilities in schools.** Teachers in their initial years in the profession express very positive attitudes toward responsible, caring positional leadership. They value professional support and advice from more senior colleagues and especially principals and members of school executives. Those with positional leadership roles have a key responsibility for beginning teachers in their transition from neophyte to fully fledged professional. They need to exercise responsibility, as senior professionals, for collegial style teacher career planning and development, which goes well beyond induction and the formal requirements of the probationary phase. *Those in positional authority in schools should be enabled and encouraged to play a greater role in formation and development of teachers both in training and in the early years of their careers.*
6. **The demands of a knowledge-based society and economy.** Major innovations occurring in curriculum, assessment, pedagogy, school organisation, management and leadership are reflecting changing social contexts and economic trends. The resulting challenges to teachers are manifold. *They need to be presented less as external demands or formal requirements and more as opportunities for creativity, initiative and the exercise of professional leadership and responsibility.* Teachers are knowledge workers: while their daily work is strongly – and necessarily – focused on the classroom, laboratory, studio, sports arena and so on, they should be actively and directly involved in policy fora and other settings where broader

decisions are made. *Teachers need to have socially and economically relevant foundations of professional knowledge, and be encouraged to articulate and communicate that knowledge in diverse educational settings.*

7. **Meeting the social and emotional as well as the intellectual and vocational needs of children.** The strong emphasis in schooling on children's intellectual capabilities and their future employability is crucial for both personal development and to meet the wider needs of society. Equally, the social and emotional needs of children must be a prime focus of schooling. Often in some jeopardy due to changing patterns of family and community life, to wider trends in contemporary society and to critical global issues, these needs can only be adequately addressed at school when well educated, sensitive teachers display depth of understanding and skills in human relations. *Through their initial preparation as teachers and their continuing professional development, and in their daily work, teachers need to give no less attention to the social and emotional dimensions of education than to the intellectual and vocational.*
8. **The image of education, the status of teaching.** Teachers are frequently ambivalent about their chosen career, due to what many perceive to be a poor public image and low social status. While teachers recognise that educational attainment is valued and qualifications are recognised, many claim that education as a cultural force in Australian society is seriously undervalued. *Teaching and the value of education- both school and lifelong - need to be talked up – by teachers and trainee teachers to their students, by political and community leaders, by academic and business leaders, by unions, voluntary organisations, community groups and intellectuals. The teaching profession must itself take more responsibility both locally and in the wider society to communicate a positive and convincing professional image. Educational scholars, researchers and policy makers need to draw out and publicise the absolute dependence of the knowledge society and economy and of an innovative culture on high quality schooling and therefore teaching.*
9. **Para professionals.** In a three way trade-off including reduction of class size, salary augmentation and deployment of para professionals, teachers commonly express preference for smaller classes and/ or para professionals. Since teaching is a very large public service profession, substantial relative increases in salaries are unlikely to occur – except for categories within the profession, e.g. school principals. Also it is unlikely that class sizes will undergo further significant falls in the foreseeable future. Greater deployment of para professionals would have many benefits. These include alleviating many of the non-teaching demands on teachers and enabling them to concentrate more on what they most value – direct teaching. *Para professionals can bring distinctive skills and expertise working alongside teachers in a variety of roles. Teachers themselves need to deploy more innovatory practices in class grouping, team teaching and other aspects of progressive pedagogy, drawing in different kinds of expertise in the community.* Para professionals could also be a valuable source of future recruitment, as part of a career change strategy for entry into teaching.
10. **Flexible use of time.** There is a clear interest by teachers in having a degree of flexibility in their use of time, particularly in the early years of teaching, to

accommodate a more favourable work/ life balance. This currently exists within the teaching year as a whole – with considerable, although fixed, periods of pupil free time during school holidays and following the completion of scheduled classes. Further flexibility within the regular teaching day is possible at some schools, but is largely dependent either on how individual schools are structured and organised, or on individual arrangements entered among teachers themselves. However, schooling is on the whole still characterised by rigidity of timetabling, class grouping and role definitions. *Schools should be encouraged to become more creative and innovatory in the way the school day/ week/ year is organised and in the definition of roles and responsibilities for the range of professionals working in them. Learning and teaching should shape structure and roles, not vice-versa.*

11. **The school as a workplace for adults.** Working environments for teachers in schools are quite variable, and priority within schools is given to group teaching spaces and student working environments over working spaces for teachers. Provision of a high quality working environment for teachers as professionals and as adults is increasingly being recognised as important for job satisfaction. *Within the physical constraints of school settings, priority in renovations and in new buildings should be given to ensuring that every teacher has access to a workstation separated from teaching spaces, to relevant groupings of colleagues for professional support, to spaces where it is possible to meet privately with parents, and to facilities as required for teacher education and professional learning.*

C INITIAL TEACHER EDUCATION AND EARLY YEARS IN THE PROFESSION

12. **Selection of teacher education students.** Selection for direct entry to teaching (as distinct from career change entry) is mostly based on year 12 examination scores or first degree results in the case of end-on courses. Interviews and other selection procedures are made relatively little use of. Although labour intensive and subject to bias unless carefully controlled, interviews have a definite value in identifying teaching potential and matching courses to students. *Combined with exam results and other forms of evidence (e.g. portfolios, written statements/ applications from prospective students, referee reports) interviews should be more widely used in developing more rigorous and occupation-relevant procedures of selection. Selection for teacher education should be more definitely focused on aptitude for a teaching career, balancing academic attainment with ability to communicate, to work effectively with others, and to exercise social responsibility.*
13. **Diverse study pathways.** *The present diversity of pathways into teaching is highly valued by teachers, principals and education employers and should be maintained.* For those who have an early vocation for teaching, the concurrent course, possibly as part of a dual degree structure, offers the most substantial possibility for a thorough grounding in both theory and practice. In light of changes in the labour market, and recognition of the growing move toward career change entry into teaching, demand for end-on courses is likely to remain buoyant. However, regardless of pathway, teachers and student teachers are commonly critical of aspects of the content. (16 and 17 below)

14. **Partnerships in training.** *For all pathways, it is particularly important that the strongest possible operational partnerships with schools and with employers be developed by university providers with solid inputs from employers, and that by these means a continuum of support exists for new teachers, with well structured induction and mentoring in their early years. While partnerships commonly exist in principle, their practical operation varies widely. Both employers and universities have a responsibility to ensure they are effectively implemented. Partnerships should not only involve the teaching profession, employers, and universities, but also representatives of other cognate professions, industry and civil society.*
15. **Review and accreditation.** *Changes in teacher registration and moves to establish frameworks for professional standards provide opportunities to strengthen accreditation of teacher education courses. Judgements about initial teacher education arrangements from within the profession need to be taken more seriously as part of the course review and accreditation process and there should be more active collaboration among the various stakeholders in the design, implementation and review of teacher education programmes.*
16. **The school experience component of initial teacher education.** *Teachers, principals and school executives, administrators and policy makers have underlined the value of practical teaching competence as the key component of initial teacher education. They wish to see further strengthening of teaching practice and other forms of school experience. In many schools there are already highly experienced teachers involved in supervision of trainees and many have teaching roles in university faculties and departments of education. Selected schools and consortia of schools would make excellent centres for more school-based or school-focused programmes of initial teacher education. In continuing partnerships with universities there should be further shifts in the balance of responsibilities for initial teacher education, towards schools.*
17. **The theory component of initial teacher education.** *There is widespread criticism of educational theory courses, notably by students in training, beginning teachers and school principals. Teachers in their initial years in the profession express frustration over coursework for which they generally perceive little value intellectually or practically. Most find considerable difficulty in explaining the relevance of educational research and theory to their teaching. Some teacher educators within the universities have concurred with this critique. There are several key interfaces that theory courses address, in ways that beginning teachers do comprehend and value. They include typical features of successful teaching for individual and group learning in schools; the relationship of system- and school-wide values and goals to the specificities of school and classroom; home, family and community contexts; contemporary educational issues bearing on their own experience; and the ecology of the school. There appears to be a greater need for students and beginning teachers to understand just how knowledge of those interfaces can strengthen their teaching practice. There should be a national review or action research study focused on how the academic components of initial teacher education can more effectively interrelate with the professional requirements of teaching. This could include studies of alternative ways of conceptualising and teaching educational theory in the context of initial teacher education, and with reference to the intellectual foundations of practice in cognate professions where related issues have been raised.*

18. **Professional induction and mentoring – the initial experience as a qualified teacher.** Induction into the profession is quite variable, ranging from comprehensive, highly valued programmes to rather cursory episodes which lack depth and coherence. *More systematic, structured and career focused ways of supporting teachers' entry into the profession should be available to all beginning teachers regardless of location. These should include closer working partnerships across schools and better integration of internships within initial teacher education and probationary requirements and with continuing professional development. For teachers in regional and remote areas, greater use should be made of distance education for this purpose. Mentoring is a crucial element in the early years of teaching and if successfully introduced during the induction phase, provides a solid foundation for continuing professional development and career satisfaction. Although some funded schemes are labour intensive and perhaps too costly for universal adoption, every school where there are beginning teachers should either itself provide a sound mentoring environment or participate in cross-school programmes.*

D THE TEACHING CAREER: CONTINUING LEARNING, MAINTAINING QUALITY, SHAPING THE FUTURE

19. **Toward a more structured career of teaching.** While teaching as a function is multifaceted, a composite of many different and varied activities and roles, teaching as a career is relatively flat. Notwithstanding jurisdictional and systemic differences, conditions of service are relatively homogenous. There are few signs either in the formal structure of the career or in progression through salary steps that the actual diversity of occupational roles or quality of performance are formally recognised. Teaching is insufficiently structured as a career in the knowledge society. Attention is needed to ways in which a greater degree of role specialisation can be achieved for classroom teachers, for example in various kinds of educational as distinct from administrative or managerial leadership functions within the school. *Systematic moves are needed towards the development of a professionally (not incrementally) structured concept of a career in teaching, linked with articulated, progressive professional standards and opening up a variety of practitioner avenues.* These should include specialisations in aspects of learning and pedagogy, teacher education, community liaison etc, all grounded in the practice of teaching and with a clearly framed qualitative progression.
20. **Recognising performance.** Teachers are actively interested in ways in which the many facets of quality teaching performance can be more formally acknowledged and recognised. At the same time, many are uncertain about how 'performance' can be adequately defined and evaluated and about appropriate and fair ways of rewarding outstanding quality in teaching. *Procedures for recognising and rewarding high quality performance, including recognition of team work, quality reviews of learning processes and outcomes, and both salary and non-salary reward schemes should be systematically investigated and raised for discussion within the profession. Procedures in use in or under consideration for other professions should be considered.*

21. **Career mapping.** In developing procedures for improved career guidance and career mapping, distinctions must be made in recognition of varied career paths and interests. Specifically, some teachers are seeing teaching as a lifetime career, others as within a lifetime career, and many teachers are choosing or perforce accepting temporary, contract employment. In order to achieve and sustain high quality teaching and to provide satisfactory career structures, different procedures are required, but all should respect the needs and interests of individual teachers as well qualified professionals with a contribution to make – whether part or full time, temporary or permanent. *Career mapping and systematic career advice should feature in initial teacher education and be part of employment procedures from the outset. For all teachers regardless of career intent, initial induction, career counselling and professional development opportunities should be not only available, but used more systematically. Procedures are needed at both system and school level for linking evaluation of performance and career planning.*
22. **The conditionality of teaching.** Most teachers in the questionnaire survey and in focus groups and interviews have indicated a conditional commitment to a career in teaching. They would be likely to remain in the profession if employment conditions and environments were favourable and professional satisfaction was high. Otherwise, they would consider seeking alternative employment in the belief that a teaching qualification and teaching experience have career mobility value. *Following initial career guidance and mapping opportunities, employment options and requirements should include a more individualised focus on professional learning opportunities which enhance teachers' career development and the quality of their teaching, and on high quality school environments. Administrative requirements or demands that adversely affect teaching time - requirements or demands that reduce the quantity and quality of teaching time - should be minimised.*
23. **Continued professional learning.** Moves have been taken or are afoot in all knowledge intensive professions to strengthen continued professional or lifelong learning. Mostly, these either require or strongly encourage some form of systematic, regular and monitored study, increasingly linked to re-accreditation. The teaching profession should be in the lead in expressly valuing and supporting continued professional learning as a requirement for **all** teachers. *Steps being taken to introduce or strengthen formal teacher registration and to establish professional standing provide the opportunity for the teaching profession to adopt continuing, structured professional learning as a requirement for continuing accreditation to teach. All teachers should have a school (or cross school)-based expert colleague acting as a teacher educator.* Moves in states and territories to strengthen or introduce new registration procedures provide clear opportunities for addressing quality issues raised in this report and to act on a number of the proposals. Registration and accreditation agencies, together with the profession itself, have a responsibility to show leadership and take initiatives in advancing the status, quality and recognition of the work of teachers.
24. **Collective national action.** Many of the issues raised require collective national action as well as jurisdictional and local approaches. *The recent establishment of the National Institute for Quality Teaching and School Leadership provides a point for jurisdictions to plan and execute activities of mutual interest. There is an opportunity to establish a common focus on quality teachers and quality teaching*

including the development of indicators and determinants of quality, and ways of acknowledging and rewarding high quality teaching.

25. **Shaping the future.** Teaching as a profession will be regenerated in Australia over the next decade, due not only to anticipated separation rates, but changes now occurring in education policies and requirements affecting teachers' roles, responsibilities and performance. The main driver of these changes is growing recognition of the part schooling must play in providing genuine opportunity for all and helping shape the nation's future. The potential of teaching as a career of fundamental importance in the knowledge society has not been fully realised but there are many growth points to develop in this regard. *More structured partnerships and closer collaboration are needed, among schools people, employers, universities, teachers' unions, professional associations and education research and development agencies in order to further raise professional standards, address specific weaknesses, and improve the image and status of teachers in the Australian community.*

Main Report. A Career of Teaching: the Formative Years

1. The Changing Nature of Society

1.1 Knowledge, the engine of change

It has become a truism that Australia's continued growth and advancement hinges on an enhanced capacity to discover, develop, disseminate and use knowledge in all spheres of life. Material production and services are increasingly invested with expert knowledge – knowledge which grows from the interactions of creative inquiry, speculation, research and experience and is sustained through social networks and exchanges which have become global.

Transition and change are enduring features of society and cannot be regarded as exceptional. As the pre-Socratic philosopher Heraclitus put it, 'You cannot step twice into the same river'. Most analysts would now claim that the river has swollen and is moving faster than ever before. The twentieth century has been characterised as a continuous revolution – in science, the arts, political affairs, institutions, beliefs and values, employment, and patterns of interpersonal relations both within and across the generations².

There is no sign in the first decade of the twenty-first century of any abatement of the gathering pace of the not-so-silent social revolution, as globalisation sets the scene for new-growth, knowledge-based economies and ever closer relations among nations and cultures, not all of them peaceful and productive. Innovation is apparent in all spheres, not just technological, and responding to the numerous and varied opportunities for using knowledge creatively and productively is recognised as essential for growth and competitiveness. In turn, growth and competitiveness are seen as the key to living standards and to the solution of many of society's ills.

Conversely, technological innovation and economic development and science itself are now seen to have the potential for enormous harm. There is growing acceptance of the need for a new balance whereby the sustainability of these change forces, to say nothing of life itself, is conditional on broader, more balanced concepts and strategies of growth and development. These concepts and strategies must be grounded in knowledge and understanding of the interrelatedness of life, of the complexity of the social fabric, and the potential fragility as well as the strength of cultural patterns and relations among people. They must, no less, be informed by a clear sense of values and sound judgement.

1.2 Schooling in the web of the knowledge society

The knowledge and information revolutions are having a profound impact upon schooling – mediated not just through communication and information technologies, but through new curricula, innovations in pedagogy and school organisation, and new patterns of interpersonal relationships. *Schools are being caught up in profound social and cultural changes, which are technical, scientific and commercial, but also evident in population mixes, family patterns, uses of leisure and access by students and teachers alike to*

² Hobsbawm, E. (1995) *Age of Extremes: the short twentieth century, 1914-1991*. London. Abacus.

*experience on a global scale. Not least of these changes are affirmations of the rights of citizens and challenges to the authority of established figures and institutions – not least teachers and schools.*³

The 'changing nature of society' as a text for considering the future of education and the kinds of teachers needed for that future opens up numerous avenues of inquiry and indicates possibilities for future action that goes far beyond the immediacies of present policies and procedures. Yet, however much they look to the future, reform strategies and alternative scenarios must be grounded in present realities. They must respect and build upon the understandings and expectations of today's teachers while opening up avenues for change – change in the selection and initial education of teachers, in their continuing professional development, in the image of teaching as a worthwhile career, and in the quality teachers' work and its value for students' learning. The river of change does not stop and requires constant effort from its navigators, whether in the single classroom or at the highest levels of policy and inquiry.

1.3 Mediating social change

For the purposes of this report, three perspectives on social change seem most relevant:

- *Change as experienced by students and teachers in the circumstances of home, neighbourhood and everyday community life (Box 1);*
- *Macro or molar change as experienced by the whole society, and indeed globally (Box 2);*
- *Policy and procedural changes in educational systems, which affect or are likely to affect the professional lives of teachers and their daily work (Box 3).*

These three perspectives on change are mediated by teachers, school principals and executives, system administrators and teacher educators. Their direct experience of these perspectives affects their daily work and their understanding of how schools can best perform their educational roles and responsibilities. Although different generations perceive and experience these changes differently, they come together in the daily life of the school, often perceived as a succession of incidents, expectations or requirements to which the individual teacher must respond.

Understanding change does, however, require research and systematic analysis, as indicated in the literature review (Data Source 1). In addition, some parallel views on perspectives of change and especially their implications for professional life have been drawn in the course of the study from interviews and meetings with representatives of other professions – nursing, accountancy, law and communications and media.

What are the implications of the above perspectives on social change for teachers and schools? Identifying social trends and issues is contentious: trends change and can be severely affected by unanticipated events. The most notable recent example, with dramatic worldwide impact, is the terrorist attacks of September 11, 2001. Issues are contestable – for example, teachers and parents may have strongly divergent views about a

³ Committee for the Review of Teaching and Teacher Education (2003) *Main Report: Australia's Teachers: Australia's Future*. Chapter 7; OECD (2004) *Attracting, Developing and Retaining Effective Teachers. Draft Synthesis Report*. Chapter 7. Conclusions and Policy Priorities

single student's study habits or 'behavioural problems'. Students of whatever age have their own views on these matters. So there are different standpoints to consider.

In this report, trends and issues have been identified which are either commonly identified by teachers as affecting their work, or are widely reported in the literature. *The two key issues for teachers are, first, readiness to frame their professional work in a broader context than the immediacies of the single classroom – important as that is. Second, teachers need to understand that they are key agents in enabling students to create or make the future, not to feel trapped or constrained by present realities but to build constructively and optimistically on these realities.* In both respects, teaching must be regarded as a highly socially sensitive, creative profession.

This challenge to teachers and schools as leaders in development and renewal for the knowledge society is further elaborated throughout this report. There are those, including members of the teaching profession, who are sceptical about such ambitious expectations. Nevertheless, they are but a natural extension of what practically all teachers interviewed in the course of this study expressed as their key professional motivation: 'to make a difference'.

Box 1: Changes commonly cited by teachers in home, neighbourhood and community life

- Increased opportunities for (often unsupervised) leisure, including children's scope for freedom of expression, decision-taking and defining beliefs, values and interests;
- Impact of 'consumer society' on children's - and parents' and carers' – interests, values and choices;
- Changing relations including authority patterns between generations;
- Increased numbers of mothers in paid employment;
- Increased incidence of one parent families;
- Less parental supervision of homework;
- Homelessness, domestic violence, drug abuse;
- Greater tendency for parents to be the uncritical champion of their own child;
- Devaluing of education by some families and communities including those where unemployment is endemic;
- Greater awareness of rights; increase in litigation;
- Access to sophisticated IT in many children's homes as compared with that at school.

Teachers express close interest in these features of home, neighbourhood and community life and the impact they detect on students' school behaviour and learning.

Box 2: Macro changes in or affecting Australian society

- Globalisation in form of knowledge-based 'new-growth' economies; worldwide networking; free(er) cross national flows of capital, services, goods and people;
- Increased wealth and opportunity for freedom of thought and action, unevenly distributed and unequally shared within and across countries;
- Growing world population and, within Australia and other developed countries, rapidly ageing population;
- Migration and changing ethnic and cultural mix of the Australian community;
- Urbanization, with population concentration in Australia in existing capitals and selected regional, mainly seaboard, centres;
- Increased flexibility of employment: high proportion of part-time and contract employment; career changes; multi-skilling; increased importance of formal qualifications;
- Widespread diffusion of consumer values and leisure interests and progressive displacement of more traditional sources of interest and value; dilution of traditional forms of social capital (local person-to-person networks), clubs, societies, church attendance, closely knit communities;
- Continuing innovation through application of science – in biochemistry, materials science, industrial production, agriculture etc. and science in the service of environmental sustainability;
- Emergence of the risk conscious, risk averse society and of administrative and other procedures for determining and allocating responsibility; growth in recourse to litigation;
- A complex of perceived critical problems and issues arising from the above and other sources: epidemics, violence, terrorism, child neglect and abuse, rates of suicide and depression, homelessness, environmental degradation and personal insecurity.

The extent to which societal, community and family changes, trends and issues impact upon the work of teachers or are seen to be important varies enormously. For schools and teachers to develop strategies, which are responsive, positive and creative would require much more system-level leadership and support. (See Box 3).

Box 3: Policy and procedural changes in education systems

- These changes are elements of 'the changing nature of society', if often perceived by teachers as requirements from authority to conform to a regulatory environment;
- All systems are innovating in curriculum and pedagogically, either at the whole-of-system level or more often through partial reform including experimental programmes and projects;
- All teachers are required to have four years of university education or its equivalent to be registered to teach; teacher registration procedures are being strengthened;
- A National Framework for Professional Standards for Teaching has been developed and was endorsed by ministers in 2003; progress on implementation is continuing albeit at a steady pace;
- All systems and most schools formally acknowledge the importance of continuing professional learning but requirements and opportunities vary; credentialing contingent on obligatory, continuing professional learning has yet to be introduced but is under active consideration;
- Formal procedures for linking elements of remuneration or other forms of reward to teaching performance have not been introduced into teaching (by contrast with many other professions) but there is growing interest in them among teachers in their first ten years of teaching.

2. Not Just a Question of Numbers, Quality is the Issue

'There is no doubt that the quality of teachers and the standard of teaching in our schools is a matter of deepening concern in the community: among parents, employers and young people.'⁴

2.1 Targeting demand

Although there is a numbers issue, i.e. matching supply to demand, there is no evidence of a general crisis. What is critical is the ability to select and educate teachers to a high standard and ensure that for all schools in all locations for all subject fields and for all areas of specialisation there are well qualified, highly motivated, effective teachers.

These desiderata are not being sufficiently met at present. The key issue is how to design and implement the policy levers that may be needed to achieve these requirements.

But is there not, it may be asked, a pressing issue of attracting sufficient numbers of people to teaching? The MCEETYA *Report Demand and Supply of Primary and Secondary School Teachers in Australia*⁵ points to features of the age profile of Australia's teachers which are common to many of the world's industrially developed countries:

'the average age of teachers across Australia surveyed in 2002 was 43.1. The median age of teachers was estimated at 45' (p.9)

Furthermore:

'A significant tranche of Australian teachers are aged over 50, and may retire in the next five to ten years. This is particularly the case for males...' (p.5)

⁴ Ramsey, G. (2000) *Quality Matters. Revitalising teaching: Critical times, critical choices*. Report of the Review of Teacher Education, New South Wales. Sydney. NSW Department of Education and Training. p.119.

⁵ Ministerial Council for Education, Employment, Training and Youth Affairs (2003) *Demand and Supply of Primary and Secondary School Teachers in Australia*. <<http://www.curriculum.edu.au/mceetya/public/demand.htm>>

While age-related retirements will be the main factor, other teachers will leave for a variety of reasons including dissatisfaction with teaching and what are perceived to be more attractive career options. With actual or anticipated depletion of the teaching force on such a scale, attention is being focused on the flow of new entrants and retention of those in their early years of teaching. Rapid improvements in supply situations, however, have occurred recently for teaching, not only in Australia.

2.2 A focus on quality – across the generations

There is not only a continuing need to replenish the teaching force numerically: Australia faces an issue of quality. *A major, shared concern across the OECD membership is whether enough teachers have the necessary knowledge and skills to meet the challenges of rapid social and economic change and an increasingly diverse student population*⁶.

The focus of this report is the 'new generation' of teachers, that is, those in their first ten years of teaching. No less important, however, are the conditions most likely to retain teachers now in mid-career (the 'older generation') and to enhance the quality of their teaching performance. Nation-wide measures are being taken to ensure the continuing development of the teaching profession. These include programmes initiated by individual teachers and schools, employers, unions and professional association initiatives, and the Australian Government Quality Teacher Programme⁷.

*Emphasis on 'new generation' in this report requires consideration of two key issues: what kinds of people are attracted to teaching as a career, regardless of age; and whether there are changing values, expectations and lifestyles, particularly among younger entrants. 'New generation' cannot be understood simply in age terms, but rather as all who are new to teaching: a feature of current and recent supply is the increasing proportion of career-change entrants, and those returning to teaching after extended absence including overseas experience. Many are in their late thirties to forties. Again, Australia shares this trend with other countries.*⁸

A looming issue is whether sufficient numbers of high calibre, well-qualified people will choose to enter and remain in the profession of teaching. This issue arises in part from the anticipated turnover rate over the next decade: but it reflects also the changing environment for teachers' work, as social and economic conditions change and technological innovation continues to present educators with new challenges as well as fresh opportunities. In a situation of continuing economic growth and buoyant employment in Australia, there is an incipient issue of the competitiveness of teaching vis-à-vis other professions (Section 5 below).

⁶ OECD (2004) *Attracting, Developing and Retaining Effective Teachers. Synthesis Report*. First Draft. June; Committee for the Review of Teaching and Teacher Education (2003) *Australia's Teachers: Australia's Future. Advancing Innovation, Science, Technology and Mathematics*. Canberra. Department of Education, Science and Training; Cuttance, P. and the Innovation and Best Practice Project Consortium (2001) *School Innovation. Pathway to the Knowledge Society*. Canberra. Department of Education, Science and Training; Lokan, J., Greenwood, L and Cresswell, J. (2001) *15 – Up and Counting, Reading, Writing, Reasoning... How Literate are Australia's Students?* Melbourne. Australian Council for Educational Research.; Ramsey, G. (2000) *Quality Matters, Revitalising Teaching: Critical Times, Critical Matters. Report of the Review of Teacher Education, New South Wales*. Sydney. NSW Department of Education and Training.

⁷ The Australian Government Quality Teacher Programme (AGQTP) is an extensive programme comprising both strategic national projects, and state based professional development projects in all sectors of schooling. www.qualityteaching.dest.gov.au/Content (See also fn 31, p.53)

⁸ *Le Monde*. Paris. 9 June 2004: 'Ces cadres qui partent enseigner.' Many hundreds of private sector employees in France, the majority of them women, are leaving their jobs to study for a teaching career ... a virtual revolution, the report says, in their personal values. This trend is confirmed across the OECD (OECD 2004 *op.cit.*)

There is evidence that there are weaknesses in teaching in Australia's schools. On the one hand, not all schools are optimally staffed, due to difficulties in attracting and retaining certain specialists or maintaining continuity in some locations. On the other hand, and despite an overall high standard of student learning as reported for example in the international comparative studies of TIMSS and PISA, not all students' learning needs are being met.⁹

While there are more than sufficient numbers of people *qualified* to teach in the nation's schools, evidence from diverse sources indicates that there are real challenges to be met. A fair conclusion is that while the overall supply and quality of the teaching force is generally adequate, there are specific needs that are not being fully met. (Box 4)

Box 4: A Bill of Health

There are problems:

- One third of qualified teachers are employed elsewhere than in schools;
- those already teaching can be drawn to other occupations that they find more attractive;
- questions are raised about the quality of teaching in some subject fields; and there are chronic shortages in several key specialist subjects and in particular locations;
- talented people in other professions who might make a valuable contribution as teachers do not always find the conditions of teaching sufficiently attractive.

Despite these and other difficulties, there are many indicators of an overall healthy condition:

- recent supply side trends indicate a strong interest in teaching as a career; applications for university places far exceed available places;
- international comparisons of student performance are broadly favourable to Australian students;
- compared with many countries, schools are well resourced and salaries and conditions of teachers are at reasonable levels, particularly for the early years of teaching;
- over several decades there have been huge investments in schooling and many reform measures directed at specific problems of access and quality;
- teachers in their first ten years, on the evidence of this project, generally express positive motivations and satisfaction with teaching as a career.

Teaching is competing with other knowledge intensive professions for highly qualified personnel. These professions are repositioning themselves to ensure the continued supply and retention of well qualified personnel in an increasingly competitive labour market for higher order skills (Box 5). Law and nursing are two relevant examples since highly talented people attracted to these professions might otherwise show an interest in teaching. The 2002 national review of nursing and the Australian Universities Teaching Committee report on nurse education (2002) drew attention to nursing as a knowledge intensive career,

⁹ Committee for the Review of Teaching and Teacher Education (2003) *Australia's Teachers: Australia's Future. Advancing Innovation, Science, Technology and Mathematics*. Canberra. Department of Education, Science and Training; Lokan, J., Greenwood, L. and Cresswell, J. (2001) *15-Up and counting, Reading, Writing, Reasoning... How Literate are Australia's Students? The PISA 2000 Survey of Students' Reading, Mathematical and Scientific Literacy Skills*. OECD Programme for International Student Assessment. Melbourne. Australian Council for Educational Research.

to standard setting for accreditation and re-accreditation, to the absolute necessity for continuing professional learning, and to strengthening performance appraisal. Law has been the subject of several national reports – for example a discipline review by the Australian Universities Teaching Committee (2003) and a report by the Australian Law Reform Commission (2000). Among the interesting parallels between law and teaching are concerns over the theory-practice interface, divided views about the necessity for **mandated** continuing professional learning, and the importance of cultivated practical competence as distinct from traditional content knowledge.¹⁰

Box 5: Professions repositioning themselves

- As a professional organisation, the CPA (Certified Practising Accountants) Australia has broadened its membership to represent **business, accountancy and finance**; it is more flexible with some pre-requisites for its professional programmes, reflecting the greater diversity of its members and associate members. Professional practice component remains subsequent to university qualifications, and subject to recognition by professional bodies;
- **Media/ communication** courses are becoming more generic because of the wide diversity of situations into which graduates will move; particularly strengthening the capacity of individuals to manage self employment and insecure employment;
- Universities **law** faculties are beginning to offer the professional practice component end-on to the bachelor's degree, whereas it has in the past been entirely separate from university studies, and a matter for recognition by the professional body. Fewer than 50% of law graduates remain in private legal practice five years after graduating. University-based legal education is under critical scrutiny by the profession;
- Professional training for registered **nurses** has become entirely university-based over the past two decades in Australia. As with teaching, a practical component in hospitals and other appropriate settings is integrated throughout the course. Nursing has more clearly defined career paths and specialisations than teaching, with different linked levels of qualifications, and a very strong emphasis on continuing professional education linked to performance and responsibilities.

Everything possible needs to be done to ensure that teaching draws a good share of the country's talent. Measures beyond those already taken will be needed to ensure a worthwhile and rewarding career for the classroom teacher of the future.

3. A New Generation of Teachers

¹⁰ Australian Law Reform Commission (2000) *Managing Justice: A review of the federal civil justice system*. Report No. 89. Ch.2: Education, training and accountability'.

www.austlii.edu.au/au/other/alrc/publications/reports/89/ch.htm;

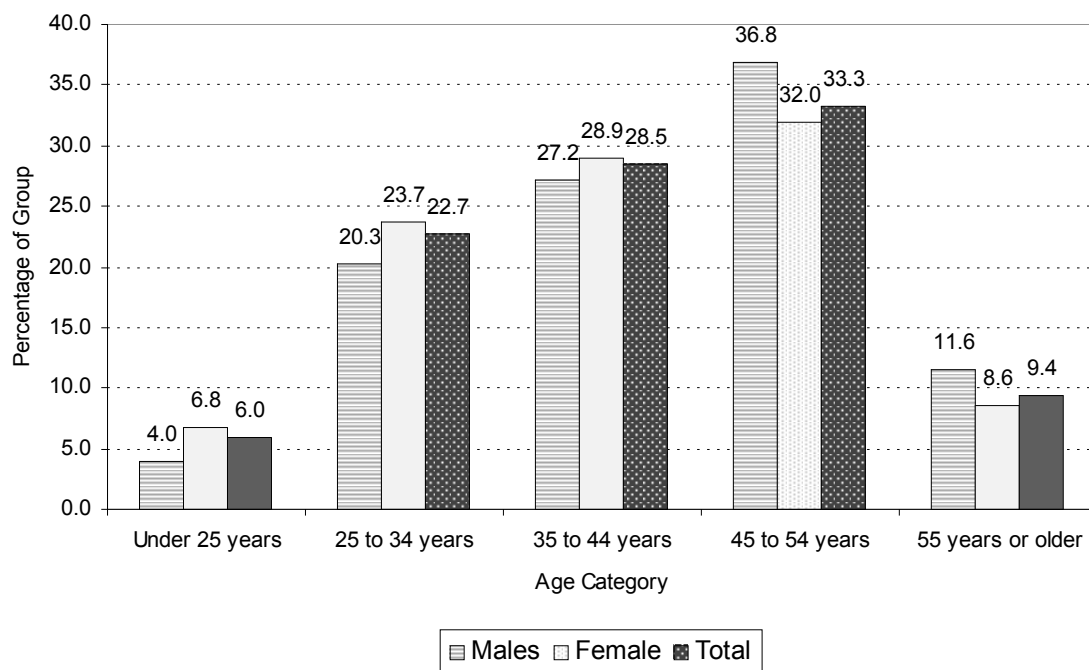
Johnstone, R. and Vignaendra, S. (2003) Learning Outcomes and Curriculum Development in Law. A report commissioned by the Australian Universities Teaching Committee. Canberra. DEST. Higher Education Group. www.autc.gov.au/projects/completed/outcomes_law; Clare, J., White, J., Edwards, H., and van Loon, A. (2002) *Curriculum, Clinical Education, Recruitment, Transition and Retention*. Final report for Australian Universities Teaching Committee on Learning Outcomes and Curriculum Development in Major Disciplines: Nursing.

www.autc.gov.au/projects/completed/outcomes_nursing; Heath, P. (Chair) (2002) *National Review of Nursing Education 2002. Our Duty of Care*. Canberra. Department of Education, Science and Training.

3.1 Key characteristics

Australia has approximately one quarter of a million teachers working in some ten thousand schools. Precise data on the overall proportion of those within their first ten years in teaching are not readily available, and age distribution figures provide a conservative estimate – to which rising figures on mature age, career change entrants would need to be added. In 2001, 42.7 per cent of teachers were 45 years and older, with just 28.7 per cent younger than 35 years (Figure 1).

Figure 1 Percentage of teachers employed by age and gender: 2001.



Source: Australian Bureau of Statistics, *Census of Housing and Population (ABS, 2001)*. As presented in *Review of Teaching and Teacher Education: Australia's Teachers. Australia's Future. Main Report. Ch.3*

Of the 291 teachers in their first ten years of teaching responding to the questionnaire phase of this study, 59 per cent were aged 20 to 29 years, and 41 per cent 30 – 45 years (Data Sources 2). Thus, for every three early career teachers under 30, there are two over 30 years of age.

On the evidence of the present study and other published sources, several features of teachers who are within the first decade of their careers stand out:

- *There appears to be a significantly increasing proportion of people entering the profession after experience in one or more other careers.* These people, naturally, are older than entrants who have followed an uninterrupted school- university – teaching route (the ‘direct entrants’). They bring to teaching a wide and valuable range of experience, expertise and maturity, which often includes parenthood and work with young people as well as employment experience and expectations from other work places. They commonly express a strong career orientation toward

teaching and a positive view of young people's learning needs and a readiness to address them constructively. Some concern, nevertheless, was reported in interviews by employers and principals in some, not all, jurisdictions over a tendency for career change people to reproduce in their teaching practices which they experienced when at school as students. It was also suggested by some employers that there might be relatively low retention rates among career change entrants. More research, however, would be needed to verify these claims. Certainly career change teachers interviewed expressed considerable concern at the difficulty of gaining permanent employment in some systems – a lengthy sequence of casual and temporary positions acted to undermine their commitment to remaining in the profession of teaching somewhat more than for younger direct entrants. Also, the majority working at secondary level had undertaken one year diplomas or accelerated courses which did not allow for extended development of pedagogical skills and understanding of contemporary schools and Australian youth culture, particularly for those whose earlier employment and life experience were unconnected to these settings.

- Many, if not most, 'direct entrants' have combined work with study when at university and many have taken a year or more for work-travel between school and university or following completion of their teaching qualification. They, too, often bring a breadth of experience to teaching. *The key point is that now there is a very considerable flow of people into the teaching profession with quite substantial work experience and expectations deriving from that experience. Moreover, current teacher education enrolments suggest that this is an increasing flow. From the perspective of policies for new entrants to teaching, the concept of 'new generation' cannot be taken literally in age terms, but must be extended to reflect a wide age span, from the early twenties to the late forties and older, and to encompass a very broad range of occupational and life experience.*
- *There is no abatement of the long established trend toward the feminisation of the teaching profession.* The past decade has seen the number of full time equivalent female teachers in Australian schools rise significantly from 125,362 (1992) to 151,647 (2002), alongside a slight decline in the number of full time equivalent male teachers (from 76,704 in 1992 to 73,706 in 2002)¹¹. In 2001, 48.4 per cent of male teachers were over the age of 45, by comparison with 40.6 per cent of female teachers; only 4 per cent of male teachers were under 25 years compared with 6.8 per cent of female teachers (Figure 1). While there is a higher proportion of males in science, mathematics and ICT in secondary schools and generally in upper secondary education, these tend to be in the older age range.
- *Recent enrolment trends in teacher education programmes suggest that demand from those who are academically well qualified and from people well experienced in other occupations has increased.* But not all those who qualify go on to teach, nor do they necessarily remain in teaching. Moreover, attrition is an issue from the beginning of teacher education and throughout the first ten years of the career.
- *Well qualified, experienced people are being attracted to teaching. Do they stay?* Recruitment programmes across Australia are now being directed at attracting well

¹¹ Australian Bureau of Statistics (2003) *Schools Australia 2002*. Catalogue No.4221/0. Canberra. ABS.

qualified people to a teaching career. Considerable success is being reported, for example in the well publicised NSW campaign, both overall and in meeting unmet demand in specialist areas. Research carried out by the Western Australian Department of Education indicates that apparent attrition rates do not tell the whole story about attrition, since a considerable proportion of those who resign their posts return to teaching.¹² Preston notes that separation rates are closely linked to the age structure of the teaching force: 'Age profiles are usually the major factor in overall net separation rates of the teaching workforce, and thus in the demand for replacement teachers. It is not just retirement of teachers over 50 that's important. Young beginning teachers generally have very high net separation rates (though support for beginning teachers on the one hand, and alternative employment opportunities on the other, can be important); women from around their late 20s to mid 30s often leave for family reasons, and both men and women may temporarily leave for travel or study around this age; those around their mid 30s to early 40s have very low or even negative net separation rates as returnees and re-entrants outnumber those leaving.'¹³ How career change entrants relate to these separation rates is unknown. Also, the movement of teachers between different educational systems is not systematically tracked. Attrition and retention are complex issues that will continue to require careful study and the development of strong policy levers.

- *Education qualifications fit people for a variety of careers.* Teachers in training and in the early years of their career very often speak of feeling overwhelmed by a constant, daily demand to perform. Psychological and situational factors affect their career decisions and these can be influenced by sound policy environments and strong support at the school level, and by universities. A considered decision during initial teacher education or in the first year or so of employment to make a career change may be a wise choice. However, not enough is known about the circumstances leading to these decisions. As shown in response to the questionnaire survey phase of this project, many students taking initial teacher education courses and many practising teachers see the qualification more broadly, with potential for professions other than teaching (e.g. Bachelor of Human Movement, see Box 10 below). Mobility across as well as within professions must be accepted as a feature of the contemporary labour market. There are gains to employers as well as losses. While attrition is an issue requiring attention, teaching is not alone in losing well qualified people early in their careers. For example, it appears that large numbers of law graduates do not either enter legal practice, or remain for long. Parker quotes longitudinal research which indicates that five years after graduation, only about 50 per cent of law graduates are in the private profession.¹⁴

¹² Department of Education and Training, Western Australia (2004) *The Teaching Workforce: A Profile*. 'Ebb and Flow of Teachers' April. For teachers under 30 years of age, terminations peak at two years of service (16%), falling off rapidly after this. While some 30% leave service with the department within their first five years, some 12% have returned by 10 to 15 years later.

¹³ Preston, B. (2003) 'Age profiles and cohorts: understanding the teaching workforce'. ACER Research Conference 2003. *Building Teacher Quality: What does the research tell us?* www.acer.edu.au/workshops/documents/Conferenceproceedings2003.pdf

¹⁴ Parker, S. (2000) 'Legal Education in Australia' chapter in report of Australian Law Reform Commission 2000. www.aals.org/2000international/english/australia.htm.

Box 6: Estimated underlying annual net separation rates for Australian primary and secondary teachers in each five-year age range.

Five year age ranges for teachers	Primary %	Secondary %
< 30	4.4	4.0
30 - 34	3.6	3.1
35 - 39	-1.3	0.0
40 - 44	0.0	-0.4
45 - 49	2.1	1.2
50 - 54	2.6	2.3
55 - 59	17	17
60 - 64	19	19
65+	90	90

Source: Preston, B. (2003) 'Age profiles and cohorts: understanding the teaching workforce'. Table 3, p.40. *Proceedings of ACER Research Conference 2003. Building Teacher Quality: What does the research tell us?*

- Employers need to be clearer about their expectations of beginning and early career teachers. Do they accept, in a relaxed way, that considerable mobility of teachers is normal, even quite desirable? Or do they see teaching as a profession whose requirements, demands and standards require the kind of knowledge, expertise and commitment traditionally associated with the 'noble professions' – of medicine, law and advanced engineering? There is no easy answer to this question, but one way to get toward an answer, and to meet the career expectations of those many early career teachers who do have a strong desire to remain as teachers, is to develop policies and strategies for career counselling and development – for the career of teacher (and not **out** of classroom teaching). *Not enough is being done to assist trainees and beginning teachers to map their careers. Practically no teachers interviewed reported experience of career counselling and advice as part of their induction into the profession, or indeed as part of their university studies.*

3.2 Is there a 'new generation' career orientation?

The question of different generational characteristics among teachers is raised in the way this present study has been framed and is an issue in the literature on the current professional labour market (Data Sources 1).

The experience of three cohorts of current teachers is explored by Preston (in the study cited above, 3.1)¹⁵: the very large cohort currently in late career (aged late 40s and early 50s); the very small cohort currently mid career (aged in their 30s to early 40s); the medium sized cohort of currently beginning and early career teachers (aged to late 20s). According to Preston distinctive elements have shaped the professional experience of each cohort, including historic differences in their initial teacher education experience, differences in the patterns of their recruitment and beginning teaching, and the kinds of experiences at early to mid-career and mid to late career stages afforded over the decades. In this sense, teaching is a profession undergoing change, although the precise

¹⁵ Preston, B. (2003) 'Age profiles and cohorts: understanding the teaching workforce'. ACER Research Conference 2003. *Building Teacher Quality: What does the research tell us?*

implications of these elements, as they have affected the different cohorts have not been charted and require closer investigation of sources.

Given the very small size of cohort 2, professional prospects for the third cohort are seen to be very positive in the sense of the ability for recent graduates to gain teaching positions, and anticipating opportunities for responsibility and initiative at a relatively early stage of their teaching careers. While Preston's approach does not enable career change teachers to be drawn out, despite their age, their experiences clearly suggest an affinity to cohort 3 based on common formative experiences.

A second view of 'generational culture' is outlined in the literature review prepared for this project by Mayer (Data Sources 1). In this, the focus is possible implications of the value sets of the so-called Gen Xers and Generation Y for attracting and retaining teachers in the future. The same or similar generational literature reviewed is not specific to teachers and while trends are identified, evidence for consistent, significant value differences across age generations across time while strong is not, as Mayer records, conclusive. Clearly new value orientations are developing in relation to changing workplaces and these can be observed in the younger generation now entering the workforce but just how different these are from the attitudes and values of older people is a matter for further inquiry. It has not been possible in this study to sharply differentiate them either from earlier periods or from the values and expectations of mature age entrants. Indeed, in interviews and focus groups there was much common ground. 'Generational difference' among teachers remains an open question. There are, nevertheless, tendencies and these are considered below. Both because of the increasing incidence of mature age entrants and the ways the norms and values of young entrants are expressed in career expectations and decision making, continuing research on this theme will be needed.

Findings from the *Life-Patterns* study in Melbourne – a longitudinal survey of a substantial cohort of Victorian school leavers of 1991 indicate a new approach to career thinking and career planning amongst the 'post 1970 generation' by (assumed) comparison with their parents' generation.¹⁶ *These findings point towards an emerging motif among the post 1970 generation of greater willingness/ tendency to change job and career in search of professional satisfaction, to value flexibility and personal autonomy, and to seek a better balance between work and personal life in making career/ work decisions.* These have been developed in the context of new circumstances, uncertainties and far reaching upheavals, often largely unforeseen by their parents – affecting gender roles, family formations and lifestyles, educational priorities, economic volatility and the redefinition of career paths within deregulated and flexible labour markets. 'The evidence does not point to a sharp break from the past but an attempt on the part of the participants to blend or establish a balance between traditional expectations and new life circumstances within which elements of personal choice become decisive.' (p.20) 'In making their career choices the majority take a range of non-career factors into account or emphasise a balance of commitments.' (p.23) It should be noted that many mature age entrants to teaching interviewed for this study have expressed similar aspirations – and have themselves changed career.

The evidence of this project through both the questionnaires and interviews shows no significant age related differences bearing on career values and expectations among new entrants to teaching – but they do confirm the emerging motif identified by the Melbourne

¹⁶ Dwyer, P., Smith, G., Tyler, D. and Wyn, J. (2003) *Life-Patterns, Career Outcomes and Adult Choices*. Research Report 23, Youth Research Centre, University of Melbourne.

Life Patterns research. Certain obvious constraints apart, the approach to thinking about career mobility and the search for balance between work and personal life in the present study was not markedly different among early career teachers who had followed direct entry routes and those who are entering teaching – in increasing numbers – as career changers. The values and expectations of new teachers, as a whole, are of considerable significance for educational systems, just because they affect widespread attitudes, values and behaviours bridging the generations. Findings from the present study are in many key respects common across age categories – they are as evident among career change entrants and teachers who have been in the profession for a full ten years as among recent direct entrants. *The evidence of this study points toward a change in zeitgeist affecting people across the working age from the early twenties to the fifties. Everyone, and not just a particular age group, is affected by the broad societal changes noted in section 1 above. Not just young teachers, but career change entrants are responsive to changes in children's home and family experiences and are subject to the same broad policy and regulatory requirements. This is not to say that there are not cohort differences (as already discussed), but that there are often differences within some parameters of perception, value, attitude and expectation beyond age boundaries.*

3.3 Knowing more about beginning teachers and their career interests

For the immediate future, and unless there are dramatic changes in the general labour market or in conditions within the teaching profession, there is a sufficient overall flow of 'new generation' teachers and supply is being maintained. *Key issues include how best to target particular kinds of expertise, how best to encourage teachers to work in all areas of need and not just in favoured locations, how to ensure that teaching is and remains attractive to talented people, and how to ensure a high quality of performance by the whole body of Australia's teachers. Continuing efforts will be needed, treating the teacher labour market as internally differentiated, not homogenous, for example by subject specialisation, age level of students, category of employer etc..¹⁷*

Closer attention needs to be focused on the nature of the work teachers in their first decade of teaching are actually performing in the concrete reality of school life, the conditions that either facilitate and foster, or inhibit and frustrate, a high quality of teaching performance. Those now in their first ten years of teaching, those soon to enter and those about to be enrolled in initial teacher education programmes will be the mainstay of the profession and its leaders for decades to come. Thus, there is a very strong national interest in addressing these qualitative concerns and issues. *Of central importance in considering policies relating to 'new generation teachers' are:*

- *their motivations and preparation to teach;*
- *school leadership and school environments as places in which to teach well;*
- *the attractiveness or otherwise of specific fields of teaching and locations of schools;*
- *professional identity both individual and collective;*
- *the nature of relevant and valued professional knowledge and expertise and its continuing development, assessed against exacting standards of professional expertise and quality;*
- *recognising and rewarding high quality teaching and outstanding professional commitment;*

¹⁷ McKenzie, P. (2004) 'Teaching – Restoring its Class' *OECD Observer* No. 242. March. Pp.11-13.

- *career planning and advancement within a career of teaching (instead of out of teaching);*
- *the values which students, parents and society at large place upon schooling; and*
- *the kinds of leadership and support teachers can provide to students, families and communities in advancing Australia's goals as a knowledge society.*

Many complex and difficult issues arise from the above considerations. Policies and continuing research will need to target every one of them. Despite present favourable indications regarding recruitment, there is a body of opinion, nationally and internationally, that classroom teaching as a career is at risk of losing much of its attractiveness to highly talented people and that vigorous action will be required if teachers of the future are to rise to the demands of the knowledge society and a changing culture.¹⁸

4. Teaching as an Occupation: Roles, Responsibilities and Image

4.1 Why teach. Is teaching really a career of choice?

Why do people choose to teach, what are their expectations, what demands and requirements are made of them? What are their professional satisfactions, and how do they address the inevitable difficulties and frustrations of one of the most challenging of all occupations? These were among the questions addressed by teachers in responding to the questionnaire survey, and at length in focus groups and in interviews which took place not only with teachers but with principals, school executives, system officials, teacher educators and researchers.

Altruism is high among the reasons people give for becoming a teacher. Time and again in interviews, as in questionnaire responses, teachers said they chose to teach largely for altruistic motives – out of a concern for the wellbeing and growth of others. Not a novel finding, it is nevertheless significant that it has been so strongly expressed.

The demands of teaching – and the comparative financial rewards – are such that very strong personal values and a mature outlook are necessary to sustain teachers and nourish their commitment over many years. It is not only beginning teachers still imbued with youthful enthusiasm, but well experienced teachers and those entering from other careers who consistently adduce values which are essentially relational. That is, people choose a teaching career because they wish to connect positively and helpfully with the lives of others, to make a difference.

Teachers who express satisfaction with their choice of teaching career – and they are the large majority - say that they are constantly reinforced in their choice through the positive changes they help to achieve in and through their students. They also say that they need this reinforcement. The most commonly voiced expressions of this run along the lines of: 'the light in the student's eye' or, 'a student's grasp of a concept, an idea, a process', or 'a

¹⁸ Coolahan, J. (2002) 'Teacher education and the teaching career in an era of lifelong learning.' OECD Education Working Paper No.2 December; Eurydice (2004) *Keeping teaching attractive for the 21st century (Report IV). The teaching profession in Europe: Profile, trends and concerns. General lower secondary education.* <http://www.eurydice.org/Docintermediaires/analysis/enteachersframesetEN.html> ; Committee for the Review of Teaching and Teacher Education (2003) *Australia's Teachers: Australia's Future. Advancing Innovation, Science, Technology and Mathematics.* Canberra. Department of Education, Science and Training.

student's sudden realisation of a point the teacher has been striving to make', or 'new and socially responsible behaviour demonstrated'. These are personal, direct and immediate. Teachers are well placed to respond thus; they are not so well able to discuss longer-term changes and overall patterns of development among students. Indeed schools often lack effective means or strategies to do this – a function perhaps of the way schools are organised through year groups and subject stratifications.

What is especially interesting about responses by teachers is the directness of the relationship between teachers and students: an unmediated personal interaction, which is felt to require neither interpretation nor explanation but is directly experienced. There is a parallel in the commonly expressed view by teachers that teaching is a craft with strong intuitive and practical dimensions. Teachers value most highly conditions that give them the sense that they are successfully practising that craft in a positive, supportive environment.

It is somewhat paradoxical, given these expressed values, that teaching, for a number of years in recent decades, has not been a 'career of choice' for many entrants but a function of scores attained at the end of secondary schooling. It appears that in the pecking order of university entry requirements, teaching fell back in the face of more favoured careers. Year 12 scores have served as a screening device; for many student entrants teaching was a second, third or lower option. On the basis of exam scores they were screened out of their top preferences. This is not to say either that some students with very high scores did not choose teaching, or that high scores in Year 12 exams correlate closely with subsequent success in school teaching. *The issue is not simply the equation between high school exam results and subsequent success as a teachers, but draws attention to community (parent and student) perceptions of the value of a career in teaching, and their reflection in concern teachers express over the status of teaching.*

While solid academic capacity is recognised by teachers as an important criterion for a career in teaching, it is widely viewed by them as insufficient. Seventy five percent of teachers surveyed believed that using tertiary entrance scores alone within a selection process for initial teacher education is insufficient. The three most important additional attributes identified which might be considered in selection were:

- *ability to communicate;*
- *working effectively with others; and*
- *exhibiting social responsibility.*¹⁹

Initiative, problem-solving ability and creativity were also identified by practising teachers as relevant criteria.

Teaching has in some respects suffered from a rapidly changing, buoyant labour market in Australia. Well educated, talented people have readily found employment as economic growth has continued apace for over a decade. Superficially at least, and in a society dominated by consumer values and material prosperity other careers have at times during this period appeared more attractive than teaching, even if their subsequent holding power has been no greater. As universities expanded their range of professional programmes, HECS replaced 'free' study, employers abandoned the traditional arrangements for financial assistance to prospective teachers, and for various reasons changes occurred in the public perception of valued careers, the occupation of teaching suffered in esteem.

¹⁹ Data Source 2, Section 3.3

This has been the experience of many other countries in the years of strong economic growth, the upsurge of material values and highly competitive labour markets²⁰.

Most teachers interviewed and in questionnaire responses still perceive teaching as having a relatively low public image and status, notwithstanding their personal assessment of its fundamental value to the nation's children. This amounts to a somewhat precarious self-image. Teachers interviewed frequently affirmed a strong belief in the worth of what they are doing. But they also said that their evaluations are not widely shared across the community.

Teachers thus believe that their career choice has some ambivalent features:

- it may not be their first choice; many continue to entertain other ambitions even when they take no steps to act on them and express positive feelings about the present satisfactions of teaching;
- where teachers have an unequivocal commitment, they often question whether it is a highly valued choice in the eyes of their peers, or of society at large;
- some career change entrants are making a forced choice of teaching due to their inability to continue working in their earlier career, but even so declare a strong commitment to their new career;
- younger teachers who want a career in teaching for a variety of reasons are often jostling with one another on short-term contracts, and in temporary positions.

The concept of 'career' itself may be changing, as argued by the authors of the Life Patterns project, cited in Section 3 above and in Mayer's review of the literature (Data Source 1). Yet many members of the teaching profession - a majority of those interviewed - would welcome community endorsement that they have made a sound choice, that teaching is indeed a highly valued occupation. Most teachers in their first ten years express the hope that a future, fulfilling career awaits them. These are issues for employers and teachers alike to address, both the raising of the public image of teaching, and the need for closer attention to individualised career counselling and planning early in the period of employment, including ways to further improve the recognition of excellence in teaching. Universities and cooperating schools in the period of initial training should help students address these 'image' issues and identify practical ways to increase public understanding of the value of teaching.

4.2 Teaching: one occupation or many?

The single word 'teaching' covers a wide and diverse range of activities. As stated above, there is not one teacher labour market, but several – primary, secondary, middle years, subject specialised, and in Australia, largely state/ territory based. There is also government, Catholic and independent school employment, although the boundaries are permeable. Despite many common elements – and the recognised need to better articulate a consistent professional structure, as in the move to establish a framework of professional standards – the occupation of teaching is highly diverse. For example, teaching is both a full time and a part time occupation. Many well qualified people opt for or accept the necessity to teach part time, or do relief teaching, which may be quite irregular and in a variety of schools. They may take time away from teaching to travel or pursue other

²⁰ OECD (2004) 'Attracting, Developing and Retaining Effective Teachers. Synthesis Report: First Draft'. Directorate for Education. Education and Training Policy Division. 4 June. Mimeo.

interests, thereby breaking career continuity. Some teachers are peripatetic and casual, others are locked into a single school, full-time for decades. *Another way to characterise the occupation of teaching is to suggest that it is highly diffuse and to a degree ambiguous: there is a lack of role differentiation hence an expectation that a single person, the teacher, will – and should – perform a multiplicity of roles (4.3 below).*

Most teachers in primary schools are essentially generalists, teaching day long across the whole curriculum, whereas secondary teachers are more specialised in subject content and have (in general) fewer student contact hours. But this is not the whole story. Teachers in the middle years have a dual identity or are striving to create a new identity. The advent of middle schooling is, for some, bridging a traditional cultural divide in education. Teachers in secondary schools, particularly at lower levels, often teach a homeroom class across several subject areas. Some primary school teachers are becoming specialists, e.g. in literacy or science. Some subjects or activities call for or evoke a time commitment by teachers, which extends to evenings, weekends and vacation camps, excursions etc. Secondary school music or physical and outdoor pursuits are examples, but so too are those curriculum areas which require substantial marking of students' discursive work. So-called 'teaching out of field', a concern identified in the 2003 Review of Teaching and Teacher Education referring specifically to mathematics and science teachers, is a normal and accepted feature of secondary school timetabling. Whatever its demerits in the eyes of critics, it reflects the range of skills teachers are commonly called upon to exercise in the exigencies of daily school life.

Teaching as a profession may be generic, but there are boundaries, for example between secondary and primary. Some of these boundaries are becoming more permeable, and teachers are in fact working in a great variety of settings and on different conditions of employment. There are quite different career platforms and trajectories. It is important not only that these differences be recognised, but that sound human resource principles are applied equitably across this great diversity of teacher situations and responsibilities. Many teachers interviewed are not convinced that this is the case. *At several junctures in this study, it has become evident that more attention to explicit, individualised career positioning and planning early in their career would enable teachers to become more reflective about their career and better able to map a career trajectory, taking account of the diverse roles they will in practice be likely to encounter.*

4.3 Teachers: one career, many roles

In both primary and secondary schools teachers are in practice performing a wide variety of roles, whether in co-curricular or out-of-class activities or in various specialisms - sport, drama, music, clubs, school excursions and camps, counselling, IT, mentoring, supervision of trainees, literacy or numeracy specialisation, behaviour management etc. *'Classroom teacher' - if not quite a misnomer - is inadequate as a descriptor of the variety of roles teachers are expected to perform. The roles of the teacher need to be unpacked and better articulated within a model of career structures and pathways for teachers, and indeed for para professionals performing some of the roles now performed by teachers.*

Practically every teacher interviewed identified as a growing challenge the organisation of learning and management of very diverse groups of students and what they perceived as a social/ emotional support role for students experiencing difficulties, including difficult home circumstances. This confirms points made by Mayer, in her initial review of the literature, that 'teachers have to be both knowledgeable in their content area and extremely

skilful in a wide range of teaching approaches to care for the diverse learning needs of every student ... there are increasing pressures on schools and teachers to provide students with very high levels of social and emotional support ... teachers' work is increasingly becoming embedded in communities, both inside and external to the school...'²¹ For all teachers, roles and responsibilities are polymorphous and teachers typically express the need for a considerable diversity of support, together with well considered opportunity for career development.

Distinctive of teaching is what one teacher perceptively described its 'unforgiving' nature: the teacher is, every day, responsible for groups of students, whether she feels up to it or not; teachers cannot hide, or postpone classes. Flexitime is not usually an option. Moreover, teachers generally dislike taking time away from their classes, whether for illness or for professional learning activities. They feel highly responsible and greatly value the personal interactions with their students. While teachers often object to their workloads and to the multiplicity of roles, they also generally accept that teaching is necessarily a rich, varied and complex set of responsibilities. Responsible teachers do in fact accept that they have chosen a career which requires all out effort on many different fronts.

It is important to understand that in the daily work of the teacher there is an interplay of what might be termed 'figure' and 'ground'. The 'figure' is the immediate requirement or occupational imperative, which is to direct their work toward system and school-wide learning goals with quite definite, sought-for outcomes for all individual students in their care. The 'ground' is the intellectual- social and emotional lives of students not only within the classroom setting but in the school as a whole, in the home and community. A frequently expressed concern in interviews with teachers is the home background of what they perceive to be increasing numbers of their students, which they characterise as atomistic, unsupportive of schooling and inadequately concerned with children's education.

In this context, early career teachers believe that the advice and professional support they are receiving from employers and colleagues, at least in the large systems, while generally welcome, is still insufficient. Where employers are not the direct school authorities or principal, they need to be in closer touch with the everyday life space of teachers, which is experienced as a kaleidoscope of events and situations.

The teacher's role can be a complex admixture:

- *classroom organiser of students' learning and assessor of learning*
- *curriculum planner/ adaptor*
- *behaviour manager*
- *image or role model, if not paragon*
- *values educator*
- *religious educator*
- *social worker*
- *health worker*
- *emotional support person*
- *school-home liaison*
- *risk-manager*

²¹ Data Source 1, p.4.

- *administrator*
- *active, responsible member of school community with a variety of duties beyond the classroom*
- *community presence (notably in provincial towns, rural and remote schools).*

Not all teachers perform all of these roles or meet their expectations. Specialist support roles are being performed, for example by counsellors. Performance entails varying degrees of intensity and time commitment and is situation specific. Nevertheless, when questioned about workload, it was not just the commonly expressed requirements of planning and preparing the curriculum, class teaching, marking and follow-up that are identified, but the diversity of conjoint or ancillary activities and roles that teachers see as integral to their work and their professional self image. There is an expanding and more diffuse role, whose multifarious demands may be unavoidable but are not always welcome.

4.4 The teacher as knowledge worker

Teachers need both breadth and depth in their preparation and an assured capability to be able to respond positively and creatively to changes in the wider environment as outlined in section 1 above.

There is now a premium in all workplaces on higher level skills, entrepreneurship, flexibility and a well educated and capable workforce. No less important are the parts played by knowledge, understanding and interpersonal skills in the conduct of everyday life – at home and in the community. Teachers are challenged to shape their thinking and their practice so as to enable students to themselves become effective knowledge workers and highly competent citizens. There is a consistent emphasis on students becoming thinkers in action – capable, resourceful, forward looking.

For teachers, their own enhanced knowledge and advanced skills are resources for fostering student learning and developing their capability. For these resources to be enriched and kept up to date systematic, structured lifelong learning is needed. This need, however, is not as yet adequately acknowledged in the practices of the teaching profession²². It is noteworthy that more than 90 per cent of respondents to the questionnaire believe it is important for all teachers to take part in structured, continuing professional learning (Data Source 2, Section 3.6). In their mapping report of school teacher professional development, surveying approximately 6,000 teachers nationally, McRae et al reported that some 60 per cent of teachers gave 'very high priority' to professional development. Allowing for differences in sample size and the significance that may be given to 'very high', teachers in their first ten years are rating continuing professional learning as a higher priority than the profession as a whole²³. Across the country, new curriculum frameworks and new pedagogical strategies that are being created and put in place can enable teachers to prepare students for full and active participation in the knowledge society, as citizens and for responsible, fulfilling personal lives. Teachers need not only a depth of knowledge but to be broadly educated in order to make a professional response, to be able to make constructive adaptations and to

²² Chapman, J., Toomey, R., Gaff, J., McGilp, J., Walsh, M. Warren, E., and Williams, I. (2002) *Lifelong Learning and Teacher Education*. Canberra. Higher Education Division, DEST.

²³ McRae, D., Ainsworth, G., Groves, R., Rowland, M., Zbar, V. (2001) *PD 2000 Australia. A National Mapping of School Teacher Professional Development*. Canberra. Commonwealth Department of Education, Training and Youth Affairs. Ch.5

contribute their own expertise to continuing development of the curriculum frameworks and pedagogical strategies. *Whether in practice this happens depends on the degree to which classroom teachers are directly involved in these innovations, on consistent, long-term strategies for teacher professional learning by education system, and on the commitment by the teaching profession to its own continuing development.*

4.5 Toward role differentiation: para professionals and the issue of interrelated service provision

Teachers believe that their distinctive expertise is most relevant to the designing, structuring, managing, supporting and assessing of clearly focused classroom learning, albeit within the broad parameters of contemporary curriculum frameworks and guidelines. Role diffuseness is where teachers indicated they would be happy to have support, for example through more classroom assistance, home-school liaison, specialist support for difficult children and evidence of understanding of the teachers' world by employers. Teachers also frequently expressed dismay at the increasing load of administrative requirements and accountability. This was not so much a repudiation of the need for these measures as a plea for more assistance in addressing them. Their fundamental requirement was time to teach, to be face to face with their students²⁴.

In actual hours of teaching, preparation and follow-up, teachers may not be experiencing more than other professionals. In law and accountancy, for example, very long hours at the desk are common. In nursing and media/ communications, 'unsociable' hours are normal. But, with a minority of exceptions, nor are teachers experiencing fewer demands. Rejecting the common public misconception about the short teaching day and long teachers' holidays, teachers state that they work long hours outside required school attendance - while allowing that some members of the profession do not. There is in fact room for considerable choice over the amount of time, beyond prescribed classroom hours, that teachers devote to their professional responsibilities. *Many teachers in interviews, as is to be expected in the first years of any responsible job, commented on lack of time, fatigue and the constancy of requirements. More can and should be done to alleviate these pressures and help new teachers manage them. What is also significant is the increased visibility of the teacher and the need for teachers to become adept at performing, in a more public manner than hitherto, the wide array of roles now commonly expected of them.*

Whether these expanding roles and needs reflect large scale societal change and the breakdown of social structures, as many teachers believe, or a deeper awareness of the need for educators to better link their work to the dynamics of a changing society if they are to be effective in their teaching, the outcomes are much the same. Teachers are perceiving needs, and they do not believe that in general they are well placed either through training or in their school settings to address many of them. *This is not an issue for education alone. Better procedures are needed to more closely interrelate the key services – health, social welfare, community development and education. But there is a question to address about ways to frame precise teacher responsibilities, to better differentiate roles, and to deploy a wider range of personnel in classrooms in addition to the four-year trained professional teacher.*

The issue of para professionals - including teaching assistants or aides - is relevant here, as is that of the various specialist roles that are being performed by designated staff members.

²⁴ Data Sources 2 (section 2) and 3 (section 2.1.3).

The most conspicuous examples of specialisation which support teachers are counselling, expertise in literacy, numeracy, IT and behaviour management, disability support and community liaison. Classroom teachers generally value these supporting roles, whether as full time appointees or in combination with part time teaching or in the form of voluntary assistance, mainly by parents and carers. Similarly, teachers value teaching assistants – and whenever the topic was raised, primary teachers especially sought more extended and more frequent support in the classroom.

The fundamental changes now occurring in the ways knowledge is structured, accessed and used suggest that the traditional role of the teacher in selecting and dispensing knowledge could become redundant. What is not redundant is the role of emotional support, inspirer and organiser of learning and manager of diverse learning situations. But for these tasks the teacher could be drawing more on a range of personnel, not with teaching qualifications but with experience with handling children and working with young people, with substantive knowledge, and so on.

4.6 The school as a workplace

While there is considerable variety in the physical settings, size and facilities of schools across the country, they still all largely conform to a mode of organisation whereby students work in individual classrooms in class groups under the responsibility of individual teachers. Team teaching remains relatively rare, although team planning for groups of students (e.g. year level) is not uncommon. Flexible learning spaces were observed in newer schools, but not always used imaginatively. Libraries/ resource centres provide space for students to pursue individual and group activities. The school day remains essentially timetabled into a sequence of periods of study, even at primary level, although these vary in length in different schools. During playtime and lunchtime teachers are commonly rostered for duty.

During school hours secondary teachers may have direct class contact for between two thirds and three quarters of the scheduled time (e.g. 22 out of 30 periods per week), whereas contact hours are virtually continuous for primary teachers except where specialists are rostered for the class. In the 2002 national *Ethic of Care* study, just one quarter of teachers reported a reduced teaching load during their first few weeks of teaching²⁵. Precise data are not available for the present study but it is a fair conclusion that reduced teaching loads for new teachers are not the norm across the country.

Not all schools have access to relief teachers (particularly in country areas) or funding for them and teachers tend to cover for each other on an informal reciprocal basis for unscheduled absences (e.g. to attend a funeral, or an unanticipated meeting), dependent on individual school policy. Teachers generally organise work for their classes, even when off sick.

School hours, then, are core attendance time for all teachers; after school activities, camps etc. are at fixed times, but teachers are generally requested rather than obliged to participate; beyond this teachers have flexibility when they choose to schedule additional

²⁵ Tasmanian Educational Leaders Institute (2002) *An Ethic of Care. Effective Programmes for Beginning Teachers*. Canberra. Quality Teacher Programme. Commonwealth Department of Education, Science and Training, p.59.

work (e.g. marking, planning). There is flexibility both on a daily/ weekly basis and over the school year, with alternating patterns of term time and holiday time for students.

While finding the overall workload very heavy, teachers in their early career years – and particularly career change teachers and those with children – value opportunity for daily flexibility and flexibility over the school year. By contrast, lack of flexibility within the school day was noted particularly by those with experience of more flexible work places. Much criticism was voiced of the largely unrewarded additional duties which were seen to fall disproportionately to the newer teachers.

Most teachers find the social setting of the school a good place for adults – many secondary teachers enjoy knowing the adolescents they taught as people, and the access to youth culture. Both primary and secondary level teachers enjoy the collegiality of other staff, although some find they have less time for adult interaction than they would like. Teachers commented on the vitality and change in the job and the setting: 'every day is different – one never knows what to expect'. For most teachers, on the evidence of this study, schools are certainly not seen as boring workplaces.

While much of the above reflects job satisfaction, the physical settings in which teachers work are quite variable. Resources were frequently identified in interviews as problematic. A few teachers (and not just primary level teachers) mentioned having themselves painted their classrooms, and paid for the paint. Clearly the physical environment is seen as important, and even within a single education system, the unevenness of resources actually available is striking. Schools, understandably, tend to put resources first of all into spaces for students; working spaces for teachers tend to be lower on the priority list, and it often appears to be a matter of making the best of residual spaces rather than planning with teachers' needs in mind. *More attention to high quality work places for teachers, with attention to ensuring good collegial working environments and suitable spaces for interacting with parents will indicate to teachers that they are valued professionals – an important factor in maintaining professional satisfaction and retention.*

4.7 Constructing the future school

At the level of ideas and policy, there is evidence of an important change - schooling is being transformed from a model of transmission of pre-defined content and the methodical cultivation of long established skills and habits of mind into a much more fluid and interactive process of knowledge construction, critical reflection, experimentation and variable practical competence. The shift is toward the cultivation of the practical intelligence of 'why', 'how to' and 'with what effects'. Behind these changes is the notion of school as itself a pattern **of** as well as **for** future life.

Two illustrations of this sought-for transformation encountered in site visits and meetings in the course of this study are the pilot programmes of 'New Basics' and 'Productive Pedagogies' in Queensland and the system-wide K-10 'Essential Learnings' in Tasmania.²⁶ Changes of direction in curriculum and pedagogy are occurring in all states

²⁶ Education Queensland (2002) *Destination 2010. The action plan to implement Queensland State Education – 2010*. Brisbane. EQ; New Basics Project <http://education.qld.gov.au/corporate/newbasics>; Productive Pedagogies http://education.qld.gov.au/public_media/reports/curriculum-framework/productive-pedagogies; Department of Education, Tasmania (2002) *Essential Learnings*. Hobart. DET (package including *Essential Learnings*

and all sectors, albeit at varying paces and with varied coverage. Common to all and therefore important for the future school are widely endorsed curricula and pedagogical principles:

- *a shift toward inquiry-based learning as the modal operation for classrooms;*
- *critical reflection on existing knowledge and customary practice including students' own beliefs and practices;*
- *the use of formally constituted subject-matter as a resource for student-focused discovery learning, testing and application;*
- *deployment of a wide variety of teaching-learning strategies in recognition of individual and cultural differences and the principle of inclusiveness;*
- *emphasis less on a 'covering the ground' (predetermined) syllabus and more on depth of understanding and capacity to use knowledge and skills in identifying issues, solving problems, making and doing;*
- *a progressive shift away from detailed syllabus prescriptions (inputs) and toward specified learning outcomes and supporting strategies of teaching and processes of learning ('output-process');*
- *the rediscovery of the fundamental importance of teachers' knowledge of pedagogy.*²⁷

The above features of change directions in curriculum and pedagogy are comparable to the elements identified in influential studies and analyses of processes characterising progressive, learning institutions and organisations in contemporary knowledge-rich, knowledge-intensive societies and cultures²⁸. In all such analyses it is the capacity to know how to learn and the ability and desire to continue to learn, whether by individuals, organisations, communities and whole societies, that are crucial. Whether the changes under way in curriculum and pedagogy will actually fulfil their transformative potential depends on many different considerations ranging from consistent, coherent policies and appropriate resourcing, to the active engagement of school communities, parents, students and teachers. Ideas and strategies are fundamentally important but insufficient in themselves. It cannot be assumed that 'endorsed principles' and system-wide projects and programmes always translate into innovative classroom practices.

Key organising concepts for the kinds of changes being sought in the new curricula and pedagogy are creativity and innovativeness. It is not enough for positional leaders and those in authority to express support for 'the knowledge society' as a direction for educational change; teachers, if they are to foster creativity and innovativeness in students and to display these attributes in teaching, must be prepared, challenged and supported to venture into unknown territory – to make intellectual forays, to be able to admit to ignorance and uncertainty, and to undertake bold experiments in ideas. These are risky, intellectually and emotionally. Breadth of knowledge, imagination, a critical disposition and a sense of belonging to a community of creative people are needed. Certainly, many schools and teachers are moving in these directions. But teachers also have often been

Framework 1, Learners and Learning Provision, Introduction to the Outcomes and Standards).

²⁷ Similar trends – and principles of sound practice – have been identified in two influential international reports: UNESCO (1996) *Learning: The Treasure Within* (the Delors Report). Paris. UNESCO; OECD (1996) *Lifelong Learning for All*. Paris. OECD; OECD (2001) *What Schools for the Future?* Paris. OECD; Hargreaves, D. (2003) 'Policy for educational innovation in the knowledge-driven economy.' In OECD. *Innovation in the Knowledge-Based Economy: Implications for Education and Learning Systems*. Report to Governing Board of OECD/ CERI. April. Pp.64-82

²⁸ Committee for the Review of Teaching and Teacher Education (2003) *Australia's Teachers. Australia's Future. Main Report*. Ch. 1 'Schooling and Innovation'. Canberra. Department of Education, Science and Technology; Chapman, J., Toomey, R., Gaff, J., McGilp, J., Walsh, M. Warren, E., and Williams, I. (2002) *Lifelong Learning and Teacher Education*. Canberra. Higher Education Division, DEST.

seen as implementers of policies devised elsewhere and functionaries in a largely pre-determined and well regulated system, and as guardians of the past. Much depends on school climate and leadership at the school level. The emerging knowledge society presents another kind of challenge. As pointed out in the OECD study of the teaching profession, teachers need to be brought as partners into policy forums.²⁹

However, there is a dilemma. Whereas the broadly adumbrated challenge of the knowledge society and globalisation points towards a highly creative, innovative role for teachers, in their everyday experience what teachers encounter are the much more mundane particularities of a changing, often fragmented and dysfunctional society: single parent families; students and parents aggressively challenging authority; resistance to school learning; and the manifestations of a risk-averse system which seeks accountability and measured outcomes. Teachers, finding themselves caught between two worlds, both omnipresent, have to find ways of constructively responding to immediate demands while fixing their sights on connecting the school to the forces that are transforming the world.

Teachers in schools are the primary agents, together with parents and carers, in enabling students both to understand what learning means for their present and future life, and to value their capability to continue learning as a most precious asset. This is a tremendous challenge, one which many new generation teachers have yet to fully grasp, and schools to re-organise for.

The challenges of the knowledge society impacting upon schools, which teachers must ultimately meet, are those of:

- society-wide innovation, entrepreneurship and creativity;
- the diffusion of ICT and the networked society;
- the continuous formation and replenishment of human and social capital;
- requirements for a continually up-skilled and dynamic workforce;
- the transformation of regions, communities and households into more capable, self-sustaining elements of an unstable, globalised world.

The demands of the mundane world are commonly more direct, more personal, often highly emotional and they are deeply felt by students. Teachers need to be able to help students see that through achievement in learning, in a supportive school environment, they can rise to meet challenges ranging from the local to the global positively and constructively.

Teachers and employers of teachers will need to raise their sights higher. Reform strategies, development projects, and policy initiatives are needed that constantly and consistently elevate teaching as itself a fundamental transformative and creative process and schooling as a model for the future. As shown in the broader literature on job satisfaction, employees are looking, inter alia, for a better mix of work and lifestyle, for more personal contact combined with strong, supportive leadership, for an organisational culture that drives and values performance³⁰. These, too, need to be strong features of the future school, as a fulfilling workplace for teachers. For this to happen, continuing studies are needed of teachers' work within the school and of the role of schooling as a key agent of transformation towards a knowledgeable and caring society - a means of empowering students to live successfully whatever their circumstances. Teachers entering

²⁹ OECD (2004) *op.cit.* pp.140-141.

³⁰ Data Source 1, pp.12-13.

the profession and in their early years certainly need to continue developing skill and competence as classroom practitioners. No less, they need to continue growing in depth and breadth as creative, innovative knowledge workers, constantly developing their understanding as agents of change. There are implications for selection and initial teacher education, for continuing professional learning, for standards that are set for the profession, and for research and educational scholarship.

5. Preparing the New Generation of Teachers: Issues in Initial Teacher Education

*The quality, responsiveness and satisfaction levels of Australia's future teachers are heavily dependent on their experience of initial education and training. 'Like teachers in schools, teacher educators face the challenge of rapid change, new technologies, new work places, new citizenships and the need for pedagogical and curriculum innovation.'*³¹

5.1 Changing patterns of initial teacher education

Over the past two to three decades and in common with other countries, there have been major changes in Australian teacher education, alike in structure and organisation, and in substance. Teaching has been transformed into an occupation for which, with some exceptions (and notably, now, career change entrants with a trade background) four or more years of university level education is generally required. This is a far cry from the days when, for primary and junior secondary teachers at any rate, preparation to teach was a form of craft apprenticeship, with a topping of some moderately theoretical knowledge and a light dressing of general or liberal education.

The introduction of the B.Ed degree, in particular, resulted in a substantial development of the academic component of initial teacher education, changes in relations with employers, and new patterns of practical experience. For graduate trainees there have been changes, which include 18 month and 2 year programmes often including internships. The responsibilities of registration bodies have resulted in new structures and decision-making procedures, which provide opportunities for effective partnerships (school – universities – employers – registration bodies).

Not all of these changes have met expectations. Several employers and school principals have commented on weaker rather than stronger links between them and the university providers. A considerable number of people interviewed are inclined to the view that there should be a reversion to something resembling an apprenticeship – but not a severing of the university link. As suggested in Sections 4.2 and 4.3 above, there is a strong case for re-assessing the teacher's role and developing personnel policies that draw a range of expertise and experience together, rather than assuming that a single, expert professional - 'the teacher' - can or should do it all. Such moves would certainly have implications for initial teacher education.

5.2 Expressed views from the field

The large majority of teachers, principals and school executives, system officials and policy makers regard recent entrants as well prepared to shoulder full teaching

³¹ Data Source 1, p.4.

responsibilities whereas the teachers themselves are often critical of aspects of their preparation, questioning their own ability to assume full teaching responsibilities immediately on appointment. As shown in the responses to the questionnaire survey, teachers generally value the particular pathway they followed in initial training and they perceive value in the transferable knowledge and skills they develop through their university degrees, including to evaluate, critique, reflect on practice and structure their own learning³². But teachers, particularly in site visits, criticised specific aspects, ranging from lack of intellectual rigour, to irrelevant textbook knowledge, lack of time for reflection and inadequate hands-on experience in schools.

There are several issues to disentangle here. When beginning teachers were characterised by principals and others as 'well prepared' it was generally understood that they were up to date and competent in curriculum planning and classroom organisation, had positive attitudes and a fair understanding of schools as organisations and were able to take full responsibility for classes. This does not, however, infer that the positive evaluation covered all aspects of the teacher's role or that satisfaction was being expressed with the work of the universities.

It must be added that in these discussions very few people questioned the traditional model of the teacher as the multi-skilled, multi-functional expert. Observations that were made about initial teacher education and indeed other elements of professional preparation and development almost invariably assumed a multi-functional professional model of the teacher. To this extent, they do not match well the aspiration for a more concentrated role, discussed above. This is an issue calling for further consideration. As matters stand at present, teachers are inevitably required to perform a multitude of often diverse roles.

Two key criticisms of initial teacher education were very frequently made across the country:

- *The lack of preparedness by many new entrants to handle the complexities of students' behaviour, the diversity of individual students' learning needs, including combined year level classes (especially at primary and pre-primary) and culturally different groups (notably Aboriginal students), relations with parents, assessment and evaluation, and the capability required to quickly mobilise classes into effective centres of enthusiastic learning;*
- *The relevance and quality of the course work provided by universities ('theory') as distinct from the component of practical experience in schools ('practice').*

The first of these criticisms echoes recent national questionnaire findings and a variety of state based studies of beginning teachers over the past decade reported in *An Ethic of Care*: the strongest aspects of preparation identified in that study related to the teaching process as reflected in such items as lesson planning, effective teaching and learning strategies, teaching strategies for particular content areas and organising student learning. Areas identified in that study of particular concern were managing student behaviour, inclusion of students with a disability, communicating with parents and report writing.³³

³² Data Source 2, Section 3.4.

³³ Tasmanian Educational Leaders Institute (2002) *An Ethic of Care. Effective Programmes for Beginning Teachers*. Canberra. Quality Teacher Programme. Commonwealth Department of Education, Science and Training

To put this criticism in a broader perspective, it cannot be expected that beginning teachers will immediately be able to display the sort of competence – and confidence – that comes with experience. *The transitional period from the initial course of preparation, into employment and a school posting is crucial – and needs closer attention by all the stakeholders.*

Sound induction programmes and strong professional support by colleagues are widely regarded as necessary, although not always available, to enable beginning teachers to meet the demands of full-time teaching³⁴. The four years or so of initial university education and training – or its equivalent for mature age entrants – is a foundation, not the whole edifice of professional preparation. Within the university programme, extended periods of immersion in schools – not only in the form of teaching students in classes – is occurring and is highly valued by teachers in training. So too are the efforts universities have made in the design of training programmes to increase the number, duration and variety of such experiences.

The universities, no less than the schools and teachers, acknowledge the importance of the school experience element of training. However, teacher educators in interviews pointed to difficulties they face in further expanding this component. These include funding, internal decision-making procedures that may be university-wide, organisation of supervision, and gaining the active involvement of a sufficient number of suitable schools for placement of student teachers (Box 7)³⁵. *There is strong, general agreement that a greater concentration on the school experience component would be beneficial; this reflects contemporary views and developments in many industrialised countries as reported in a current study by the OECD on attracting, developing and retaining effective teachers³⁶. What is not clear is how this can be achieved under present arrangements. Arguably, more radical solutions are needed, including new models of teacher education grounded in equal and fully operational partnerships between schools, universities and employers.*

³⁴Data Sources 2, 3; Tasmanian Educational Leaders Institute (2002) *ibid*; Martinez, K. (2003) 'Mentoring new teachers: Promise and problems in times of teacher shortage' *Australian Journal of Education*. 48 (1) pp.95-108.

³⁵ This was flagged as a particular challenge for campuses in regional areas where distance is a major consideration between schools.

³⁶ OECD (2004) 'Attracting, Developing and Retaining Effective Teachers. Synthesis Report: First Draft'. Directorate for Education. Education and Training Policy Division. 4 June. Mimeo.

Box 7: Changing Contexts, Continuing Challenges for initial teacher education

Context

- A broadening market (international, interstate students), hence more generic courses, less focus on curriculum and other practical requirements for specific systems;
- Increasing numbers of career change entrants;
- Students commonly have part-time jobs while studying, rendering them less mobile for extended school placements and their financial implications;
- Demand by students for shorter programmes (because of cost);
- Current strong levels of demand by students for teacher education programmes;
- Developing roles for both established registration bodies and teaching institutes in accrediting initial teacher education programmes.

Challenges

- Within universities, competition across faculties for HECS places;
- Getting innovatory courses through the academic system;
- Ensuring suitable staffing for courses (lack of recent school experience among many current staff; forthcoming retirements due to age structure of many teacher educators; university salaries unattractive by comparison to senior school staff salaries; some institutions use current teachers in evening classes, or on fixed term secondments);
- Placements for students (especially in regional areas; reported resistance by teachers to accepting trainees, particularly those in the early years of their courses);
- Paying for practicum (although allowance per supervising teacher is modest, total cost for university department/ faculty is a substantial consideration);
- Low to modest standing of initial teacher education courses by comparison with advanced studies and research within education departments/ faculties; and of education departments/ faculties within universities;
- Meeting students' expectations and needs for relevant theoretical foundations and practical experience;
- Establishing continuing partnerships with educational authorities and schools (impact of inflexible funding arrangements; lack of continuity of vehicles for partnerships (including designated programmes)).

Among universities visited in the course of this study a number of innovatory programmes pointed the way to new partnerships and linkages which move beyond traditional school boundaries or which conceive the teaching role in a new light (Box 8).

Box 8: Examples of innovative partnerships and linkages in initial teacher education courses in institutions visited

Knowledge Building Communities (KBC), University of Wollongong

A primary level three-year programme (leading to B.Teach) organized around problem-based, active, collegial learning, dominantly in a school setting. Conceives teaching as a collaborative, team effort, and students model this throughout their course.

Bachelor of Learning Management (BLM), Central Queensland University

Undergraduate four year P – 10 programme. Rethinking the professional role – from the teacher to the learning manager; a new relationship to schools with students undertaking a variety of practical roles from beginning of course. Internship. Learning managers are not limited to school settings.

Accelerated Teacher Training Programme (ATTP), Charles Sturt University

18 month graduate level programme (or 2 ½ year part time). Designed to enable career change trades people based in rural communities to qualify as secondary TAS (technical) teachers through distance mode course. Internship.

Double degree and end-on middle years focus, University of Queensland

Programme to qualify teachers to teach across upper primary/ junior secondary levels; flexible routing, either as part of double degree (e.g. B.A. B. Ed) or as accelerated 18 month graduate entry course (e.g. B.A. B. Teach.). Common elements between the two pathways enable student groups to mix. Internship.

Bachelor of Human Movement, University of Tasmania

Four-year undergraduate course, which equips students for careers in a variety of human movement fields, including but not limited to health and physical education teaching (K-12). Practical experience includes a variety of settings beyond schools.

Master of Teaching (M.Teach), University of Sydney

Condensed eighteen month graduate end-on programme with emphasis on secondary level teachers with strong focus on teacher as reflective practitioner; includes an action research project, concluding with internship.

Master of Teaching (M.Teach), Notre Dame University

Two year end-on programme includes school based instruction element in which study of teaching methods and school practical experience undertaken at same time to enable closer integration of theory and practice.

Early years education, Edith Cowan University

The B.Ed.(Early Childhood Studies) qualifies students to work with young children 0 – 8 years. The 4-year full time course includes practical experience in childcare centre, kindergarten and junior primary schools. Semester long internship in final year by negotiation.

Dissatisfaction with aspects of initial teacher education and exploration of alternative models is not specific to Australia. It is high on the education agenda in several other countries. For example, and following work done in the 1990s by the national Committee for the Advancement of Teacher Education (CATE), the Teacher Training Authority (TTA) for England and Wales is supporting tighter central control over the provision of training

places, challenging the monopoly of tertiary institutions as the providers of initial teacher education with the school-centred initial teacher training (SCITT) and the graduate teacher programme (GTP) both of which give a stronger role to the school-based element of initial teacher education. While higher education institutions remain the providers of the bulk of new entrants to teaching (some 85 per cent), their programmes – in particular their pattern of partnerships with schools – have undergone considerable rethinking and reshaping in recent years. Achieving a new partnership balance is not straightforward particularly with regard to the capacity of schools, as distinct from higher education institutions, to provide subject content learning and theoretical and research underpinnings of professional knowledge for trainee teachers. The TTA acknowledges this, and their programmes continue to evolve year by year. Whatever the specific nature of the balance, it is evident that stronger working partnerships between schools and universities are the goal³⁷.

The Israeli Ministry of Education aims to attract into teaching students with exceptionally high entrance scores by offering them an individually tailored and challenging programme in the expectation that these students (some 5% of the cohort) will eventually become educational leaders. Students have an accelerated programme with a mix of regular and tailored courses, self-study and tutorials, with the fourth year an induction year. The selected students are provided with full scholarships and priority in job appointments. Initial results show high satisfaction among participants and extensive integration into the teaching profession³⁸.

In both the Flemish and French communities in Belgium adult education institutions offer very flexible forms of enrolment for teacher education, with no fixed entry qualifications. Many students are mature-age, often in the process of changing careers, and combining teacher training with other jobs or with employment as unqualified teachers. Teacher education in Sweden includes a substantial component of some 20 to 30 weeks in which trainees work with a teacher team at a particular school to become familiar with the various duties of a teacher or teacher team within the school. This programme involves close co-operation between the school and the university or college, and includes a research-based component linked to students' academic studies³⁹.

Other professions provide various models of both initial and continuing professional preparation which could usefully be mined. *A key difference between teaching and several professions is the role played by professional associations in the accreditation of new entrants to the profession, and overseeing their continuing professional development.* In accounting, business and finance, for example, CPA Australia accredits a range of bachelor level courses for purposes of associate membership, and offers its own initial professional qualification at post graduate level by distance education in association with some four to five universities across the country. To qualify for CPA membership, associate members must not only complete six elements of the CPA programme within a five-year period, but also complete three years' mentored work experience. Following this, 120 hours of structured continuing professional development over each triennium is required to maintain membership⁴⁰. While the employment patterns in teaching are significantly different from those in the private sector of the accounting, business and

³⁷ Data drawn from: meeting with senior officials of Teacher Training Authority, London; a visit to the Primary Catholic Partnership, Southampton, a designated SCITT (www.pcp.scitt.org.uk); and a school network visit with a staff member of University of Surrey Roehampton, School of Initial Teacher Education. May 2004.

³⁸ OECD (2004) *ibid*.

³⁹ OECD (2004) *ibid*

⁴⁰ www.cpaonline.com.au/cps/rde/xchg

finance world, current moves Australia-wide towards strengthened registration procedures and new institutes of teaching offer greater possibilities for professional involvement in teacher professional formation.

A further trend in professional preparation in some fields, for example in media and communication and in law, is that towards a broader and more generic approach to professional competence at the initial training level. This is in recognition both of the diversity of entrants and the varied career pathways individuals will take and of the flexibility they need to exhibit in the contemporary labour market. To some extent this trend is apparent in certain teacher education courses (for example, the Bachelor of Learning Management at Central Queensland University). In all four of the professional fields from which some comparative data were sought in this study, changes are occurring in initial preparation of entrants.

5.3 Teachers' professional knowledge base

The formation of the teacher provides the basis of the profession, and profoundly affects the image and standing of the teacher. Teachers' professional knowledge is of crucial importance to the whole society, but is seldom discussed or articulated beyond specialist professional or academic circles.

A complex issue in initial teacher education, and one that may be less well understood than the value of school experience for trainees, is the kind of knowledge that constitutes the teacher's professional knowledge and the best ways to develop this in the course of university education. As outlined by Mayer: 'The knowledge base for teaching typically encompasses knowledge of content, learners and learning, general pedagogy, pedagogical content knowledge, curriculum, context and self'.⁴¹ While there appears to be general acceptance of this schematic framework, differing views were expressed in interviews, focus groups and questionnaire responses about how it should be expressed as the 'theory' component of initial teacher education, and about the value and effectiveness of what is being taught. Also, some teachers, principals, system officials and teacher educators raised the question of the breadth of understanding as against specialist technical competence in teacher education. However, the knowledge most teachers value – apart from curriculum and pedagogical content knowledge – has a strong transferable skills component: organisational management, communication, learning how to learn.⁴² These elements of teacher education they value highly. At the same time, as discussed further below, they are critical of what they understand by 'educational theory'.⁴³

Changes in curriculum frameworks and trends in pedagogy across Australia are giving less emphasis than in the past to the assimilation of established bodies of content, in the form of declared facts, beliefs, concepts, theories, formulae etc – 'knowing that such and such is the case' – and more emphasis to 'know how', to the students' own constructions, whether of ideas, hypotheses, concepts or materials, to student-led inquiry, experimentation, reflection and analysis. Due to the influence of social theorists Donald Schon and Jurgen Habermas and their followers in the 70s and 80s and, earlier, the philosopher John Dewey, teacher educators have nominated *critical reflection on practice* as a key organising

⁴¹ Data Source 1, p.4

⁴² Data Source 2, Section 3.4.

⁴³ Data Source 2, Sections 2.1.9 and 2.1.11.

concept for theoretical studies for trainee teachers. 'Constructivism' as a philosophical, psychological and sociological concept derives from these and a wide range of authorities. It appears that many of them are rapidly glimpsed – and quickly forgotten – by trainee teachers taking a succession of semester units of study.

Drawing diverse intellectual traditions and bodies of theoretical knowledge together for purposes of understanding education and reflecting on the process of teaching and learning is a formidable task. It is significant that criticisms similar to those made by trainees, teachers, and others in education are made of initial preparation programmes in other fields – law for example – and that strenuous efforts are being called for to reformulate professional knowledge in a general shift from 'content' to 'process', including processes of communication and patterns of relationship. New theoretical underpinnings for professional practice are being sought, and this is a feature of changing concepts of knowledge and uses of knowledge in contemporary society. It is perhaps not surprising, then, that while most teachers regard curriculum studies and the understanding of students' learning processes and behaviour as of central importance, the large majority interviewed found it difficult to conceptualise the theoretical foundations of their professional practice and were mostly highly critical of that aspect of their preparation. The issue, it seems, is that of finding the right key, or rather keys that teachers can understand and appreciate.

Clearly, teachers need a basis of subject expertise, appropriate to the whole scope of the curriculum in primary schools and to their areas of subject specialisation in secondary schools (although 'subject' is being redefined as a process of critical engagement with a field or structure rather than a body of facts and processes, underpinning a discipline). Middle schooling presents a special challenge in that subject content – however defined – is a mix of the greater specialisation of secondary teaching and the breadth and interconnectedness of primary teaching. There are, nonetheless, differing views about the nature of subject content, the value and uses of different kinds of knowledge – and the theoretical underpinnings of pedagogy. *Teachers as knowledge workers responsible for planning and delivering curricula in schools and aiding and assessing students' learning have decisive roles to play in mediating students' knowledge processes – through their interpretation of curriculum frameworks, their understanding of the settings and contexts in which students learn and their insights into learning processes and the uses of learning in the contemporary world. For this, they must have a very high level of competence, in defined areas of the curriculum, which includes their own knowledge and understanding of what to teach, and in pedagogy. They need to know how and why students learn – not in abstract terms, but in the environments of school, home and community. No less, teachers must be able to articulate their educational beliefs and make sound moral judgements.*

On the evidence of this project, the study of educational theory for most people preparing to teach has frequently been neither sufficiently stimulating, intellectually, nor of perceived value in their subsequent careers as teachers. On their testimony, theory for beginning teachers needs to be more intellectually challenging, engaging, and integral with their experience, specifically of their own professional practice - and grounded in the rich experience of schooling that the teaching profession itself has.

Teachers must be able to make well-grounded judgements not only about what to teach to achieve desired or prescribed outcomes, but particularly about how best to teach in the lifeworld of the classroom. These judgements need to be informed by an understanding of

learning processes and a considered rationale for choosing different pedagogical strategies. Teachers need to map student learning against curriculum requirements and must, every day, be engaged in designing learning opportunities to enhance and appraise both the processes and outcomes of learning as experienced by their students, individually as well as collectively. They must be able, in Schon's terms, to be able to reflect **in** practice but also **on** practice.⁴⁴ But this is not all.

Teachers are much more than technicians, applying tried techniques that are believed to work. As high-level knowledge workers in a knowledge society, their mission is to be firmly and clearly on the pathway toward depth of understanding, conceptual mastery of teaching and, more broadly, thorough-going grasp of educational principles and their rationale. In short, for their own professional authority, they need in relation to the domain of teaching what they are now enjoined to develop in their students ('deep understanding', 'conceptual mapping', inquiry, constructivism ...). Routine and habit in teaching are the enemies of this.

However, in response to the questions – what is the knowledge that teachers uniquely possess, what kinds of theoretical understandings underpin teaching, and how well did university education succeed in developing their understandings - most teachers found difficulty in formulating responses other than making strong, negative and often superficial criticisms of the 'theory' component of their university training. *Beginning teachers do not lack practical ability or reflexivity, either in their own eyes or those of principals and senior colleagues. But from the evidence of the level of discourse in the focus groups, teachers frequently struggle to articulate their knowledge and explain their actions with reference to either research or higher order theoretical constructs.*

An issue, therefore, is the extent to which teachers in the early years of teaching have the ability or indeed as some would argue the necessity to articulate and communicate the intellectual underpinnings of their craft. That this is a longstanding perceived weakness in teacher education is evident from data from the longitudinal study of professional formation by Anderson. He notes that, in the late 1960s, whereas by the third or fourth year of their initial courses students of law, engineering, medicine and dentistry 'displayed a striking self-confidence in discussing professional issues', 'teachers were different... compared with other professions, they were less confident about professional issues.'⁴⁵ Whether limited 'confidence about professional issues' is a serious weakness is of course open to debate. It could be argued that teachers show strong, healthy scepticism or appropriate critical-mindedness. At least there is an issue to address which, in the context of the present study is raised in the form of a query: what is teachers' professional knowledge and how well are they being prepared to articulate it? The standing of teaching amongst other professions can only be enhanced by the capacity of its practitioners to present their professional knowledge articulately and confidently.

In their first year or so in the classroom, teachers must establish an identity for themselves as capable practitioners in a very direct sense. Criticism of those elements in their preparation, which do not obviously and immediately provide guidance and illumination is natural, but it should show at least a preliminary understanding of what kinds of theory

⁴⁴ Schon, D. (1983) *The Reflective Practitioner*. New York. Basic Books.

⁴⁵ Anderson, D. (2004) 'Background Notes to the Proposed Follow-up of the Teacher Component of a Longitudinal Study of Professions: 1967 – 2004.'

and research evidence do matter. Criticism of course may be moderated by later experience and a few teachers interviewed did make this point.

Most beginning teachers report acute time pressure in meeting day-by-day requirements: 'survival' in the classroom is a commonly voiced expression of their concern. Nevertheless, as research-based and experiential knowledge about children's development, mind sets, learning, overall behaviour, family life and life chances continues to evolve and system-wide changes are made to many aspects of schooling, teachers need to be able both to deepen their understanding of the craft of teaching and to explain and justify their actions through reference to well-grounded theoretical knowledge. *Their reflection on practice should connect the day-to-day realities of the classroom with the growing knowledge base of pedagogy and the continuing evolution of educational ideas. These are reasonable expectations of high-level professions in the knowledge society. But on the evidence of this study they are not being sufficiently met in the teaching profession.*

Teachers need these capabilities in order to communicate effectively with parents and communities that are themselves attaining higher levels of formal education. Most of all they need them in order to understand and evaluate their own work and to develop an understanding of what can be made to work better. Teachers need to understand the models and innovations they are being encouraged to adopt and be able themselves to appraise and moderate their own teaching. The issue being raised here is just how important are well grounded and clearly articulated theory and research-grounded knowledge in laying the foundations of articulated professional understanding and capability? Should this be a basis for the classroom teacher's engagement in the construction of the future culture of schooling and in developing the kind of education which is needed for a dynamic, creative knowledge society?

At present, most teachers in their first ten years do not perceive the relevance of much of their formal study at university. They generally - on the evidence of this project - show little readiness to relate research evidence and systematic educational knowledge ('theory') to their practice. In their minds, at least, initial training has not succeeded in demonstrating a relevant, convincing 'theory of practice' (as distinct from on-the-job learning) which conjoins the various components of preparation to teach: general education, subject specialisation, curriculum studies, learners and learning, pedagogy, school experience and personal evaluation.

There are in the faculties of education scholars, researchers and highly experienced and knowledgeable people, many with recent or current school teaching experience who are striving to make these connections, to develop forms of relational, contextualised knowledge and understanding through which trainee teachers can analyse their own ideas and reflect knowledgeably and critically upon their practical experience. But since the large majority of the teachers interviewed simply do not value or see the relevance of what they have studied in the university, there is a very real gap to bridge. A number of teacher educators have expressed their agreement with the teachers' appraisals.

The semester unit model of teaching now widely practised in universities is queried by some critics, both within universities and among school teachers, on the grounds that it fragments study and can degenerate into a superficial overview - e.g. 'theories of learning' or 'theories of behaviour management', canvassed in a one semester course taken in combination with other fragmented courses.

It may be that there is not sufficiently close practical (as distinct from formal) involvement of the schools and the education authorities in overall planning and development of teacher education programmes – although there are certainly excellent examples of such collaboration. Or perhaps too little use is being made of fora in which searching, critical dialogue can be developed through sustained partnership, among the key players. However, it is not just a matter of partnership. Sustained intellectual effort is required, including more intensive study, and this must include a readiness to rigorously appraise existing courses and programmes – as an intellectual endeavour and not only to meet formal registration requirements.

Difficulties internal to the universities were reported in interviews. It was stated, for example that because education faculties must operate within overall university procedures, academic acceptability of innovative degree programmes cannot be assumed. Other difficulties identified by teacher educators include budgetary constraints on extending school placements, pressures on staff in a professional department or faculty where there are heavy fieldwork demands - and so on. Nevertheless, there are promising innovatory programmes among those identified in Box 8, and doubtless others which could be more thoroughly analysed and given greater prominence in further work. This could perhaps be one of the functions of the recently established National Institute for Quality Teaching and School Leadership.

What seems to be needed is the construction of more intellectually powerful partnership models of teacher education which would include a constructive reappraisal of the university courses as well as the role of participating schools. These could be achieved through a shift of the locus of teacher education more towards the schools, with increased direct involvement of current, experienced teachers in delivering teacher education within the schools themselves. Such a shift would inevitably require a rethinking of the overall study programme; it should not be seen as merely a means of shifting responsibility or making teacher education 'more practical'. Not all schools – indeed probably only a relatively small minority – would be in a position to provide the right settings including a base for university operations. But that is no impediment to innovation. Also of value would be closer working relationships among the various innovative programmes in teacher education which feature close working partnerships with schools at all stages in the design, development and delivery of teacher education, and the assessment of the suitability of trainees to enter the teaching profession. But perhaps the greatest need, at present, is an intellectually rigorous review of what is being taught as 'educational theory' and its relationship to the practicum and the practice of teaching. Such a review should not be confined to the educational community, but bring in other traditions of inquiry and bodies of practice.

What applies to initial teacher education applies, with appropriate adjustments, to continuing teacher education. Where practising teachers can generally come into closest contact with innovatory practice, new ideas, research findings and advances in educational knowledge is in well planned professional development programmes, and in working towards advanced, specialised qualifications such as university diplomas and higher degrees. There are also well functioning R&D networks which involve teachers, teacher educators and researchers in order to foster and facilitate the exchange of experience, experimentation and collaborative projects.⁴⁶ Formal requirements do exist and are

⁴⁶ For example, the Project for Enhancing Effective Learning (PEEL), a non-systemic and unfunded network of teachers and academics concerned to challenge the prevalence of passive, unreflective, dependent

widespread, notably professional learning days built into awards and as required by particular employers whether at the school or system level. *It is questionable, however, whether either present provision or participation in continuing professional development amounts to comprehensive, career long development for all members of a key profession in the knowledge society.*

6. Employing the Teacher

6.1 Induction

Teachers' experience in the initial years of teaching has a major affect on career aspirations and longer-term commitment to the profession. Although much can be and is learnt about professional life and expectations in initial teacher education, it is the intensity of school life – and the rewards and setbacks of those early years – that teachers point to as strong determinants of their professional self image and longer-term commitment to teaching. A greater concentration by employers on how these early years are structured, and how teachers respond, would be a sound investment. As already indicated, there is a gap to fill in career mapping.

For beginning teachers, and usually confined to the first year, some kind of formal induction is standard practice. This is both a form of initiation and potentially at least the first stage of continued professional learning once probation requirements have been met. But in practice the experience is highly variable. Moreover, those teachers who begin their careers on a series of temporary and short term contracts often miss out on programmes that do exist, at the time when they most need them.

The nature and the quality of induction programmes vary widely: from nothing more than a brief, formal introduction to the rules, procedures and resources of a single school, to systemic provision at the district or regional level, to more substantial mentoring and 'buddy' arrangements within individual schools, to systematic career planning and support. For decades, studies and reports have advanced arguments for a more comprehensive model, involving all of these elements and available in practice to all new entrants. To achieve this would require the establishment of a more substantial structure than exists at present, system-wide and including school-based teacher mentors or educators. Yet there is, now, an expectation across all jurisdictions and systems that such a structure should be fully operative. In practice it is not.

Most beginning teachers still have much to learn about becoming a fully competent professional. Practically all teachers benefit from well organised programmes which are in effect continuing their professional learning. Induction arrangements are generally appreciated by teachers – as far as they go. In responses to the questionnaire survey, many teachers expressed satisfaction with existing provision. However, in focus groups, significant numbers declared themselves to be inadequately prepared to take full responsibility for classes. Most of them seek lighter teaching loads (beyond the present, modest reductions of load in industrial awards in some jurisdictions) and more systematic

student learning; established in 1985. Submission No. 234 to Review of Teaching and Teacher Education, 2003 www.dest.gov.au/schools/teachingreview/submissions; the National Quality Schooling Framework, which is funded through the Australian Government Quality Outcomes Programme, is an interactive, accessible web-based tool to support Australian school leaders and teachers to implement innovative and evidence-based school improvement projects.

collegial support in meeting the requirements of the job. Those teachers most satisfied with induction are in schools either with significant mentoring arrangements in place or where teachers work as an integral part of teams within the school (e.g. year-based teams at junior secondary level).

For strengthening the quality of their work and as a way to reduce attrition, consideration should be given to more systematically structured ways of supporting teachers in the first year or so of teaching. There should be a continuum of learning and structured experience bridging the training period and early professional life. This view is supported in policy statements and numerous initiatives around the country to develop induction programmes at district or regional as well as school level and to foster mentoring. Implementation does not always meet declared policy. Entry to teaching should not be a sudden shock for which beginning teachers feel unprepared. For graduates in end-on one or two year diploma/ degree programmes, time is obviously foreshortened but, as a number of universities have recognised, the way ahead is to tip the balance more towards school experience. Some are now devoting the whole of the final term to a kind of internship. Beginning teachers warmly welcome the opportunity internships provide to experience the full range of responsibilities of a classroom teacher with the standing of a virtual full time member of the school staff. Internships should be seen as part of a continuing process of entry into and early development of a teaching career.

At issue is whether the newly qualified teacher should be regarded as fully professionally formed (i.e. a full teaching load, little or no further help) or, as in other professions, a neophyte at a significant, but early stage of professional formation, requiring further support and training, possibly over several years. Endorsement of the latter view is evident in the criteria now being established for teaching standards. These should explicitly recognise that the teacher is still becoming a fully-fledged professional for several years after entry. In accountancy and nursing, for example, formation of the neophyte professional is seen to extend over several years of initial experience, beyond the formal academic qualification.

6.2 Career pathways

Two dominant patterns of teaching career and one 'recessive' pattern have emerged (Box 9).

Box 9 : Typical Career Pathways into teaching in Australia

- teaching **as** a lifetime, continuing career, with which are associated (relative) permanency or security of employment, and possibility of progression through to positions of seniority in the school or other sectors of education;
- teaching **within** a lifetime career, either through career change into teaching, or as an occupation which people enter into with no definite idea of staying beyond a few years, and may leave for other employment;
- teaching as **casual and/or insecure**: either part time casual, temporary by choice or the experience of those numerous teachers who wish to obtain permanency but for one reason or another have had what may be many years of temporary appointments.

The three pathways are distinctive and there are variations within them. Policies and career formation and planning procedures need to acknowledge the differences, including differences in the expectations made of the teachers and their career interests and needs. Two of the three career pathways outlined in Box 9 leave beginning teachers as a group prone to leaving the profession relatively early. Their career development requirements are in many respects different from those who from the outset are in reasonably secure positions and who are projecting a recognisable career trajectory. These differences should be clearly recognised in supportive personnel policies.

It is not possible to give definite estimates of the proportions of teachers in the different career pathway categories. Apart from the issue of data availability including privacy considerations, career attitudes can change and may mask a considerable degree of ambivalence. For example as indicated above, many teachers have expressed a commitment to a lifetime career in teaching, but made this conditional on job satisfaction. This element of conditionality emerged strongly in questionnaire responses and was confirmed in interviews and focus groups. Also some teachers express unwillingness to do what is required to achieve permanency, e.g. in the Western Australian government system, three years in a clear vacancy - which most commonly means in a country location. *It follows that there is a greater likelihood of retaining more people in teaching if they are provided with opportunities to express and review their career aspirations and where employment conditions can be brought closer to individual expectations and needs.*

What is unknown, however, is how different the current attitudes of new teachers are to those entering the profession during the past two decades. Comparable data are unavailable since, although the teaching profession is reasonably well researched, longitudinal studies on this theme have not been conducted⁴⁷.

6.3 Appointing and allocating teachers

Teachers in government employment are centrally appointed in all states and territories except Victoria, but with some variations, e.g. in Western Australia where school level appointments may be made in specified schools. Teachers may also be centrally appointed by diocesan authorities in certain sectors of Catholic schooling, while in some diocesan and Congregational schools teachers are appointed by the school. Independent schools, as a distinct sector, appoint staff. Numerically, it is teachers in government schools who form the 'recessive pattern' of non-permanency or successive short-term contracts, often in different schools.

Perhaps the distinction should be drawn not on contracts (since these often apply in independent schools, and to senior staff) but according to the principle of continuing employment with a strong likelihood of continuity within a single school. It is necessary to make this point since considerable dissatisfaction was expressed in interviews by those teachers, in government schools especially, where there is no such assurance. *Their commitment to teaching is conditional, in many instances, on a reasonable guarantee of continuity of employment, yet in present circumstances it does not seem possible to give this.*

⁴⁷ Anderson, D. (2004) 'Background Notes to the Proposed Follow-up of the Teacher component of a Longitudinal Study of Professions: 1967 – 2004.'

Whether shifting responsibility for staffing to individual schools would reduce the incidence of impermanency is a moot point since the explanation for it is very largely the need for relieving teachers to fill gaps due to leave entitlements and for casual and temporary staff to provide staffing flexibility. However, one of the consequences, frequently remarked, is that when beginning teachers are offered temporary employment in the government sector, and when decisions about posts may not be made until immediately before the start of the school year, independent and Catholic schools are often able to make earlier and more attractive employment offers. There has been some amelioration of this through the targeted teacher scheme, whereby high calibre students or those with qualifications in relevant 'hard to staff' areas are identified in their final term (year) of training and made offers of secure employment. This scheme, nevertheless, causes some resentment among other teachers who may have had several years of impermanency.

The points system whereby teachers earn 'credits' for periods of service in unpopular school locations and settings that may be cashed in later for a post in a more favoured area, was a source of expressed dissatisfaction among teachers interviewed, despite its many attractive features as a form of incentive with a range of career and financial benefits: for example, direct salary payment, removal and travel allowance, subsidised housing, and the accumulation of credit to be encashed after some years for a more favoured posting. On the one hand, many teachers feel that they are being marshalled and not treated as individuals; on the other, they are unconvinced that the system works equitably. These attitudes are consistent with the attributes of 'new generation' professionals, as already noted. They may well become stronger in the years ahead, so should be given careful attention by employers and especially those operating large, centralised allocation systems. To balance this, however, there were both teachers and principals in regional and remote areas interviewed who are actively and positively embracing the country placement aspect of centralised allocation systems and opportunities offered by it within their personal career plans. There is much to build on.

Transfers to favoured locations are dependent on vacancies. This is logical, but does not assuage the disappointment of not gaining a place which has been 'earned'. *The points system directly acknowledges the issue of hard to staff schools. Moreover, department officials strive hard to produce a workable and fair result. But this is not how many teachers regard it. Instead, 'the system' is often perceived to be erecting a hurdle to leap over or to get around. Teachers entering a career need a better understanding of how the employment and allocation system works and its rationale; employers need to understand the situations teachers find themselves in and the sources of their concerns. This is an aspect of current practice which merits attention.* One approach is to focus on developing a cadre of teachers with particular interest and expertise in hard to staff schools and areas, along with special recognition for working in these situations. Some teacher education courses include opportunities for students to become more familiar with teaching in rural and regional communities or try to target applicants who are positive about working in such areas and tailor course requirements to their needs.

These policies and procedures may be having mixed success. Many of the teachers in this study with direct experience of them both criticised the policies and reported efforts to get around them. For example, younger teachers, and career change teachers with family commitments, may opt for a 'career' of temporary postings and short term contracts to enable them to stay in the state capital and/or near a favoured coastal area or their place of

established domicile. In the context of efforts to establish new ways to attract and retain high calibre people to teaching, such criticisms merit attention.

Teachers in focus groups advanced two very strong counter arguments to the points system. *First*, that it is inappropriate to place beginning teachers in areas where there may be relatively little professional support or – a related issue – in those classes where their management skills are likely to be most sorely tested. *Second*, teachers are seeing themselves as autonomous professionals who value the freedom to make their own choices rather than to feel directed – or induced – by large-scale impersonal systems. When confronted with the argument that there is an obligation – and a responsibility – to staff all schools adequately and equitably – the theoretical force is conceded, but many teachers still express a dislike for systems which they believe do not adequately recognise them as individuals with personal needs and preferences.⁴⁸

In view of these considerations there should be a review of staffing allocation procedures across a range of jurisdictions, to establish the specific conditions of 'hard to staff schools' and the relative effectiveness of different ways of addressing them. Certainly there is an issue for teachers, many of whom in their first years of teaching believe that there are too many drawbacks – for them – in the present system-wide allocation procedures, including a belief that they are inadequately involved in decisions that can have major career and personal life implications. By contrast, teachers in Catholic and independent schools generally expressed their satisfaction over their ability to apply for appointment in a specific school.

Principals, including principals seconded to regional administrative positions, in all states in the course of site visits were almost uniformly of the view that control over staff appointments – subject to broad policy guidelines – is the way ahead. It is recognised that additional consideration would need to be given to how this would apply across the broad range of school settings including remote and/or small schools.

6.4 Retaining teachers

As already discussed, in a highly competitive labour market for professional workers, and where initial teacher education fits people for a variety of careers, it cannot be assumed that either an early choice or a lifetime commitment to teaching will be the norm.⁴⁹ Moreover, not all teachers who are capable and effective in the first decade of their teaching career will retain their initial vitality and enthusiasm. Career change for them can be beneficial – to the individual and to the school system. Time out to do other things, to broaden experience, and to reflect on personal values and career options need not be viewed negatively. Flexibility in employment is now accepted as a positive feature of the labour market. Those who opt out in this way are not necessarily rejecting a career in teaching. They may and often do return at a later stage, as reported in the Western Australian study already cited.⁵⁰

But this optimistic view of flexible labour markets and personal freedom has to be balanced by negative features. It is wasteful to have in place programmes designed to

⁴⁸ Data Source 1, p.27

⁴⁹ Data Source 2, section 4.5

⁵⁰ Department of Education, Western Australia (2004) *The Teaching Workforce: A Profile*. 'Ebb and Flow of Teachers' April.

train teachers which are both a public and a private cost, only to have high attrition rates, both during training itself and in the early years of teaching. Attrition makes sense when, early in training and through direct experience of practice teaching, students choose not to continue. But attrition towards the end of the course and in the early years of teaching is another story. The reasons need to be further investigated. However, attrition has long been a feature of teacher education programmes. Anderson, at the beginning of his longitudinal study of several professions in the late 1960s, showed that the drop-out rate from all professional faculties studied was considerable, with approximately one-third of those who started having left by the fourth year - but 'the loss was greatest in teaching'.⁵¹

Notwithstanding evidence on return to teaching and arguments for career mobility, more needs to be done to retain a higher proportion not only of those who have entered the profession, but also students in training. Attrition late in the training course (in years 3 and 4, for example, of the 4 year B.Ed) may be for personal reasons or may reflect a sound career change decision. However, it may also bring into question selection procedures or the adequacy of assessment, supervision and career counselling in the early years of courses. The causes of attrition are always worth investigating, whether in schools or universities. *In the context of retention in the profession, and on the basis of the views of practising teachers, selection procedures are needed that go beyond academic scores at the end of secondary school and enable prospective student teachers to demonstrate an aptitude for teaching. As noted in Section 4.1 above, teachers believe tertiary entrance scores are an insufficient basis for selection to teaching: selection procedures should also take into account applicants' ability to communicate, to work effectively with others and to exhibit social-responsibility. This is a contentious point since there are those who claim that these attributes of good teachers are just what should be developed in training. This need not, however, mean that selection should ignore potential or tendencies and rely entirely on academic scores. Where there can be no agreement on changes to selection, there could at least be greater attention to identification of aptitude and capability early in the programme of studies.*

Most teachers beyond the minority who declare an unequivocal commitment to a lifetime career, insist that they will remain in teaching for only as long as it continues to satisfy them. What does this mean? A large and diverse array of considerations emerged in focus groups and in interviews, to supplement the key finding of 'conditionality' in the questionnaire responses, and the general theme of conditional career commitment as discussed in the initial literature review.

These considerations are a mix of very general concerns about status and image and quite specific expectations. While no teacher gave professional status or the image of the teacher in the community as a sufficient reason to warrant leaving the profession, most teachers are nagged by a belief that teaching has declined in status, relative to other occupations. This is not only a matter of relative salaries, but more generally of a perceived disregard for the value of teachers' work, envy or resentment in relation to the length of the teaching year and the teaching day, and an imputed belief that teaching is not a career that the most able and dynamic members of society would willingly choose. Nevertheless, some teachers balance these observations by reporting that their friends 'couldn't do it', and admire their fortitude as teachers. Box 10 maps beginning teachers'

⁵¹ Anderson, D. (2004) 'Background Notes to the Proposed Follow-up of the Teacher component of a Longitudinal Study of Professions: 1967 – 2004.'

view on what changes in the work environment and financial reward structures they would find acceptable.

Box 10: Acceptability of Work Environment and Financial Reward Structures

Indication of acceptable work environment and financial reward structures	Percentage of Respondents			
	Acceptable %	Unacceptable %	Unsure %	NR %
Monetary incentives for teaching in rural/remote areas and hard to staff schools	94	1	4	
Flexibility within school management to reward and retain outstanding teachers	81	5	12	2
A more individualised approach to determining employment conditions for teaching staff (eg. Workplace Agreements)	57	22	20	1
Differential treatment according to levels and discipline areas (eg. pre-primary teachers, subject specialists, IT teachers)	32	35	32	1
A 'pay for improving student outcomes' approach	15	51	33	

Source: Data Source 2, Table 5.

An increase in the proportion of highly qualified candidates choosing to train as teachers direct from school, and of people entering teaching from other (prestigious) careers would presumably affect the status concerns, as would more public action by opinion leaders to recognise the social, cultural and economic importance of the teaching profession in the knowledge society. Much has been achieved in this regard through various awards and merit schemes. But it seems that, at least from the teachers' perspective, more is needed, particularly at the local level and involving the media.

Teachers themselves, and trainees on school placements, have a key role in presenting a positive image of the profession and drawing the attention of their own students to the attractions of a teaching career. A number of instances were reported both in the questionnaire responses and in focus groups of teachers doing just the opposite.

6.5 Career mapping and development

Teachers do not generally come into the profession with a well formed *teaching* career map in mind, partly no doubt perhaps the main career lines for teaching take them out of teaching into administration, research or academic life. But there is also an established conventional view that teaching is a safe, secure job that requires no further elaboration. Teachers' career values are progressively shaped from the time they enter training and in some instances well before then. Indeed, a large number of teachers in focus groups reported that their interest in teaching commenced in school or through family influences and was often influenced by teachers they admired and by teachers in the family background. *Role models are clearly important: teachers and trainee teachers not only foster student learning, they communicate messages about teaching as an occupation. The nature of the training experience is vitally important in developing enthusiasm for and commitment to a career, and in developing in students a realistic understanding of what*

the teaching career entails. Similarly, induction arrangements and initial professional learning opportunities, when of high quality and perceived relevance, are aspects of workforce planning which teachers highly value. They are part of a key strategy to increase satisfaction, namely the recognition of the particular circumstances in which the individual teacher is working and of the importance of what the teacher is doing, or needs to do.

Relatively few teachers, either in training or in their initial years, appear to have formulated or been encouraged to develop anything resembling a clear career map. Indeed, the notion of a career, as a planned, developmental process for which many opportunities exist and can be created, was either absent from discussions with teachers or advanced tentatively. Advancement, within the first ten years, is virtually automatic through annual salary increments and even such positions of responsibility or leadership as teachers hold seem largely to have emerged in the situations in which they find themselves – they are not, in general, part of a process of career profiling with systematic advice and support from their supervisors and formal passage through career stages.

Annual, or less frequent, review meetings with principals or executive members do not appear to be often used for longer term strategic approaches to career development, but address more immediate aspects of the teacher's performance or 'fit' to the school and short term professional learning needs. A contrast might be drawn with accountancy, where there is graded advancement as a practitioner, through meeting the requirements of the professional association. In nursing, too, more systematic and rigorous arrangements are in place. These include designated hospital nurse educators who undertake performance appraisal and the planning of career-focused professional training.

Beyond probation and the induction period and unless teachers take individual action, for example to acquire advanced specialist qualifications, with or without employer encouragement or support, there appear to be relatively few school or employer level initiatives to make classroom teaching not just a career of choice, but *a career development process*. Much depends on the interests and motivation of individual teachers. Several primary teachers spoke about how they are developing their own careers through seeking a variety of teaching levels and of specialised roles (literacy, special education, distance education). These initiatives are independent of further qualifications for which there are few if any career incentives or inducements in most systems.

Professional learning opportunities, which are quite substantial, certainly enable teachers to map careers, and enable schools, if they choose, to institute ways of fostering teachers' career advancement. *But except for specific categories, such as counselling, or subject specialisation, is this really systematic, profession-wide career planning and development? The two fundamental issues are, first, that teachers tend not to have definite career maps in mind, and, second, that beyond the annual salary increments, during the first decade (or sometimes a little more) there is not a clearly recognisable framework of career advancement for the classroom teacher.* Indeed, it was noted by several interviewees that automatic progression during the first ten years in fact undercuts any sense there might be of career progression based on quality of achievement (performance), which many career change teachers had experienced in earlier careers and which they regard as normal and quite acceptable. Advancement comes by moving into administrative positions or into other education sectors. Attempts in several states to establish positions of advanced teachers based on quality performance have proved

unsatisfactory with awards reportedly becoming routinised for length of service, except in Western Australia. But a number of expert classroom and school roles can be mapped which could form the basis for a more clearly defined and differentiated career with teaching as the continuing focus.

Teachers welcome and find satisfaction in responsibilities over and above classroom teaching but seek more formal, not necessarily financial, recognition for these additional roles. Greater recognition for additional roles and responsibilities is in general provided in the independent sector, and teachers in other sectors are aware of this. Provided those responsibilities do not cut across their primary commitment, to their students in their classes, teachers would like to see a more definitely articulated structure of extended responsibilities combined with classroom teaching. At present much of this is informal, dependent on good will. Valuable as this is, it does not equate with a career development profile and plan.

Although, as indicated, explicit career mapping is not in evidence and teaching, as such, has a relatively flat profile, schools and employers are in practice providing opportunities for a wide variety of roles, including leadership responsibility. These could be structured into a more explicit career profile – with appropriate recognition and remuneration beyond what is at present available. ‘Variety’ refers not only to a mix of responsibilities but also to opportunity to teach across different age levels and to students with varying abilities and aptitudes.

Many beginning teachers feel that such opportunities are restricted, due for example to the not infrequent ‘first choice of classes’ exercised by more senior teachers in secondary schools or by a tendency for long serving primary school teachers to pride themselves on holding firmly over many years to responsibility for a particular grade level. These are school management issues over which more junior teachers feel they have little control or influence. Together with steps now under way to establish structures of professional standards, these provide opportunities to meet one of the teachers’ clearest expectations: recognition of achievement and valuing of quality work. In New South Wales, but not only there, the recent industrial award for principals could provide opportunity for building into the principals’ responsibility an element of career mapping for beginning teachers. Just how this might take effect across the country, given the diversity of school settings including very small schools and those in remote locations requires further consideration. *This is a challenge that it might be appropriate for the new National Institute for Quality Teaching and School Leadership to address among its early priorities.*

6.6 Professional standards and appraising quality

The strengthening of teacher registration requirements and the establishment of professional standards inevitably raise the issue of the quality of teachers’ performance and ways of appraising quality. For registration, where it has existed at all, this has largely been a matter of recognition of the suitability of teacher education programmes (and absence of police records). Registration requirements are now being reviewed with inputs from employers and teacher representatives. Where new bodies are in place or being planned, the opportunity to determine standards is being taken very seriously. Even greater stringency of requirements both for initial training and transparency of performance in teaching can be expected in future, since registration is the first formal step

beyond initial training towards formulating professional standards within the teaching profession.

But teachers in their first ten years have little awareness of these developments at the system level, and in discussions across the country displayed relatively little interest in them. This would change if, as professional standards are developed, progressively higher demands are set and there are corresponding implications for career progression, including recognition of quality of teaching.

For the present, interest by teachers is, not surprisingly, centred on their individual circumstances, their immediate situations and conditions which affect their day-to-day teaching. *However, in response to a question which appears in both the questionnaire survey and in the interview schedule, most teachers support the principle of formal recognition of a superior quality of performance.⁵² Many career change entrants expressed their surprise at the lack in teaching of something they are quite familiar with and accepting of in other occupations. On the other hand, most teachers expressed considerable uncertainty or unease over how quality of performance as a teacher could be adequately defined and fairly appraised.*

'Quality' in teaching is complex, it is contestable and cannot be equated merely with measures such as immediate student learning outcomes. However, similar issues to those raised by teachers arise in other occupations including the public service occupation of nursing, so there is much to learn (and perhaps to learn to avoid) from this experience. 'Quality' refers to all aspects of teachers' work and the environments both within and beyond the classroom that facilitate sound teaching and learning. Quality is not demonstrated only by specific measures of performance appraisal. It can be most effectively achieved through the activities of formally constituted learning communities with teachers reflecting on and systematically analysing their experience both individually and collectively. For this purpose they need clear goals, professional standards and access to the latest sources of information about quality teaching and effective learning.

There is an increasing requirement for teaching to become more transparent not just in goal statements and school procedures but also in learning outcomes and teaching processes that facilitate them. Curricula are moving toward a definite specification of student learning outcomes and teachers know that there are growing expectations of them to deliver these outcomes. *Conversely, teachers expect that if they demonstrate high levels of commitment, invest substantial amounts of time, and produce high quality work, there should be proper recognition of their efforts and achievements. Claims by individuals (and groups) regarding the quality of their work need to be verified. Hence the importance of structured analysis, portfolios and other forms of verifiable, public evidence of effective student learning. While teachers expect to be rewarded for outstanding achievement, there are many issues to resolve in determining both what are appropriate forms of recognition and fair and equitable procedures for achieving them.*

⁵² Data Sources 2 (sections 2.5, 2.6), and 3 (section 2.1.8)

7. A Profession for the Future

Responsibility for the different elements of the career of teaching is widely distributed. Teachers themselves and their professional associations, employers of teachers and universities are the main players, with the capacity to take action and shape policy. But teaching is also significantly affected by social and economic conditions and by a range of legal and industrial requirements and expectations in the broader community. No single agency or authority has responsibility for or control over any one of the stages or processes in teacher selection, training and formation, employment or continuing career development. Nevertheless, over time, common understandings and requirements have emerged and there is a considerable degree of consistency across the country in both teacher policy and practical arrangements for the different elements of the teaching career. This is not to say that either policies or customary practice are adequate to meet the challenges that lie ahead.

There are challenges to address in all phases and elements of the teaching career but given the anticipated rate of turnover they will be particularly acute in selection, training, employment and initial professional development: overall, the formation of a career. To address them, and to respond to the Conclusions and Directions for Action that have been identified (Part 1 of this overall report), closer cooperation and stronger partnerships will be required, most particularly among schools people, employers, universities, teachers' professional bodies and teacher unions. These need to be grounded in reliable data and clear understanding of changes within and affecting the profession, combined with readiness to evaluate these changes and introduce innovations.

While there are strong grounds for confidence overall about the future of the teaching profession, there are many specific weaknesses to address through collective, collaborative action. There is also a rare opportunity, due to the coming separation rate, for more fundamental reflection about who can and should teach and the ways in which the formation of teachers and high quality teaching can contribute to shaping the nation's future.

MCEETYA/ TQELT Teachers for the Future. The Changing Nature of Society and Related Issues for the Teaching Workforce:. Data
Source 1: Literature Review. October 2003.

**TEACHERS FOR THE FUTURE:
THE CHANGING NATURE OF SOCIETY AND RELATED ISSUES FOR
THE TEACHING WORKFORCE PROJECT**

A Report to the Teacher Quality and Educational Leadership Taskforce of the
Ministerial Council for Education, Employment Training and Youth Affairs

**DATA SOURCE 1
INITIAL LITERATURE REVIEW**

Diane Mayer

October 2003

Preamble

The Teacher Quality and Educational Leadership Taskforce (TQELT) has responsibility to report to the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) on issues related to the supply of teachers. The Taskforce has two projects linked to the impact of technical, political, economic and societal issues on the teacher workforce in Australia – one being the biennial gathering and analysis of data from all employing jurisdictions around Australia, recently published as *Demand and Supply of Primary and Secondary School Teachers in Australia* (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003), and the other looking at the changing nature of society and related issues for the teaching workforce specifically focussing on issues associated with marketing, recruitment and retention of quality teachers. This paper is an initial review of the relevant literature to inform and guide the latter project *The changing nature of society and related issues for the teaching workforce: Developing strategies to market teaching as a career, as well as to retain and regain qualified teachers*. The focus of this review is changes in workplace cultures, structures and practices, and implications for attracting and working with new generations of teachers.

The literature reviewed for this paper includes recently published Australian and international literature in refereed journal articles, books by well established and reputable publishers, reports from government commissioned research projects, and research reports and commissioned articles from influential, across-country organisations like Organisation for Economic Co-operation and Development (OECD) and United Nations Education Scientific and Cultural Organisation (UNESCO).

The review is structured around the following main themes or issues:

- New Times: societies experiencing rapid social, economic and cultural change
- Changing demographics and global ageing
- Intergenerational issues associated with a workforce of GenXers and Baby Boomers
- The world of work: the knowledge society and new conceptions of career
- Developing quality teachers: professional learning
- Attraction and retention of quality teachers
- Teacher professionalism and the 'new Australian teacher'

Because of the range of issues and research findings available in the literature (sometimes contradictory), the review does not conclude with any firm directions. Rather it highlights issues which seem to require further investigation specifically in relation to new generations of teachers, so as to guide future policies for attracting and retaining quality teachers.

Introduction: New Times ¹

Today's young people are growing up in a rapidly changing world, and will live and work in fundamentally different ways from their parents. Traditional notions of nation and community, work, citizenship and family are changing. Hence, the work of teachers, the process of schooling, and the preparation of new entrants to the profession as well as the ongoing development of those in the profession, are all changing.

New times

Societies are experiencing rapid social, economic and cultural change brought about in the main by the emergence of new information and communications technologies. New global economic structures are rewarding and requiring new configurations of work skills and knowledges, and favouring human and social capital resources rather than just physical and material ones. The 'average' worker can no longer anticipate life-long, single-site employment followed by a state-funded retirement. It is more likely that workers will have multiple or 'portfolio' careers during their working lives.

Along with the emergence of these new technologies which are transforming long standing relationships of time and space, the structure and character of the family in our societies is changing as a result of new patterns of employment, high levels of un- and under-employment, new concentrations of poverty, and new family configurations. The gap between rich and poor is widening. In current knowledge-based societies, access or lack of access to knowledge through ICTs also increases the gap between the 'haves' and 'have-nots'.

Moreover, we are living in a society characterised by diversity of experience of different cultures. Our evolving national character and identity is shaped by an understanding of our cultural origins, reconciliation with the past, and the challenge to embrace benefits of diversity.

Teachers' world of work in new times

Teachers are charged with providing a foundation for life in these new, complex, diverse and uncertain economic and social environments. They must address issues relating to the emergence of new citizenships and identities, and the impact of new technologies and new economies. They need to help students develop the skills and knowledge for the knowledge economy and for lifelong learning (Organisation for Economic Co-operation and Development (OECD), 1996; UNESCO, 1996). In addition,

¹ *Based on the Introduction to the new Queensland Board of Teacher Registration document 'Professional Standards for Graduates and Guidelines for Preservice Teacher Education Programs' written by the author.*

they aim to provide intellectual challenge and connect student work to their biographies and to the world outside the classroom.

It is increasingly clear that teachers have to be successful with a wide range of learners in order to prepare future citizens with the sophisticated skills needed to participate in a knowledge-based society. The sort of pedagogy needed to help students develop the ability to think critically, create, solve complex problems and master complex subject matter, is much more demanding than that needed to impart and develop routine skills. Additionally the student population is increasingly diverse, and in many cases teachers are expected to achieve the same predetermined goals for every student regardless of their different learning needs, starting points and prior experiences. Thus teachers have to be both knowledgeable in their content areas and extremely skilful in a wide range of teaching approaches to cater for the diverse learning needs of every student. Moreover, there are increasing pressures on schools and teachers to provide students with high levels of social and emotional support. Providing a safe and supportive school environment is a priority, as is the need for students to learn the communication and inter-cultural skills to participate in diverse cultural environments.

Teachers' work is increasingly becoming embedded in communities, both inside and external to the school. Being a teacher in the 21st century goes beyond work in the classroom; it requires an understanding of the multiple contexts of teaching, the multiple players in education, and the diverse roles of the teacher. It also involves ongoing professional learning in the form of further study, participation in professional development programs, and engagement in professional school-based learning communities.

Teacher education in new times

Within this rapidly changing environment, teacher education is in the position of preparing teachers to work in emerging and yet to be known contexts, and to select entrants most likely to develop as quality teachers with the ability to work effectively within the rapidly changing societal and schooling context of teachers' work. Like teachers in schools, teacher educators face the challenges of rapid change, new technologies, new work places, new citizenships and the need for pedagogical and curriculum innovation. To do this, they work in partnerships with schools and redefine the work of university and school-based teacher educators. Programs often include site-, problem- and enquiry-based approaches in an attempt to address the so-called theory-practice divide, and use information and communication technologies to enhance teaching and learning processes.

The knowledge base for teaching typically encompasses knowledge of content, learners and learning, general pedagogy, pedagogical content knowledge, curriculum, context, and self (e.g. Grossman, 1994),

although being definitive about this is somewhat problematic (Hiebert, Gallimore, & Stigler, 2002). However, because preservice teachers are 'insiders' who already have a strong sense of what it means to be a teacher, they begin their programs with well established and resilient beliefs about teaching and learning (Britzman, 1991; Wideen, Mayer-Smith, & Moon, 1998). Teacher education programs that reject a view of learning to teach as presenting knowledge and skills about teaching, and operate within a more constructivist orientation where preservice teachers examine their own beliefs and then build upon those, seem to be more effective in facilitating learning to teach (Wideen et al., 1998; Wilson, Floden, & Ferrini-Mundy, 2001). Increasingly, performance-based, outcome-oriented structures are being included in teacher education programs where the knowledge base is located in the intersection of curriculum knowledge, pedagogy and communication (Queensland Board of Teacher Registration, 2002; Smith & Weaver, 1998). It is also important that programs aim to develop socially critical practitioners focussed on enhancing the life chances of all children, recognising curriculum, pedagogy and assessment as equity issues (Cochran-Smith, 1999, 2000; Nieto, 2000).

Changing demographics

The 'developed world' is experiencing great demographic change, with fewer young people and declining birth rates, and greater longevity for ageing generations. The median age of Australia's population is rising sharply. In 1998, it was 34.3 years, but is projected to be 44.1 years in 2051 (Carey, 1999). Total Australian population growth is expected to slow to 0.3 per cent per annum in the 2040s, indicating a steep rise in the population aged over 65 and significant reductions in those less than 18 and also in the 18-64 age group (i.e. the working age population) (Carey, 1999).

Global ageing has prompted many to consider how employers might plan for a workforce predominantly populated by older workers (Jorgensen, 2003; Van Yoder, 2002). It is also prompting many to contemplate so-called 'generation induced societal changes' which are likely to impact upon life and work. For example, Rosenau (2002) considers whether the generations now in their early thirties or younger who are more comfortable and literate with information technologies than older generations, are likely to differ from their predecessors when they come to occupy positions of power and prestige in the next few decades. He predicts that the decision-making skills of these computer literate generations are likely to be more refined, and that they will have a more acute respect for available knowledge and alternatives. At a societal level he predicts a number of likely changes. "Smart mobs" are likely to have the networks and communication technologies to 'swarm on a scale that have never existed before' (John Schwartz, New York Times July 22, 2002, cited in Rosenau, 2002), and therefore street clashes are likely to become less frequent and less widespread, but there will be larger numbers of protesters on both sides of any political issue. Additionally, these information technology savvy new generations have quick access to news via

the internet much earlier in the day than those who traditionally wait for the 'evening news' and thus 'initiate the cascades of information that frame public opinion earlier in the day' (Rosenau, 2002, p.9).

The ageing teaching workforce

The changing demographics are impacting on the teaching profession quite dramatically. The largest cohort generational change in teaching workforces since WWII looms. In Australia, a national survey of almost 10,000 teachers in government and non-government schools in 1999 reported that the average age of the teaching profession was 41 years, with 46 per cent older than 40 years (Dempster, Sim, Beere, & Logan, 2001). Likewise, teaching workforces are ageing across all OECD countries, with over 40 per cent of teachers in their 50s in some countries (Organisation for Economic Co-operation and Development (OECD), 2002a; Santiago, 2002). In European Union countries, more than half the teaching force is 40+ years of age (Coolahan, 2002).

Drawing on the 2001 Australian Bureau of Statistics (ABS) Census of Housing and Population data, the current MCEETYA Report *Demand and Supply of Primary and Secondary School Teachers in Australia* (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003) points out that the teaching workforce in Australia is generally older than the rest of the professional workforce, with most teachers in their middle to late 40s. Additionally:

... the average age of teachers across Australia surveyed in 2002 was 43.1. The median age of teachers was estimated at 45, with some variation between States and Territories, while the most frequently encountered age among Australian teachers was 49. (p.9)

The key conclusions of this report highlight concerns about the implications of this ageing teaching workforce, particularly as it impacts upon the gender balance within the profession and staffing areas of high demand:

A significant tranche of Australian teachers are aged over 50, and may retire in the next five to ten years. This is particularly the case for males, and males supply a significant proportion of teachers in certain teaching specialisations, notably maths, science and ICT. Further census data indicate the national teaching workforce has a bimodal structure – there are large numbers of teachers aged under 35 and significant numbers aged over 45. However there are limited numbers in the 35-45 age range, which will cause a major gap in the 'experience' of the teaching workforce as older teachers retire. (p.5)

Thus, like New Zealand, the United States of America (US), the United Kingdom (UK), Canada, and many other OECD countries, the teaching profession in Australia largely comprises those who completed their initial teacher preparation many years ago. Many of these teachers are now seeking re-vitalisation and reengagement. Others are likely to seek work that fits with a phased retirement plan, involving new forms

of part-time employment, consulting, and mentoring (Office for an Ageing Australia, 2001). As these older generations retire from the teaching workforce, new generations of teachers will move in. Do these new generations of teachers have similar aspirations and expectations of career and profession as the Baby Boomers? Moreover, what of the people we are trying to attract to teaching in the future? Who are the future generations of Australian teachers? What will attract them to the teaching profession? The question is whether a simple 'remaking' of the 1970s or 1980s trained teacher will provide an adequate way forward in conceptualising a teaching profession for the 21st century.

As Hargreaves reminds us:

The vast cohort of teachers who entered the profession in the expansionist decades of the 1960s and 1970s are retiring. Teaching is becoming a young person's profession again. Whoever enters teaching, and however they approach their work, will shape the profession and what it is able to achieve with our children for the next thirty years. (Hargreaves, 2002, p1-2)

Intergenerational issues for the workplace

In this section, the literature exploring generational change and implications for the workforce, is reviewed for possible implications for attracting and working with new generations of teachers. It is generally accepted that today's workforce is dominated by two generations: the Baby Boomers born between 1946 and 1964, and Generation X (GenXers) born between 1965 and 1979/80. A third generation is just entering the workforce, Generation Y (Nexters) or the Internet Generation, sometimes called Millennials. The Baby Boomers defined and redefined work during the last quarter of the 20th century, but as they track towards retirement, GenXers' valued work patterns and their career and life aspirations are increasingly dominating. Managing this emerging workforce of retiring Baby Boomers, GenXers and newly entering Generation Y will be a significant challenge.

A workforce of GenXers and Baby Boomers

GenXers' work motivations

Despite the limitations of talking about a generation as if their members are 'all of one mind' (Craig & Bennett, 1997), a survey of the literature points to a range of features said to distinguish the so-called GenXers. GenXers are often portrayed as people born and raised in the information age, who work hard but have a commitment more to 'self' than 'work', have little loyalty to any particular company, prioritise family and personal lives over high income, and change jobs frequently to achieve their aspirations – on average, about every 18 months (see for example Conger, 1997; Edgar, 2001a, 2001b; Faber, 2001; Jurkiewicz, 2000; Tulgan, 2000). It is generally thought that much of what this generation values tends to

be a reactionary reversal to their workaholic Baby Boomer parents who the GenXers think did not benefit from the premise that 'it pays to work hard' which underpinned their work ethic (Jurkiewicz, 2000).

In reviewing the literature, Faber (2001) identified six characteristic values which seem to constitute the stereotypical picture of GenXers and their orientations to work and life. According to this literature, GenXers have:

- an orientation towards individual rather than group identification;
- little loyalty to organisations and institutions;
- a preference for leisure over work;
- negative attitudes towards authority and hierarchy;
- pessimistic views towards both individual and societal financial prospects for the future; and,
- more tolerance for social differences than older generations.

Tulgan's (2000) widely reported study originally published in 1995, provides the basis for many of the common beliefs about GenXers' work motivations. According to Tulgan, GenXers are said to value:

- a sense of belonging and teamwork;
- the ability to learn new things;
- autonomy and work entrepreneurship;
- security;
- flexibility;
- feedback; and,
- short term rewards.

He also suggests that they are sceptical of the status quo and of hierarchical relationships, and believe a manager must earn respect. Additionally, GenXers are characterised as independent, and wanting to set their own goals, deadlines and work hours. It is said they place great importance on being trusted to get the job done and on being able to set their own flexible hours to do so (Robbins, 1997; Tulgan, 2000).

Managing GenXers

These reported characteristics of GenXers have implications for workplace organisation, structures and leadership. In order to motivate GenXers, Tulgan (2000), like many others, suggests that managers needed to reward innovation, make public displays of success, support personal growth, and create opportunities for satisfying teamwork and personal responsibility. To retain GenXers and sustain their interest, he suggests that employers need to offer variety, stimulation and regular change. (see also Matin & Tulgan, 2002).

In a recent study, Rodriguez, Green and Ree (2003) investigated differences in preferred generational leadership behaviour and reported that GenXers wanted challenging tasks that could be accomplished within a workday, to conduct business using the Internet, to work alone with flexible hours, a portable high salary package with lump sum distribution, and a challenging, fun job, that was not necessarily secured. In contrast, they reported Baby Boomers as wanting challenging tasks that could be accomplished in several days, to conduct business using the telephone, to work alone with regular scheduled hours, and a retirement plan with benefits. As a result of this study, the authors suggest a need to change leadership practices to accommodate the different work environment preferences of GenXers, since much of current accepted leadership behaviour in organisations is transformational leadership derived from studies on Baby Boomers. They question whether this type of leadership motivates GenXers.

Life patterns and career choices

A significant trait associated with new generations is the extent to which their life and career ambitions and choices differ from older generations. A significant Australian project at the Australian Youth Research Centre which illuminates this dimension has followed the transitions and pathways into adult life of 2000 young Australians since they left school in 1991 (Dwyer, Harwood, & Tyler, 2000; Dwyer, Smith, Tyler, & Wyn, 2003; Dwyer & Wyn, 2001). The study has so far shown that young people's transitions between study and work are very complex. Only a third of this group have taken a 'linear' pathway from education and training into work. Most have had diverse experiences balancing work and study, keeping their options open across different areas of life. They are seeking to balance traditional expectations and new life circumstances; it is not a matter of *either/or* (Dwyer & Wyn, 2001). The participants see life as multi-dimensional. The project specifically focussed on what 'career' meant to them and found that they place high value on flexibility and mobility, and that they see career as a 'mind-set' offering personal fulfilment, opportunities to be committed and opportunities for advancement (Dwyer et al., 2003). Participants highlighted 'having a steady job' and 'family relationships' as most important (Dwyer et al., 2000), however, 'having a steady job' did not necessarily equate with pursuing a career, and 'family relationships' did not necessarily equate with 'marriage or living with a partner' or 'having children'. Job security and personal relationships emerged as major preoccupations for the young people in this study (Dwyer et al., 2000). In addition, for many, the early trust these people put in education and training 'as a gateway to the future' has not been realised (Dwyer et al., 2000).

The researchers (drawing on Beck) discuss the difference between '*normal*' *biographies* which follow 'predictable linear tracks' with a focus on occupation and vocation, and '*choice*' *biographies* which are 'contingent variable journeys' dependent upon the context, deliberately planned and executed changes and altered patterns, and maintaining a balance of life commitments with mixed patterns where equal value or emphasis is placed on a range of activities or goals. Most participants in this study could be

considered as exemplars of 'choice biographies' with mixed patterns aggregated in their personal histories (Dwyer et al., 2000). They want to maintain a regular job in which they can improve their career prospects, but they will not do so to the detriment of their personal relationships.

Development and learning

Consistent with much of the literature, Tulgan (2000) confirms that, for GenXers, developing their skill is a top priority. For example, Bova and Kroth (1999) reported that GenXers place high value on workplaces that support continuous individual learning, and that they want mentors and leaders who lead by example. In a later study, they investigated the workplace learning preferences of Generation X employees by surveying 197 professionals between 21-37 years old in the US, and followed up with interviews and focus groups. Participants in this study indicated they most valued 'action learning' and 'incidental learning' in the workplace, and that while they recognised the need for 'formal and traditional training', it did not always meet their needs (Bova & Kroth, 2001).

But is the research conclusive?

However, Jurkiewicz (2000) cautions that as with all new cohorts entering the workforce in significant numbers, stereotypes and fears of change abound in relation to the so-called GenXers. She studied the work related differences and similarities of 241 Generation X and Baby Boomer employees in the public sector in the US and found surprising levels of similarity between the two groups. Participants were asked to rate 15 work related motivational factors. The findings showed that GenXers and Baby Boomers were more alike than different in terms of work motivators, with only three factors significantly different between the two groups. Contrary to what much of the literature suggests about what GenXers want from a job in contrast to Baby Boomers, Baby Boomers ranked 'Chance to learn new things' and 'Freedom from pressures to conform' significantly higher than GenXers. However, the other finding supported what is generally presented in the research literature – GenXers ranked 'Freedom from supervision' higher than Baby Boomers.

Additionally, in a small study examining differences in work-related values of student-employees and instructors at a university site, Faber (2001) found that those aged between 21-35 did not exhibit popular expectations for the so-called Generation X. In this study, GenXers were more likely to identify themselves as a member of a group than as individuals, to have a more positive attitude to authority, and were generally more optimistic about the future, than their older colleagues. These are contrary to what is often portrayed in the literature about the differences between GenXers and Baby Boomers. Consistent with dominant views, the GenXers in this study were likely to be less loyal to organisations or institutions than the older groups. However, they did share with their older colleagues, similar life goals and a similar

quest to balance work and leisure. On issues of social tolerance the younger GenXers (21-25 years) and those 46+ years were less tolerant than those aged 26-45 years.

The world of work

Over the past decade, political and economic forces, combined with a technological revolution and emergence of a 'knowledge economy', have dramatically altered the nature of work (e.g. Drucker, 1999, 2002; Edgar, 1999, 2001a, 2001b).

The knowledge economy/ The knowledge society

The influences of globalisation and ICTs, and changing societal and industry structures and strategies, have shaped the demand for 'knowledge workers' and also a focus on *all* workers' knowledge (Lowe, 2002). Knowledge society organisations are successful in relation to their capacity to create, share and apply new knowledge. Since knowledge work involves converting information from one form to another, the locus of control over work becomes the worker. Within a knowledge society, work is characterised by new patterns of collaboration and new modes of partnership, making workers' cooperation and communication skills very important (Davenport & Prusak, 1998; Jorgensen, 2003; von Krogh, Ichijo, & Nonaka, 2000). Successful knowledge society organisations provide workers with opportunities to retrain and up skill, and to work in overlapping and flexible teams; they develop the social capital of networks and relationships to provide support and learning for workers (Hargreaves, 2002; Hargreaves, 2003). According to Jorgensen (2003), large organisations need to focus on managing the interactions and relationships within the organisation, and provide resources and infrastructure to facilitate innovative practice and enhance the flow of information between interdependent elements. This is likely to assist learning and the creation and sharing of new knowledge.

In relation to schooling and the teaching profession in this new knowledge society, Hargreaves suggests that teachers are a key agent of change and that the aim of developing a true knowledge society has been stalled by years of standardisation and micromanaged curriculum uniformity in the quest for higher educational standards (Hargreaves, 2002; Hargreaves, 2003).

In his review of the literature, Jorgensen (2003) concludes that quality jobs emphasising collaborative action and embodying life-long learning are essential for work in today's knowledge-driven economy and global, social, economic and technological interdependence. He suggests that workers are looking for: a sense of belonging in the workplace; greater transparency; opportunities for realising their career and personal goals; achievement of work-life balance; and modes of work which emphasise cooperation, fast decision making, flexibility and adaptability.

Lifelong learning

Because of the rapid rate of change, there is general consensus that undergraduate education is only the start of a continuum of lifelong learning for work. New degrees are only relevant for approximately five years, so workers will increasingly have to continually learn and unlearn in order to remain skilled and knowledgeable (Organisation for Economic Co-operation and Development (OECD), 2002b). Moreover, few recent graduates have strong leadership and teamwork skills (Lowe, 2002). Thus, formal and informal workplace learning that emphasises cooperation, communication, community and project based or cross-functional employment opportunities are necessary (Hargreaves, Earl, More, & Manning, 2001; Jorgensen, 2003; Lowe, 2002). Additionally, the short life span of many occupations and functions offered by organisations, means that employees need to develop learning strategies and professional expertise which can be transferred to new workplaces and occupations (Van der Heijden, 2002). As Carnoy & Castells said in 1999, 'The distinguishing feature of work in the information age is the centrality of knowledge, especially 'transportable' general knowledge that is not specific to a single job or firm' (cited in Hargreaves, 2002). Therefore, for individuals seeking to build employability, lifelong learning is essential (Jorgensen, 2003). However, for lifelong learning to be promoted and valued, it is necessary to develop workplace cultures where employers explicitly value learning and knowledge, and where they seek to address barriers to learning commonly associated with long work hours and work-family conflict (Lowe, 2002).

Knowledge does not exist in isolation and without a context it has no applicability; therefore it cannot be separated from the human networks that create, use and transform it (Jorgensen, 2003; Nowotny, Scott, & Gibbons, 2001). Much of the literature supports the premise that effective professional learning is continuous over a long term and is situated within a community that supports such learning (e.g. Wenger, 1998; Wenger, McDermott, & Snyder, 2002).

Job satisfaction

In a discussion paper looking at research investigating what makes people satisfied with their lives developed by the Strategy Unit of the UK Cabinet Office (Donovan, Halpern, & with Sargeant, 2002), a strong positive relationship between job satisfaction and life satisfaction was evident. In this paper, it was concluded that a range of factors influence work satisfaction - personal control, variety, income, job security, skill use, physical security and job demands.

In Australia, the 'Best Employers to Work for in Australia' 2003 survey across 150 organisations found that today's employees are looking for employers who:

- *Provide people leadership from the top.* Have senior leaders who are passionate about their people, who spend time in personally addressing people issues in their organisations, and communicating organisational strategies, goals and progress towards these goals.
- *Create compelling employment offers and experiences* by creating a higher order purpose for employees (a *raison d'être* beyond merely making money), being explicit about their employment offer, and ensuring that the day-to-day experience of employees lives up to the brand promise. They provide their employees with greater autonomy, more challenge and a stronger focus on experimentation and improvement.
- *Focus on the accelerated development of their employees.* They invest more time and money into learning and development for employees, have a great percentage of employees on assignment for development purposes, engage more in one-on-one mentoring, and have formal talent management practices in place to identify high potential employees and develop them quickly.
- *Develop an organisational culture and values that drives performance.* Values are used explicitly to guide decision making; there are opportunities to celebrate with employees; they focus on performance and results with embedded feedback systems and structured approaches to performance management, within a culture of celebration of success and strong reward and recognition practices

(Hewitt Associates, 2003)

Even though he is specifically referring to older workers, Van Yoder (2002) highlights the point (equally valid for all workers) that employers have to enter into a 'new social contract' with their workers:

It used to be that a steady pay check and health care insurance were the hallmarks of companies that cared for their employees. That's not so today. More and more, employers will be expected to offer "quality of life" benefits such as flexible work hours... (p.28)

In a Canadian study across a number of federal and provincial governments, Lowe (2001) found that high quality work environments, where individuals are afforded the opportunity to grow, achieve personal goals, and enjoy the challenge of their daily work, are central in attracting and retaining top talent. Moreover, employers need to meet knowledge workers' needs to use and expand their skills. For example, university educated workers in Canada 'who are unable to realize their potential contributions in the workplace are far more likely to be actively searching for another job (Lowe, 2002, p.83).

In addition, workers are looking to expand job depth through greater autonomy, open communication and free exchange of knowledge (Wenger et al., 2002). Many teachers consider their professional expertise is under-utilised (Hargreaves et al., 2001). Greater job depth for teachers is associated with improved opportunities to fully utilise their knowledge, broader job descriptions, wider spans of control, and a

greater variety of tasks (Hargreaves et al., 2001). Lowe (2002) suggests that the shortage of opportunities for high-skilled work, as well as barriers to using existing knowledge emanating from embedded management practices, organisational systems and job designs, are serious issues for the Canadian workforce. It is believed that many employers are not tapping the potential skills of their knowledge workers. For example, new graduates often have skills in problem solving and new technologies that are not being fully used (Lowe, 2002).

New conceptions of career: mobility

New conceptions of career are emerging. Indeed many employees regard the notion of a single career or loyalty to one employer as a thing of the past. Today's workforce is characterised by flexible or 'portfolio' careers where workers are likely to work in many organisations and experience a range of occupations throughout their working lives. However, many believe that teaching has maintained a somewhat static conception of career (e.g. Peske, Liu, Johnson, Kauffman, & Kardos, 2002), suggesting that teachers are often expected to identify teaching as their career early, and then once qualified, take jobs that will likely remain unchanged throughout their careers. Indeed, even prominent authors like Hargreaves (2002; 2003) highlight the importance of thinking of teaching as a 'job for life':

Teaching in the knowledge society ... requires qualities of personal and intellectual maturity that take years to develop. Teaching in the knowledge society cannot be a refuge for second-choice careers, a low level system of technical delivery or, as some policymakers are saying, an exhausting job that can be handled mainly by the young and energetic before they move onto something else. Teaching in a knowledge society, rather, should be a career of first choice, a job for grown-up intellectuals, a long term commitment, a social mission, a job for life. (Hargreaves, 2002, p.5)

However, researchers in *The Project on the Next Generation of Teachers* at Harvard Graduate School of Education in the US (see <http://www.gse.harvard.edu/~ngt/>) interviewed 50 first and second year teachers in Massachusetts to find out how these people conceived of career, and found that:

... rather than regarding teaching as a calling and a lifetime commitment, many new teachers – both those who completed traditional teacher preparation programs and those who did not – approach teaching tentatively or conditionally. While there were respondents who planned to make teaching a lifetime career, they were surprisingly few in number. These long-term career teachers were in fact greatly outnumbered by respondents who were either uncertain that they would stay in teaching for the long term or relatively sure that they would teach for only a few years before moving on to another line of work. Some were exploring teaching to see if they might choose it as their primary career. Others anticipated having multiple careers over the course of their lives and, as a result, saw teaching as one career among many that they would

probably pursue (or, in the case of mid-career entrants, had already pursued). (Peske et al., 2002, p.305)

It is important to note that the authors stress that even though this was how the 'short-termers' viewed teaching in career terms, they were very highly committed teachers while they were teaching.

Thus, since many new teachers do not plan to make teaching a lifetime career, and since the Baby Boomers were largely committed to teaching as a lifetime career, a generic career structure is not likely to attract and retain sufficient high quality teachers. For many, part time and casual teaching are part of a lifestyle choice.

In Australia, career change entrants to teaching are attracting attention because of the skills and experience they bring to the teaching profession, and the maturity and 'other-centredness' they exhibit (e.g. Australian College of Educators, 2003; Dempster et al., 2001; Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003; Skilbeck & Connell, 2003). In *The Project on the Next Generation of Teachers* referred to above, researchers found that of new teachers across four states in the US, 46 per cent were entering teaching at mid-career, and the average age of these mid-career entrants was 38 years (Lui, 2003).

Therefore, with many new teachers leaving to pursue other careers after 5-8 years, mature age career changers entering the teaching profession, and part time and casual teaching appointments being selected by teachers as part of a life style choice, a teaching career must be positioned within the context of a more flexible working life (Skilbeck & Connell, 2003). Questions of retention must also focus on issues of mobility. In his review of the relevant literature, Jorgensen (2003) concludes there is a need for a mix of formal and 'on the job' workplace-specific training and development because emphasis only on the latter might restrict portability of knowledge and skills, and thus employability over a working life. Additionally he suggests that training is more likely to be successful when it seeks to capitalise on the qualities and attributes that workers bring to the training experience.

In a study exploring workplace specialised professional expertise and more transferable professional expertise in three age groups – 20-34 years ('starters'), 35-49 years (mid-career), and 50+ years (seniors) – van der Heijden (2002) found that in order to positively influence their employability throughout their career, the 'starters' need to concentrate on enlarging their number of professional skills and exploring avenues for growth potential and social recognition, while being highly flexible and adaptable was crucial for older workers. They conclude that in order for younger workers to extend their possibilities, they should participate in broad training and development opportunities 'in new but adjacent domains, next to domain specific educational activities', and involve themselves in 'relevant multidisciplinary networks' (p.59). It is

therefore important that employers provide opportunities for workers to learn throughout their working lives, and enhance their capability to do so.

However it is not only issues associated with new generations, new workplaces and new work tasks that need to be considered in attracting and retaining teachers to the teaching profession. Also of importance is the quality of those teachers - how they are prepared, and how they are encouraged and supported to maintain their professional expertise and build their careers.

Developing quality teachers

The adequacy of teacher supply does impact upon student learning. As the OECD Programme for International Student Assessment (PISA) (Programme for International Student Assessment (PISA), 2001) concluded based on principal's perceptions of adequacy of supply in their schools, student learning was poor in schools with shortages of teachers. However, it is also the quality of the teachers that is crucial in the current era of profound societal change (Coolahan, 2002). Certainly, a growing body of research confirms teacher quality as one of the most important school factors influencing student achievement, ahead of class size, school size (e.g. Darling-Hammond, 2000b; Lovat, 2003; Rivkin, Hanushek, & Kain, 2000; Santiago, 2002). Based on reviews of studies of student achievement in the US, Darling-Hammond (2001) concluded that 'teachers' qualifications – based on measures of knowledge and expertise, education, and experience – account for a larger share of the variance in students' achievement than any other single factor, including poverty, race, and parent education (p.10). She found that students achieve at higher levels and are less likely to drop out when they are taught by teachers with a certification in their teaching field, and by those with master's degrees or enrolled in postgraduate study. In Australia, the VCE Data Project (Rowe, Turner, & Lane, 1999, 2002) similarly concluded that the quality of teaching and learning was the most salient factor accounting for variations in schools students' Year 12 achievements.

However, it must be noted that much research acknowledges the difficulty in measuring relationships between teacher quality and student achievement (e.g. Organisation for Economic Co-operation and Development (OECD), 2002a). And whilst there are research studies which suggest that other variables exert more influence on student achievement in particular subject areas (e.g. Lamb & Fullarton, 2002), even these studies do not suggest that teacher quality is not a significant factor in student achievement.

Professional preparation and ongoing learning

Learning to teach is an ongoing process involving preservice teacher preparation, induction and mentoring of beginning teachers, workplace learning, and ongoing professional learning (Coolahan, 2002; Darling-Hammond & Sykes, 1999; Day, 1999). 'The knowledge base on which a teaching career is based has deepened and calls for teachers to engage with it on an ongoing basis as lifelong learners' (Coolahan, 2002, p.13). Lifelong learning requires adaptable, self reliant teachers, therefore the goal of reflective practitioner should be central to preservice and inservice teacher education (Coolahan, 2002).

Additionally, it is increasingly recognised that learning to teach is a social process of negotiation rather than an individual problem of learned behaviours (Britzman, 1991). Research over the last decade has:

steadily converged on claims that strong professional communities are important contributors to instructional improvement and school reform. Researchers posit that conditions for improving teaching and learning are strengthened when teachers collectively question ineffective teaching routines, examine new conceptions of teaching and learning, find generative means to acknowledge and respond to difference and conflict, and engage in supporting professional growth. (Little, 2002, p.917)

In Queensland, the Queensland School Reform Longitudinal Study (QSRLS, 2001) similarly found that communities of teachers were essential to improving professional practice. Many other authors have endorsed the importance of teacher learning being a collaborative undertaking, rather than solely an individual activity (e.g. Cochran-Smith & Lytle, 1999; Louis & Kruse, 1995; McLaughlin & Talbert, 2001; Toole & Louis, 2001). Most of these refer to school-based professional learning communities, but across schools networking is also important for teacher learning. Lieberman and Grolnick (1998) suggest that these expanding professional learning networks typically involve 'a sense of shared purpose, psychological support, voluntary participation and a facilitator' (p.710). In relation to the knowledge society, Hargreaves (2002; 2003) suggests that professional learning communities promote and presume key knowledge society attributes like teamwork, inquiry and continuous learning.

The research also converges on claims that teacher learning has been found to be most beneficial when it is focused explicitly upon how teachers work with their students, and is situated in their workplaces (e.g. Ball & Cohen, 1998; Darling-Hammond, 1998a). It is important that teacher professional development opportunities are underpinned by a focus on how teachers learn. Day (1999) suggests that the essential ingredients of professional learning include: deliberate reflection and inquiry; contracting with self and others; self and peer confrontation; and sharing of insights. Professional portfolios are also promoted as important in the process of teacher learning for increased professionalisation (e.g. Retallick & Groundwater-Smith, 1999). Portfolios not only help teachers plan their professional learning goals and

take control of their own learning, but also provide publicly available documented evidence of ongoing professional learning.

A new and increasingly important issue in discussions of teacher education and professional development concerns the ways in which communications technologies can be used to support teacher learning (Blanton, Moorman, & Trathen, 1998; Laferriere, 2000). The literature in this area is characterised by considerable optimism regarding the potential of the technology to extend professional networks and create collaborative professional communities in ways that transcend time and place, but highlights important areas requiring further investigation: the relationship between face to face interaction and online interaction; clarity of participation expectations; the role of on-line moderators; the differential uses and needs for technology (e.g. geographic isolation, cross-sector collaboration, beginning teacher support groups); school and teacher access to high speed Internet connections; and, the pedagogical value of interaction (e.g. Breuluex, Laferriere, & Bracewell, 1998; Burbules & Callister, 2000; Clift, Mullen, Levin, & Larson, 2001).

However much of what we currently do in teacher preparation and ongoing professional development treats the teaching workforce as a 'bulk' profession; we tend to treat teachers and their professional needs (both preservice and inservice) as if they are an homogeneous group. Given that the largest percentage of the teaching workforce are baby-boomers, many inservice professional development priorities are aimed at this group with an assumption of relevance for all others in the profession. We could question whether the practices established for this group (e.g. human resource practices, teacher education, ongoing professional development opportunities) are sufficiently attractive to the new generations of teachers both at the recruitment phase, during teacher preparation and in retaining them. Perhaps teaching and teacher education does not meet the career, life and learning expectations of these new generations of teachers.

Attraction and retention

The recruitment and retention of good quality teachers is central to improving schooling. So far this review has focussed on:

- global ageing and implications for the future workforce;
- issues associated with the new knowledge economy and new career and work motivators; and,
- the importance of preparing and developing quality teachers.

A number of issues have been highlighted as needing investigation particularly as they apply to new generations of teachers, and consequent implications for attracting and retaining quality teachers. Issues associated with demand and supply have been widely researched both in Australia and in many

'developed' countries, prompted by the looming generational change in the teaching workforce and projected teacher shortages. From this research, we can learn much about what attracts people to the profession and then what motivates them to stay or leave. However, much of this research does not distinguish between new teachers and those who have been in the profession for some time, nor between different age cohorts. The following section briefly reviews these things with a view to highlighting issues which need to be explored across the generations.

Attraction and recruitment

It is generally agreed that salaries can impact upon both the attractiveness of teaching as job and the ability of education systems to retain the most effective teachers (e.g. Coolahan, 2002; Lovat, 2003; Organisation for Economic Co-operation and Development (OECD), 2000), but that this is not the only factor impacting upon teacher workforce demand and supply issues. Generally, teachers enter the teaching profession because they enjoy working with children and have a desire to teach (Skilbeck & Connell, 2003). In their review of the relevant literature the MCEETYA Report *Demand and Supply of Primary and Secondary School Teachers in Australia* (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003) concluded that the reasons for choosing teaching as a career fell into three main areas: altruistic reasons associated with doing something worthwhile in helping students to succeed and help improve society; intrinsic reasons related to working with children and using their specialist knowledge; and, extrinsic reasons to do with pay, holidays and status. In a recent Australian study, career change teachers were found to be mainly motivated by altruism – the feeling of 'wanting to make a difference', 'to give back to the community' (Australian College of Educators, 2003). However these teachers also cited long term security of employment and income as important, with school holidays attractive for those with children or considering children (Australian College of Educators, 2003).

Policies associated with teacher recruitment are often aimed at quantitative measures with monetary incentives such as scholarships, bonuses etc (for an overview see Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003). Others aim to improve working conditions for teachers (e.g. reducing class sizes). However there is scant evidence that any of these are cited as reasons for new generations of teachers being attracted to the teaching profession. Incentives, particularly financial ones, often 'get the numbers' but have little impact on retention or quality. Some suggested policy options relating to quality issues rather than quantity issues suggested by the recent *Demand and Supply of Primary and Secondary School Teachers in Australia* report include induction, alternative pathways, and increasing status of the profession (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003). However it is usually agreed that single issue policies are usually not enough. With the growing differential backgrounds and prior experiences of

prospective teachers, it is acknowledged that a 'one size fits all' teacher preparation model is not the most effective.

Alternative teacher preparation pathways

There is a well supported argument suggesting that career change aspirants should be considered for alternative pathways due to their prior knowledge, skills and experiences (see Australian College of Educators, 2003). Usually these 'alternative' pathways mean 'shorter' pathways. In Australia, accelerated teacher preparation programs have been trialled by the New South Wales and Western Australian education departments working in conjunction with tertiary institutions. As yet no published outcomes of these trials are available. In the US, alternative teacher preparation pathways are proliferating (e.g. California's intern and pre-intern teaching program, Teach for America, Troops to Teachers). These programs seem to have immediate attraction to those considering a career change into teaching (e.g. Cochran-Smith & Fries, 2001; Darling-Hammond, 2000a; Darling-Hammond, Berry, Haselkorn, & Fideler, 1999; Darling-Hammond et al., 2001). Indeed, a longitudinal qualitative study which examined the responses of those who accepted Massachusetts' \$20,000 'signing bonus' scheme established in 1998 to address teacher shortages in that state, showed that the money was less of an incentive to join the program than the alternative certification programs developed to implement the policy (Liu, Johnson, & Peske, 2003). However, research in the US has suggested that some of these alternative pathways to teaching provide only short term solutions and often quality is compromised. Many who graduated from these programs have reported that they felt under-prepared for the job, and there are high separation rates of teachers prepared in these alternative ways (Darling-Hammond et al., 2001). Moreover, in the US, qualified teachers are unequally allocated to students by race, income and location with uncertified and/or alternatively certified teachers in schools with greatest concentrations of low income and minority students (Darling-Hammond et al., 2001; Grossman, 2003).

Some arguments for alternative teacher preparation pathways are based on the premise that current teacher preparation programs are irrelevant for *all* aspiring teachers. For example, in the US, The Bush government's latest Secretary of Education Annual Report on teacher quality in July 2002 called *Meeting the Highly Qualified Teachers Challenge*, argues for the dismantling of teacher education systems and the redefinition of teacher qualifications to include little or no preparation, suggesting that teachers only need subject matter knowledge and verbal ability (despite the fact that a large scale review of research on teacher education commissioned by the Office of Educational Research and Improvement and the US Department of Education was unable to substantiate this, see Wilson et al., 2001). The annual report argues for making student teaching (practicum) optional and 'as a safety precaution' suggests a need for 'a background check of new teachers'. Such policies are strongly supported by conservative organisations like the Fordham Foundation, the Heritage Foundation, the Pioneer Institute, the Manhattan

Institute and Public Agenda. These organisations call for deregulation of teaching and teacher education, and argue that teacher education, and particularly Schools of Education, simply 'get in the way' of developing quality teachers. For them, teachers need to know their subject matter and this can be gained exclusively outside Schools of Education; everything else can be picked up 'on the job'. The irony is that while teaching is seen as more and more complex in today's rapidly changing society, learning to teach is being seen by some as more and more unproblematic.

Alongside the calls for alternative teacher preparation pathways, is the movement to tighter regimes of teacher credentialing based on a high level of demonstrable knowledge base and skill competence. In Australia, new state-based registering authorities have been established adding to the two that have been operating for some time. However, the approval of teacher education programs for the purposes of accrediting graduates into the teaching profession often focuses on the content of the programs rather than what preservice teachers have actually learnt and what they can do as a result of being in the program. Even though the Australian Council of Deans of Education argued for a national system for national standards and guidelines for initial teacher education in 1998 (Australian Council of Deans of Education, 1998), there is no national system of teacher accreditation or registration.

Status of the profession

Despite the fact that demand for teacher education places in Australia has increased over the last few years, there seems to be in Australia and other OECD countries a lack of interest in teaching as a career due to a lack status of teaching in society and a decline in relative salaries (even though beginning salaries are comparable to other professions, they reach top of scale in relatively short time), leading to low perceptions of the profession by school students (e.g. Dolton, Tremayne, & Chung, 2003; Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003; Organisation for Economic Co-operation and Development (OECD), 2002a). However, it is difficult to be conclusive about the relationship between status and remuneration. In the recent MCEETYA Report *Demand and Supply of Primary and Secondary School Teachers in Australia* (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003), older teachers (those 55+years) said they considered that remuneration was the most important factor attracting people to the profession whereas the youngest group (21-24 years) thought that image/ status of the profession was most important in attracting people to the profession.

In discussions about teaching and professionalism, the issue of the gendered dimension of the workforce – particularly that of the over-representation of females and the under-representation of males – is often posited as a mitigating factor in the way in which the profession is viewed both by those within it and those outside. In Australia, 75 per cent or more of the teaching profession in each state and territory in

Australia is female (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003). This strong female bias is expected to increase since about 80 per cent of teachers under 30 years of age are female, and almost 50 per cent of male teachers are 45+ years of age (Skilbeck & Connell, 2003). This is linked to shortages in some subject areas (e.g. mathematics and science), and in terms of remuneration and its role in attracting new teachers to the profession, there is a perception that a profession that is largely female is not well paid (Skilbeck & Connell, 2003). Moreover, it seems that career change people attracted to the teaching profession are more likely to be male (Australian College of Educators, 2003).

Professional standards

Increasingly, the response to issues of teacher quality and the poor image and status of the teaching profession is to develop professional standards for teaching and use them to regulate the profession (e.g. Ramsey, 2000). As Yinger and Hendricks-Lee (2000) argue:

The key to successful professionalization of any practice is to convince clients and the public that a professional, as a result of education and practical experience, possesses unique knowledge and skills that can be employed to solve the particular problems of practice and thus serve client needs. This 'legitimization' process depends greatly on a profession's ability to create a body of useful abstract knowledge that can be effectively converted to particular situations in particular contexts. For this knowledge base to be created, a discourse language must be created that connects abstract knowledge and theory to the demands and realities of practice. Research and knowledge-based standards can serve in this manner by creating a shared and public 'language of practice' that not only describes how knowledge is used in practice but also becomes a vehicle for testing and elaborating the components of professional activity. Standards, when used in this manner by a developing profession, thus becomes a means to development and empowerment, not merely a means of external control. (p.94-95).

However, others argue that professional standards amount to no more than 'slogan systems' that offer little but are hard to dispute (e.g. King, 1994). Indeed, Sachs (2003b) believes:

... it is a new identity and changing community perceptions of teachers and experiences of schools that will enhance the status of teaching. I do not imagine that a standards framework will turn around a non-supportive press nor embedded community prejudices. (p.181)

Despite this view, the development of standards for the teaching profession in Australia has emerged within the last decade following developments in the US and the UK (Ingvarson, 2002b). Darling-Hammond (2001) believes that the US is characterised by 'a morass of teaching standards', each set developed by different groups, often for different purposes and often in isolation of each other. There is some indication that in Australia, we are beginning to develop our own 'morass of standards'. There are

national statements and frameworks for standards aimed at producing national consistency in relation to professional standards (e.g. National Reference Group for Teacher Standards Quality and Professionalism, May 2003; Report of a National Meeting of Professional Educators, 2002; Teacher Quality and Educational Leadership Taskforce of MCEETYA, 2002), standards for accomplished teaching in subject areas developed by professional subject associations (e.g. Australian Association of Mathematics Teachers, 2002; Australian Science Teachers Association, 2002; Standards for Teachers of English Language and Literacy in Australia (STELLA), 2002), employer developed standards (e.g. Jasman & Barrera, 1998; The State of Queensland (Department of Education), 2002), and standards for entry to the profession and continuing registration at state levels (e.g. Queensland Board of Teacher Registration, 2002) (See also NSW Interim Institute for Teachers and Victorian Institute of Teaching). The challenge is to align the range of interest groups and the purposes for which they advocate developing and using professional standards.

The value of developing and implementing professional standards for teaching as a strategy for the continuing professional development of teachers has wide support from academics, professional bodies and employers (e.g. Darling-Hammond, 2001; Ingvarson, 2002a, 2002b; The State of Queensland (Department of Education), 2002). However, many like Lovat (2003) while supporting the move towards standards for the profession, stress the importance of teachers themselves having significant input to the development and implementation of the standards, and a strong sense of ownership of them (see also Sachs, 2003b). It will be important to follow the development and use of professional standards in Australia, and determine the impact on the image of the profession, the ways in which new generations of teachers engage with them, and the long term impact on attraction, retention and ongoing learning for these new teachers.

Retention

Policy such as teacher recruitment drives will not solve staffing dilemmas if issues associated with low teacher retention are not addressed. In Australia, annual separations have been between 3-8 per cent of the teaching workforce in the government sector (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003). At the current time, almost one-third of employed people in Australia whose highest qualification is a teaching degree or diploma are working outside the education industry (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003; Skilbeck & Connell, 2003), and 'A significant number of graduates (around 15 per cent in 2000) either work in other professions or go onto further study' (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003, pp.99-100). In reviewing the available data and research on OECD countries, Santiago (2002) concludes that teaching has a relatively high turnover rate compared with

turnover rates for registered nurses and for all employees more generally. Turnover rates are highest for special education, mathematics and science teachers (Organisation for Economic Co-operation and Development (OECD), 2002a; Santiago, 2002).

Within the current context of portfolio careers and an increased desirability for career mobility and the development of general and transportable professional expertise, it is not helpful to have as an aim the retention of all new teachers for the duration of their career. However there are some insights to be gleaned from exploring the reasons teachers leave the profession and what motivates them to stay. Then it is important to explore these factors specifically with new generations of teachers.

In the UK, the DfES commissioned the Centre for Education and Employment Research at Liverpool University to investigate the factors affecting teachers' decisions to leave the profession (Smithers & Robinson, 2003). They found that five main factors influenced teachers' decisions to leave: workload, new challenge, the school situation, salary and personal circumstances. Of these, workload was by far the most important, and salary the least. Those who left tended to be either young with a few years' service or older and approaching retirement, to be female, and to come from the shortage subjects. Only 13 per cent thought it 'very likely' that they would return to teaching full-time.

The MCEETYA survey of teachers and school principals (Ministerial Council for Education Employment Training and Youth Affairs (MCEETYA), 2003) found that almost a quarter said that increased remuneration is important to retaining teachers, while increased autonomy was only nominated by 1.4 per cent of respondents. Likewise, improved or higher remuneration was considered important in attracting new teachers. However, remuneration was only cited by 2.3 per cent of respondents as a source of job dissatisfaction. The proportion of teachers teaching out-of-field is high in some teaching areas (Organisation for Economic Co-operation and Development (OECD), 2002a), and this is also likely to add to dilemmas associated with trying to do a good job.

Mulford (2003) suggests that if school leaders work towards conferring professional autonomy to teachers and encouraging them and providing opportunities for them to work together in meaningful and purposeful ways, teachers will be more likely to remain in the profession because they feel valued and supported. Ingersoll (2000) suggests reasons for teacher turnover in the US as school staffing action, dissatisfaction (low salaries – the primary source of dissatisfaction, lack of school administration support, student discipline, lack of input into decision making), personal, to pursue another job, and retirement. Also investigating the US context, Bracey and Molnar (2003) found that teachers leave the teaching profession because of inadequate salaries, insufficient teacher autonomy and pressures from high stakes testing.

However, this needs to be considered within the context of new generations of teachers and their particular orientations to work satisfaction and career mobility. Most of the surveys and research referred to above, do not differentiate according to new generations of teachers and those tracking towards retirement.

Beginning teaching: induction and support

Across OECD countries, attrition rates are considered particularly high for beginning teachers (Santiago, 2002). In the US, Olson (2000) reports one in five new teachers leaving the profession within the first 3 years, while Halford (1998) suggests that only about 50 percent of new teachers are choosing to stay teaching beyond their first 5 years. In Australia a significant minority of teachers move out of teaching after 5-8 years (Skilbeck & Connell, 2003). However, the recent DEST report *An Ethic of Care: Effective Programmes for Beginning Teachers* (Department of Education Science and Training, 2002) highlights a lack of adequate data on attrition of beginning teachers in Australia. As part of *The Project on the Next Generation of Teachers*, researchers examined a random sample of 486 new (first and second year) teachers in California, Florida, Massachusetts and Michigan, and found that 33 per cent of them were hired after the school year had already started, with 56 per cent of respondents reporting no extra assistance being available to them as new teachers (Lui, 2003). Findings from this study also suggest that many schools disregard the unique developmental needs of new teachers (Kardos, 2003). These factors impact upon new teachers decisions to stay or leave.

The transition from graduate to beginning teacher is a time of considerable challenge and vulnerability for beginning teachers (Sellars, McNally, & Rowe, 1998). Often their expectations of the teaching job conflict with the reality they encounter in the workplace (Khamis, 2000). The quality of their first year experience strongly influences their decisions about staying in the profession (Gold, 1996). However, beginning teachers are customarily given full teaching loads from their first day of employment (Coolahan, 2002; Senate Employment Education and Training References Committee, 1998). In *The Project on the Next Generation of Teachers*, 77 per cent of new teachers across four states said they had the same administrative and teaching load as their more experienced colleagues (Kardos, 2003). Beginning teachers' first appointments are often to schools where the resources for induction are inadequate (e.g. country and outer urban areas (Department of Employment Education and Training, 1992)), Existing induction procedures in Australia are variable and often ad hoc in nature (Senate Employment Education and Training References Committee, 1998), with no fully integrated and planned structure for preservice teacher education, induction and support for beginning teachers (Skilbeck & Connell, 2003). Thus the first year of employment is often a time of considerable stress and burnout. Many leave.

The importance of a planned induction program and systematic mentoring of new teachers is regularly highlighted as crucial to retaining newly appointed teachers (e.g. Australian College of Educators, 2003; Coolahan, 2002; Department of Education Science and Training, 2002; Johnson et al., 2001; Ramsey, 2000). Beginning teachers who are supported by skilled mentors in planned induction programs are less likely to leave the profession and are more likely to focus earlier on student learning issues rather than merely personal or classroom management issues (Darling-Hammond, 1998b; Darling-Hammond et al., 1999). Mentoring is not only an effective way of inducting new teachers into the profession but is a valuable professional learning and development tool for the mentor (Gold, 1996; Yost, 2002). The importance of partnership arrangements between universities and schools, in supporting beginning teachers' transition into the profession is also important (Department of Education Science and Training, 2002).

However, given new conceptions of career envisioned by new generations of teachers, (see the earlier discussion, Peske et al., 2002), these teachers may be more difficult to retain than previous generations were. It is possible we have to consider new ways of thinking about retention. The teaching career needs to be considered within a more flexible working life; teaching is no longer a lifetime career (Skilbeck & Connell, 2003). This highlights the importance of professional development being systematically structured to open up career pathways (Lovat, 2003). But even those beginning teachers in *The Project on the Next Generation of Teachers* who planned long term careers in teaching, sought opportunities with differentiated roles characterised by variety and challenge (Peske et al., 2002). Certainly the career change teachers in the ACE study wanted career paths that offer career variety (Australian College of Educators, 2003).

Professional standards: retention and ongoing learning

It has been suggested that professional standards can make explicit the skills, knowledge and understanding which underpin effective practice and thus help beginning teachers reflect on, and evaluate, their teaching, and also to monitor and document their progress (e.g. Mahony, 1996). However, as part of a study of first and second year teachers in Massachusetts in the US, researchers at the Harvard Graduate School of Education (Kauffman, Johnson, Kardos, Liu, & Peske, 2002) investigated new teachers' experiences with curriculum and assessment within the state's current context of standards based reform, and found that despite the state's development of standards and state-wide assessments, participants reported receiving little or no guidance about what to teach or how to teach it. They struggled and worked haphazardly and frantically, often in isolation 'hoping for the best'. The researchers suggest that this lack of support impacts on teacher retention within the state; the pain of failing in the classroom is intensified by the prospect of public exposure, and beginning teachers leave (Kauffman et al., 2002).

In Australia, there is some evidence that teachers' engagement in advanced certification processes built around professional standards, contributes to their professional growth (e.g. Jasman & Barrera, 1998). Likewise, in the US, there is some evidence that the NBPTS certification process is linked to improved professional practice for accomplished teachers, and that the INTASC licensing process is similarly linked for beginning teachers (Darling-Hammond, 2001). However, the findings are inconclusive and point to some disturbing facts. Burroughs (2001) asserts that the NBPTS certification may be as much an evaluation of a teacher's writing about his or her teaching as it is an evaluation of the teaching itself. He suggests the process assumes that the performance of teaching and the performance of writing about one's teaching are identical. He concludes that rhetorical skill is a problematic, unarticulated standard of the board. In addition, Serafini (2002) suggests that the NBPTS certification process may create a hierarchy within the teaching profession that will establish one legitimate style of teaching over other styles. There are also concerns that standards may compose a certain type of teacher. For example, white teachers who teach in suburban schools who report that they are confident about teaching, seem to be more successful in gaining certification through the NBPTS process (Burroughs, 2001). There are many suggestions that NBPTS standards themselves could be a normative force and that perhaps 'the teaching profession should be celebrating its diversity and creative differences rather than a solitary vision of accomplished teaching' (Serafini, 2002, p.319).

Teacher professionalism

Generally, discussions about teacher professionalism have largely assumed a reshaping and reforming of the 'current teacher'. New forms of professionalism emerge in response to changing economic, social and political conditions. For example, Hargreaves (2000) outlines four historical ages of professionalism – pre-professional, autonomous, collegial and a current fourth post-modern professional age – and the positioning of teachers individually and collectively in each age, with associated analyses of and implications for teacher professional learning into the future. Many like Hargreaves are suggesting that we are on the edge of an age of a new professionalism (see also for example Sachs, 2003a). The OECD report *Teachers for Tomorrow's Schools* suggests that in the face of technological and societal change, and within the aim of lifelong learning, teacher professionalism of the 21st century must be redefined and include a focus on expertise and continual updating, openness to work with parents and other non-teachers, use of technology and an understanding of its pedagogical potential, and the capacity to continuously adapt and collaborate within school and networks (Organisation for Economic Co-operation and Development (OECD), 1998).

But what of a 'new professionalism'? How are new generations of teachers actively creating both individual and collective professional identities. For them, what does it mean to be a teaching

professional? How do they construct themselves as professionals? How do they construct their profession? Perhaps there are new ways of talking about professionalism for these teachers. We need to focus on active and emerging notions of professionalism constructed by new generations of teachers that, in all probability, will be radically different from reshaped 1980s versions.

An 'Australian' teacher

Recent world events, not just 9/11, the Bali bombing, and the current war on Iraq, but the local and national impacts of economic and cultural globalisation, have raised a series of major, unprecedented questions for Australian education: specifically, how will we educate our citizens to live together in difference; and further, how will we prepare our students to engage with, critique, analyse, and understand a globalised nation and world? Yet there are few fields that have as narrowly local foci than preservice teacher education and teacher registration. Even though the Australian Council of Deans of Education argued for a national system for national standards and guidelines for initial teacher education in 1998 (Australian Council of Deans of Education, 1998), there is no national system of teacher accreditation or registration. In the main, preservice teacher education programs are set up and regulated to produce a 'New South Wales' teacher or a 'South Australian' teacher, in an era in which we should take up the challenge of producing, educating and training a truly 'Australian teacher' who can engage with dynamic national and international knowledge contexts, can teach about and around a range of contexts, and teach a diverse and changing student and community population. The time is right to develop a prototype and vision for a new Australian teacher who transcends state boundaries and regulations, a worldly, cosmopolitan teacher who can introduce students into critical engagements with globalised and globalising economies and environments (Luke & Mayer, with Leitch, 2002).

Some directions

Given these features of the current context of the teaching profession, it is timely to ask who are Australia's teachers and who will/should they be in the future? As a result of generational change, are there new conceptions of career, which need to be canvassed and addressed by employers in human resource management terms? Additionally, do we need to re-think what being a teaching professional means, and what being an employee means? What do we know about the newer generations of teachers – their expectations as employees and professionals, what they value, how they learn to teach?

It could be argued that many of the current debates about teachers and teaching – across the professional, intellectual, industrial and political spectrum – are ones of generational self-reproduction. There is a need to focus on active and emerging notions of employment, career, and professionalism for

new and future generations of teachers. The challenge is to avoid generational self-renewal; to be unconstrained by old or re-worked notions of what it means to be an Australian teacher. This will provide an authentic framework for developing strategic agendas in relation to future national initiatives.

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**TEACHERS FOR THE FUTURE -
THE CHANGING NATURE OF SOCIETY AND RELATED ISSUES FOR THE
TEACHING WORKFORCE**

A Report to the Teacher Quality and Educational Leadership Taskforce of the
Ministerial Council for Education, Employment Training and Youth Affairs

DATA SOURCE 2: EVIDENCE FROM THE FIELD

**REPORT ON THE QUESTIONNAIRE SURVEY OF
TEACHERS IN THEIR FIRST TEN YEARS OF TEACHING**

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September, 2004

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1. THE QUESTIONNAIRE SURVEY

1.1 Purpose

The questionnaire survey was designed to elicit information about and viewpoints of teachers in the first ten years of teaching. Its findings are of value in themselves, but a principal purpose of this part of the overall study was to identify key issues and trends for intensive discussion and analysis through site visits.

1.2 Initiating the survey

In October 2003 a written questionnaire survey was initiated, as the second main stage of the national study following the initial literature review (Data Source 1). Questionnaires were distributed in the four participating states of New South Wales, Queensland, Tasmania and Western Australia to 455 primary and secondary school teachers who were in their first ten years of teaching.

1.3 The key questions

The survey instrument focuses on changes in workplace cultures, structures and practices, together with implications for attracting and working with new generations of teachers. Two central aspects of the survey are:

- Teacher professionalism ... what attracted current teachers to teaching and whether appropriate professional support was, and is being provided ... teaching career expectations including opportunities for professional development and learning
- Teachers' experience as employees.

1.4 Representativeness: distribution of questionnaires and returns

Sixty four per cent of Australia's total teaching force resides in the four states surveyed, in the following proportions (of the 64%): NSW 51 per cent; Qld 29 per cent; Tasmania 6 per cent; Western Australia 15 per cent.

Teacher percentages, nationally, by sector are: 68 per cent government; 20 per cent Catholic; 12 per cent Independent.

In the distribution of questionnaires, representation of the three sectors of government, Catholic and independent schools was sought and, using ABS statistics¹ numbers calculated corresponded broadly to the proportions of teachers in these sectors, by state. With some (minor) variations, responses were sought from teachers in representatively sampled schools, with a broad balance between metropolitan, regional, country and

¹ Australian Bureau of Statistics (2003) *Schools Australia 2002*. Catalogue No.4221/0. Canberra. ABS

remote locations. All returns received by the cut off date of 23rd December, 2003 were processed.

293 responses were received and processed:

- 45 per cent of respondents were primary level teachers, and 55 per cent secondary level teachers;
- 63 per cent from metropolitan schools and 37 per cent from regional and country locations;
- 64 per cent female, 32 per cent male (4 per cent non-response);
- 59 per cent aged 20 – 29 years; 41 per cent 30 – 45 years;
- 85 per cent were classroom teachers; 12 per cent key teachers/ head of department/ assistant principal;
- 87 per cent stated that they were employed full time; of which 28 per cent indicated the status of ‘permanently employed’; 9 per cent on fixed term/ contract basis.

1.5 Data analysis

Both quantitative and qualitative procedures were adopted according to the type of question asked and the nature of responses. Where questions permitted, collation was through percentages of responses across response categories, such as: not at all; to some extent; to a considerable extent; to a great extent.

Qualitative analysis included the identification of trends/ categories and response patterns. Comparative analysis also included frequency of respondent choices.

1.6 Interpretation

Findings from the survey have been presented through figures, tables and text with section summaries and brief commentary. The questionnaire phase of the overall project was intended primarily to provide leads for the site visits and it is in the Main Report and the Overview of the project that broader trends, themes and issues from all the data sources are addressed.

2 SCHOOL AS A WORKPLACE FOR TEACHERS IN THEIR FIRST TEN YEARS OF TEACHING

2.1 Addressing the challenge of becoming a teacher

In the early period of adapting and adjusting to a new environment, beginning teachers face both professional and personal challenges which often affect their commitment to teaching and their career expectations.

Although the first year or so of teaching was reported as burdensome regarding time and energy, for many of these early career teachers the challenges associated with joining the teaching profession were being understood and addressed, often in most positive ways. Typical are the following statements:

This is my first year of teaching and I absolutely love it. I am fortunate enough to be in a wonderful school with a great working environment. All senior staff are helpful and give positive criticism when needed; without criticism we do not grow and develop.

I am not finding it difficult, but I work bloody hard! I enjoy it, so it's not a chore.

I had an excellent staff that supported each other ...as they were all in the same [remote] situation.

I have found teaching to be quite natural for me which is very fortunate. I put that down to good support professionally and personally.

Originally I found it difficult to some extent in all mentioned areas. However at the moment I feel I have adjusted and I feel I am [not at all in difficulty with the work]

Teachers do, however, commonly identify difficulties with time management and workload:

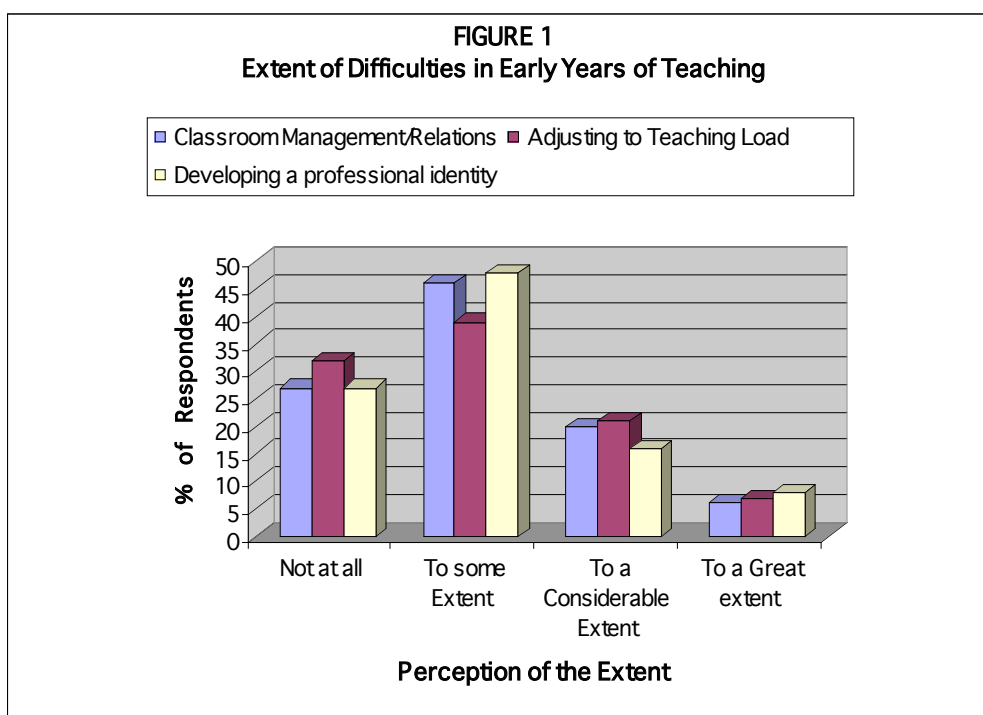
- the numerous and varied demands of a full/high work-load
- balancing classroom & extra curricular obligations
- meeting programming expectations.
- time management. Insufficient DOTT [duties other than teaching] time to complete the necessary work and finding time outside class to plan, collect and organise resources, record, evaluate, assess, report and attend parent meetings etc

The three greatest difficulties reported relate to:

- adjusting to a full-time teaching load;
- managing and relating to students;
- developing professional identity and career goals.

These findings are broadly in line with earlier surveys and the research literature.

Over two-thirds of teachers report finding difficulty 'to some extent' or greater with these three elements of their work whilst for a quarter of all respondents difficulty in these areas is 'to a considerable/great extent' (Figure 1).



Conversely, over a quarter of all respondents reported finding no difficulty at all with these aspects of their work.

Table 1 : Difficulties in the early years of teaching

Difficulty in the early years of teaching	Not at all	To some extent	To a considerable extent	To a great extent	NR
... adjusting to a full-time teaching load	32	39	21	7	1
... classroom management and relations with students	27	46	20	6	1
... professional relations with colleagues	53	35	8	3	1
... professional relations with parents and community	38	46	12	3	1
... developing your professional identity and career goals?	27	48	16	8	1
... other difficulties relating to the school as a workplace	19	18	10	11	42

Data shown in the columns to the right of Figure 1 and Table 1 show that considerable and severe difficulties are experienced by 30 per cent or less of teachers. Most beginning teachers believe they are managing the demands of the job well. Successful entry into teaching requires establishing professional relationships with colleagues. ‘No

difficulty at all' was found in developing professional relations with colleagues by over half the respondents (Table 1), although the majority experienced some difficulty or more in developing a professional identity. Both in the literature generally and on the survey evidence, beginning teachers find difficulty in trying to fit into established school culture and in particular in gaining acceptance as a valuable contributor to the running of the school. Difficulty in establishing one's credentials with older and more experienced teachers is not uncommon:

At times it can be difficult to be taken seriously by teachers who have over twenty years experience. With such an aging workforce it can be difficult to establish credibility as a young inexperienced teacher

At first I felt like I didn't belong because I couldn't relax as much as the other teachers but now I feel very confident and comfortable with what I do

I taught in an aboriginal community who had very little respect for my gender and profession. I found it hard to develop professional relationships because we were all in the same situation

Variable difficulties notwithstanding, data from the site visits (Data Source 3) indicate that school executives do appreciate the IT skills, the up-to-date curriculum knowledge and general competence of incoming teachers.

Beginning teachers must also develop professional relationships with parents and the community. Developing professional relations with parents and community is not indicated as a difficulty to the same extent as 'classroom management', 'teaching load' or 'developing identity'. Thirty-eight percent of respondents report 'no difficulty at all' with this aspect of their professional endeavour.

There are nevertheless, a number of issues to address: the time it takes for the beginning teacher to 'learn the parent- staff relations'; dealing with parents without receiving administrative support; and adapting/adjusting to new/small/culturally different and diverse communities.

Workplace politics involving leadership, management, as well as school policy planning and implementation, can be sources of early difficulty. Although not a representative response, one early career teacher expressed strong views on workplace culture:

The structure of the workplace inhibits innovation and creativity. The focus on assessment and the fact that much of what we are required to do is for show and not authentic learning is severely de-motivating and stressful

More broadly representative difficulties in relation to the school as a workplace include:

- *the threat of transfer*
- *accessing in-service for new developments in technology in remote locations*
- *marking and assessing*

2.2 Changes in the broad societal context

The initial literature review (Data Source 1) draws out the challenges - and the opportunities - for teachers in a rapidly changing society and economy. It is often stated in the literature that, in a global communications age, teachers like other professionals

must respond to a dynamic societal context and to changes in community values and expectations. These affect students and parents in different ways and impact upon a teacher's ability to work effectively.

Those teachers reporting an impact from societal expectations do not, on the whole, invoke the global changes of the emerging knowledge society. Instead, they focus on what they see as a breakdown in values within the community and particularly in parenting. The role of the teacher has become more complex as is the situation of children and families within many Australian communities. In this context, teachers commonly report the changing nature of their work, lack of time to teach and difficulty in meeting the broadening demands of their work. These survey responses were confirmed by a large majority of teachers in the course of site visits, subsequent to the questionnaire (Data Source 3).

These issues are complex and data must be interpreted with care. Several of the most commonly expressed viewpoints around community values and expectations perceived to be affecting teachers' ability to work effectively are encapsulated in the following respondent comments:

Societal expectations:

Societal expectations of children have impacted hugely on teaching and education. Parents want results, however their lack of discipline and family values make these academic expectations virtually impossible for teachers.

Teachers are now expected to be everything to everyone but no longer hold a position of respect. We are expected to put up with students with massive psychological/behavioural problems and take better care of our students than their parents! The child knows his/her rights but fails to comprehend responsibilities. Failure is sheeted home to the teacher rather than looking at the issue globally.

The need for children to succeed is great, but the support offered to teachers at the classroom level does not match society's expectations.

Respondents in commenting on changes in the home and community state:

Greater responsibility is placed on teachers for roles traditionally filled by parents, church and other community groups

Decreasing authority to discipline students; decreasing family/parental support in dealing with students

Much higher parental societal expectations coupled with a decrease in funding, has seen an increase in workload, extra duties and responsibilities

Curriculum change and expectations:

Respondents believe that the value of teachers to society is underestimated:

This is frustrating for a young teacher ...we are expected to do so much accounting for what we do. We spend so much time providing evidence of outcomes, programming to certain expectations, doing little projects etc that it takes away from

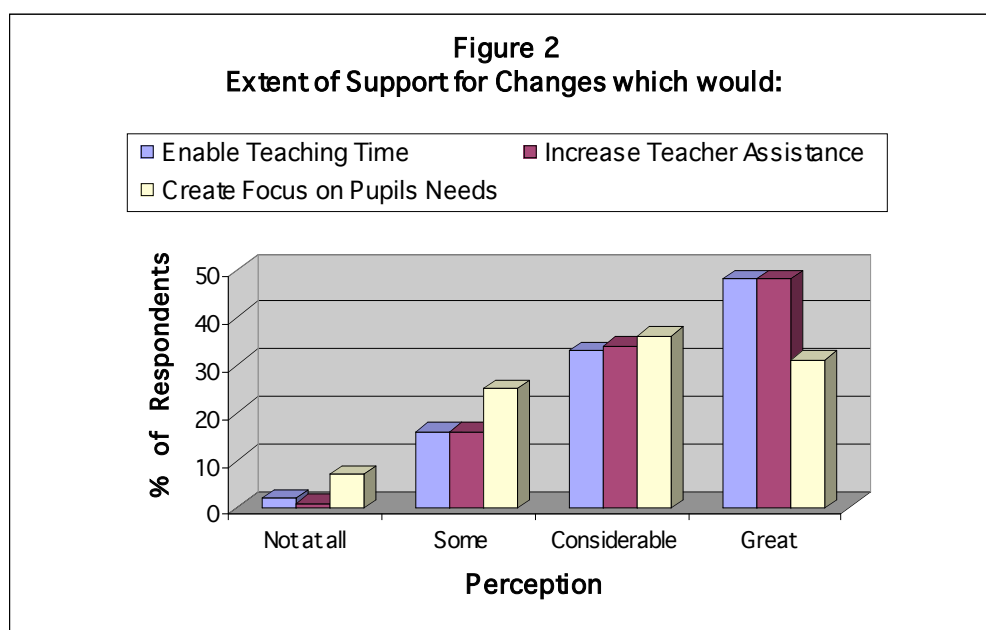
what really matters - educating the children. It has kind of become a case of the children getting in the way of programming/reporting/assessing/ evaluating etc

There is an increased responsibility to provide services and fulfil roles outside the curriculum. ...teacher expectations increased without extra time or money eg. more monitoring of students. This adds pressure to being a teacher.

2.3 Supporting Change

Many curriculum, pedagogical and organisational changes are being introduced into schools and school systems and others have been recommended in recent reports and studies. Many of the changes have significant implications for workplace practice. *In this context, respondents identify three workplace changes they would most strongly support:*

- *increasing teaching time;*
- *increasing teacher assistance;*
- *a greater focus on pupils' needs* (Figure 2; Table 2)



More time for teaching

Over eighty percent (80%) of respondents indicate, to a 'considerable/ great' extent, that they support changes enabling teachers to give more of their time to teaching as distinct from other school-related duties. Similarly, these respondents support changes which would increase assistance for teachers within the classroom and for administrative responsibilities. Some two-thirds of the teachers surveyed indicate, to a considerable/ great extent, that they support changes which would create more focus upon individual pupils and their needs. This finding is fully consistent with their reasons for choosing a teaching career and has implications for both career development and retention strategies.

Table 2: Support for changes in schools and the profession.

Percentage of Respondents

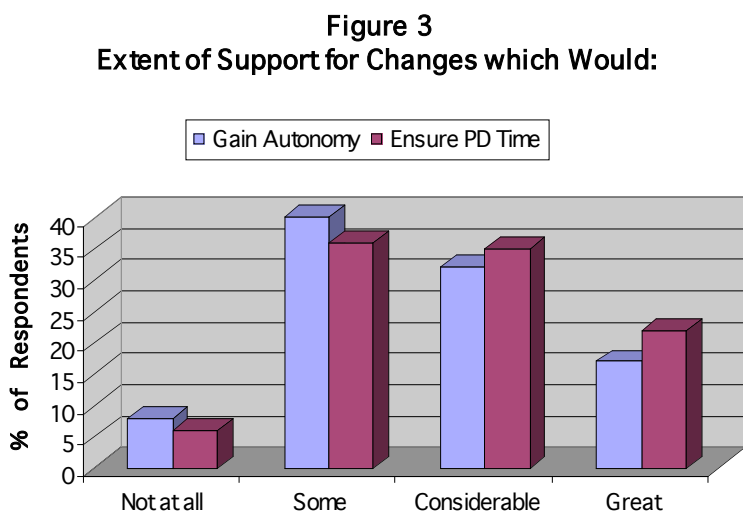
Support for changes which:	Not at all	To some extent	To a considerable extent	To a great extent	NR
...enable teachers to give more of their time to teaching as distinct from other school related duties	2	16	33	48	1
...increase assistance for teachers within the classroom and for administrative responsibilities	1	16	34	48	1
...gain the autonomy needed for teachers to assume responsibility for the ed. achievements of their students	8	40	32	17	3
...create more focus upon individual pupils and their needs.	7	25	36	31	1
...ensure teachers' time is directed towards their own high-level professional development.	6	36	35	22	1

Teachers identify closely with student learning needs and in both the survey responses and in subsequent site visits consistently questioned policies and procedures which, in their eyes, distract them from their primary duty which is to teach well. Teachers want teaching in schools to be recognised, and strongly supported by parents, communities and educational administrators.

Figure 2 and Table 2 show a very strong orientation by teachers towards their direct teaching responsibilities. Figure 3 and Table 2 indicate a lesser but still strong commitment to professional development.

Valuing professional autonomy and professional development

The extent to which respondents support changes which would gain autonomy or which



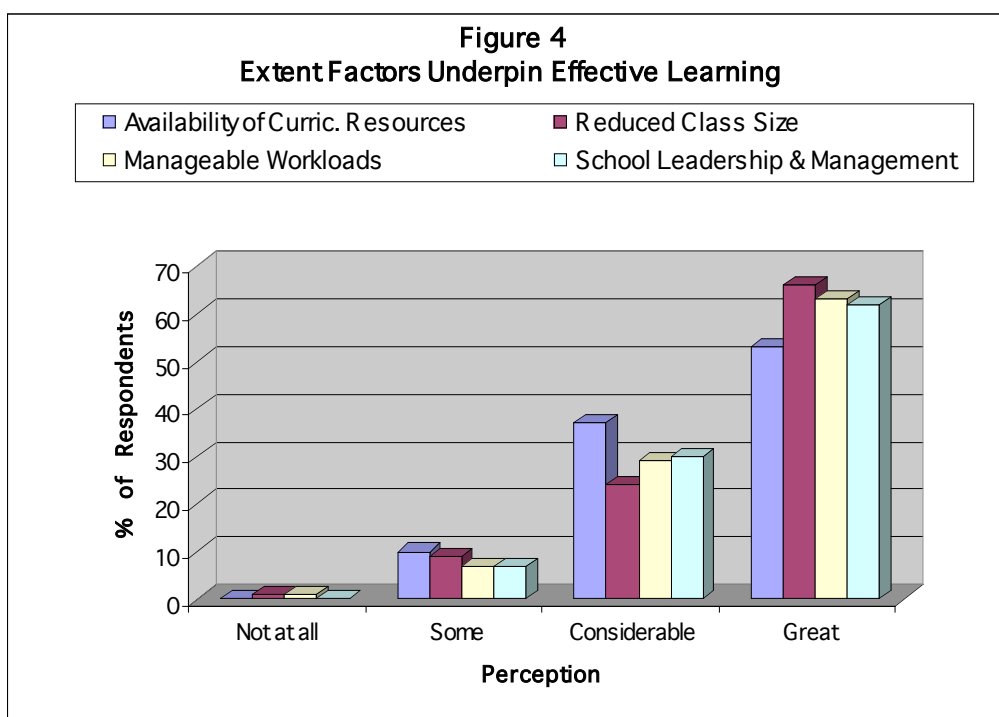
would ensure that teachers' time be directed towards high-level professional development, is shown in Figure 3 and Table 2.

Autonomy and professional development opportunities would be enhanced, respondents believe, by changes directed specifically at 'time', 'class size' and 'resources'. *In summary, respondents seek:*

- *Smaller classes and more integration of learning areas to increase individual outcomes for students and teachers*
- *Time: DOTT time for primary teachers'; blocks of time during the week rostered for planning, professional development and team meetings*
- *Balance in the workload*
- *Moderate syllabus change*
- *Resources to improve student educational outcomes*
- *Funding for special needs, teacher aides/assistants*
- *Reduced administration; non-mandating of extra unpaid curricular duties*

2.4 Factors Underpinning Effective Teaching and Learning

Teachers were asked to what extent in their experience do various factors underpin effective teaching and learning. It is a large and complex array of factors that teachers perceive to be important (Figures 4,5 and 6 and Table 3). *Over ninety percent (90%) of all respondents report, to a considerable or great extent, that manageable workloads, school leadership and management, the availability of quality curriculum resources and reduced class size are key factors underpinning effective teaching and learning.* Some sixty percent (60%) of all respondents indicate that in their experience each of these factors underpins effective teaching and learning 'to a great extent' (Figure 4; Table 3).



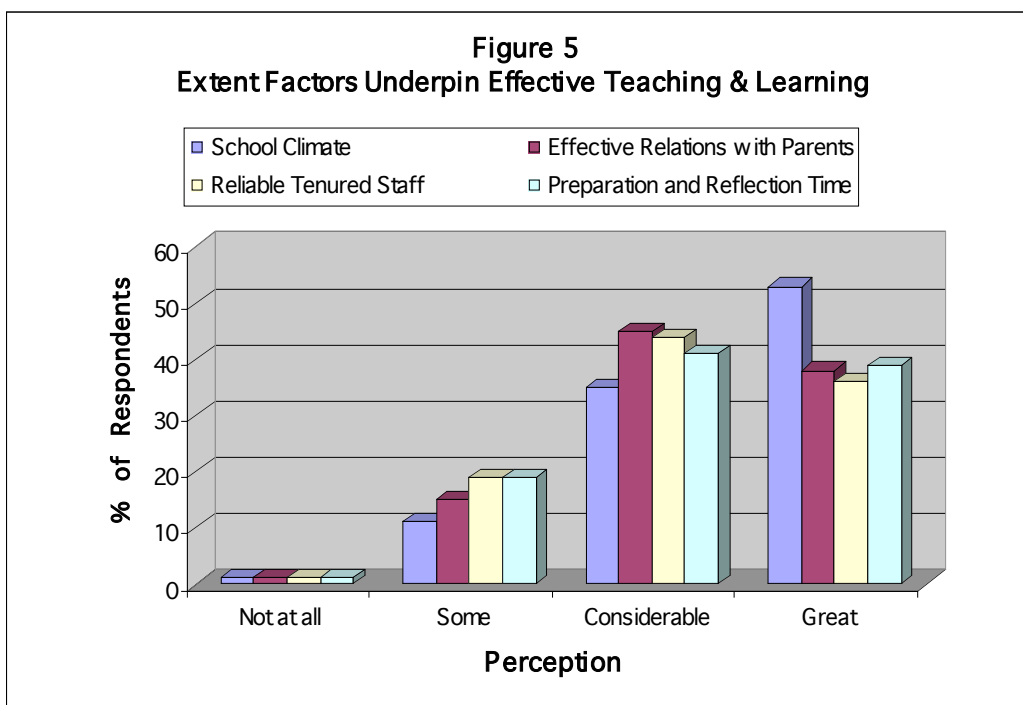
Other factors that teachers perceive to be important in underpinning effectiveness of their work are: school climate; effective relationships with parents; reliable tenured colleagues; and further time for preparation and reflection (Figure 5, Table 3).

Table 3: Factors Underpinning Effective Teaching and Learning

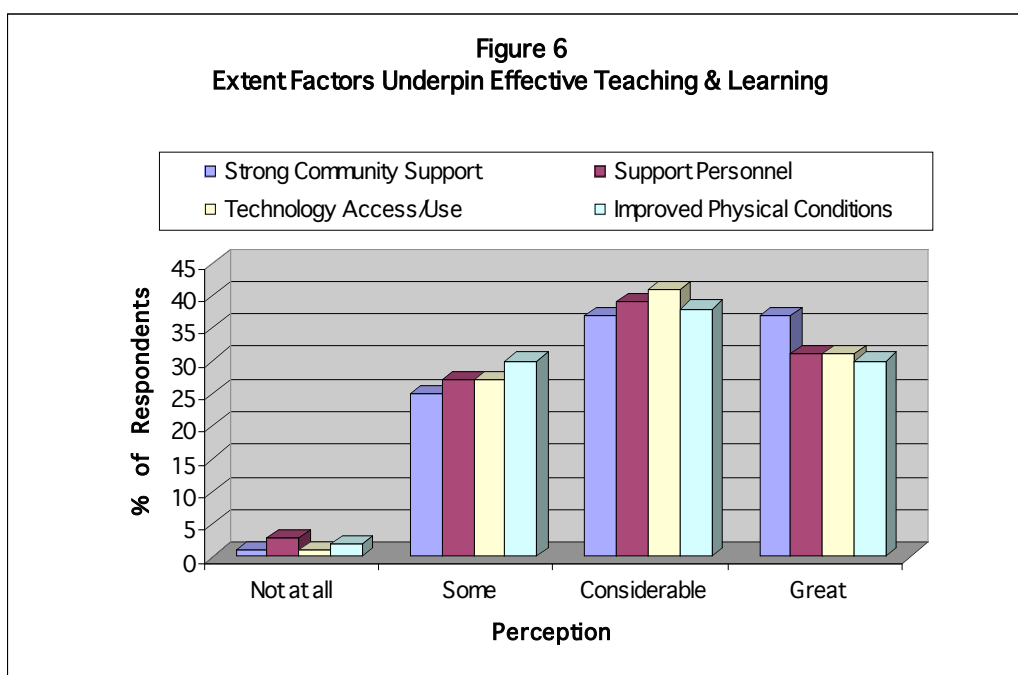
Percentage of Respondents

Extent to which the selected factors underpin effective teaching and learning	Not at all	To some extent	To a considerable extent	To a great extent
manageable workloads	1	7	29	63
school leadership and management	0	7	30	62
availability of quality curriculum resources	0	10	37	53
reduced class size	1	9	24	66
school climate	1	11	35	53
effective relationships with parents	1	15	45	38
reliable, tenured colleagues	1	19	44	36
further time for preparation and reflection	1	19	41	39
access to and use of technology	1	27	41	31
strong community support	1	25	37	37
support personnel – teaching assistance	3	27	39	31
improved physical conditions within schools	2	30	38	30
more extensive and appropriate in-service provisions	2	39	38	21
study leave	17	49	22	12

Many factors, including strong community support (74% of respondents), access to and use of technology (72%), support personnel-teaching assistance (70%) and improved physical conditions in schools (68%), are deemed as underpinning effective teaching and learning 'to a considerable/ great extent' (Figure 6, Table 3). Approximately sixty percent of respondents indicate that they believed more extensive and appropriate in-service provisions underpin the effectiveness of teaching and learning to a considerable/ great extent (Table 3). Taken together these factors promote a clear indication of just what teachers regard as the best ways they can be supported in order to strengthen their teaching.



All the listed factors are rated by over eighty percent of respondents as underpinning teaching and learning 'to some extent' or more. Positive education policies and programmes, employment practices, within-school support measures and school environmental factors conducive to the above factors are seen to be important, to varying degrees, in sustaining quality teaching and learning, and developing a positive public image of teaching as a profession.



2.5 Reward for the Quality of Teaching

*Salary remuneration is important to teachers and higher salaries are rated highest by respondents among expectations teachers have of reward for their work. However, there is some ambiguity in the term 'expectation' which is brought out in written comments. Teachers believe they **should** be paid more, but they do not expect that in practice they will be. It is a case of their wanting more attention to be paid by school authorities and the community to the value of teaching to society, students and parents. This view was strongly reinforced in discussions with teachers during site visits (Data Source 3). Recognition for their work and for the effort put into teaching is welcomed when it comes from the school principal and executive, from students themselves and their parents. Teachers report feeling rewarded by seeing their students achieving, and by improvement in student outcomes. These findings were confirmed throughout the site visits.*

Receiving positions of authority within the school organisation or gaining the opportunity for promotion, flexible working hours and flexible school timetabling are also cited as valuable incentives by respondents.

Teachers were asked to indicate how they wanted to be rewarded for the quality of their teaching. Respondent data appears in Table 4:

TABLE 4
Expectations of Reward for Quality Teaching

Percentage of Respondents

Expectation of reward for quality of teaching through ...	YES %	NO %	NR %
increased salary remuneration	79	15	6

recognition through excellence awards	53	35	12
recognition by the community at large	53	32	15
HECS debt reduction scheme	50	35	15
'time' through reduction in workload	49	38	13
a nine day fortnight	40	42	17

Increased salary remuneration is clearly indicated as being the preferred outcome for quality teaching. Approximately half of all respondents indicate acceptability of options involving recognition for excellence/by the community as well as reduction in debt or workload. The option of a nine day fortnight is seen in many cases to be taking time away from working with students. However, in Tasmania, a slightly longer school day enables a nine day fortnight, with time for planning and development work, and no loss of teaching time. As one respondent said of the nine day fortnight:

A nine day fortnight: Use the extra day as a non-contact day at school to plan; make resources; assess children; teach 1 on 1 those children with difficulties or to challenge brighter students.

Although the survey findings are open to a variety of interpretations on the issue of 'reward', it is clear that teachers are looking for stronger acknowledgement and recognition in different ways and by the different stakeholders. This point is further developed in the following sections.

2.6 Work Environment and Financial Reward Structures

For teachers, monetary incentives for teaching in rural/remote areas and hard to staff schools are highly acceptable approaches to organising such schools. Similarly, only five percent of respondents indicate a non-acceptance of providing school management the flexibility to reward and retain outstanding teachers.

A more individualised approach to determining employment conditions for teaching staff, for example through the use of Workplace Agreements, is acceptable to some fifty-seven percent of respondents. Twenty-two percent find this practice unacceptable whilst another twenty percent are unsure as to the acceptability of the approach.

Respondents are unsure of just how such practices would be applied differentially within schools and across the schooling system (Table 5). For example respondents have concerns as to how these would be equitably implemented and measured:

Consideration for challenging students must be made. The same expectations would be unacceptable.

Pay for improving outcomes is difficult - one class could have more learning difficulties. A composite class made up of very bright children would appear to have better outcomes. How can you measure it?

In a school full of outstanding teachers how do you say who is outstanding?

These comments were paralleled in interviews and focus groups during site visits.

TABLE 5
Acceptability of Work Environment and Financial Reward Structures

Percentage of Respondents

Indication of acceptable work environment and financial reward structures	Acceptable %	Unacceptable %	Unsure %	NR %
Monetary incentives for teaching in rural/remote areas and hard to staff schools	94	1	4	
Flexibility within school management to reward and retain outstanding teachers	81	5	12	2
A more individualised approach to determining employment conditions for teaching staff (eg. Workplace Agreements.)	57	22	20	1
Differential treatment according to levels and discipline areas (eg. pre-primary teachers, subject specialists, IT teachers)	32	35	32	1
A 'pay for improving student outcomes' approach	15	51	33	

2.7 Needs and Expectations

Teachers were asked about their needs, expectations or both in relation to the options listed in Table 6.

Early career teachers declare a strong preference for 'ongoing tenure of employment' and also to be involved in 'school organizational planning' above other factors which are also important to them.

TABLE 6
Beginning Teachers' Workplace Needs & Expectations

Percentage of Respondents

Indication of needs and expectations regarding:	Need	Expect	Both N/Exp	NR
ongoing tenure of employment	26	55	14	5
flexible work options	43	38	5	14
professional renewal grants	37	35	2	26
participation in leadership programmes	36	43	6	15
'time' in the form of involvement in school innovation projects	37	40	4	19
'time' in the form of involvement in PD programmes	34	49	7	10
'time' in the form of involvement in Study Leave	35	38	3	24
'time' in the form of involvement in Exchange programmes	36	36	2	26
involvement in school organizational planning	29	55	8	8

2.8 Professional Career and Salary Advancement

Teachers were asked whether professional career and salary advancement should be based mainly on length of service or on merit and teaching performance.

Respondents are divided on this topic, with a majority, albeit a small one, favouring merit and teaching performance. Forty-three percent (43%) believe that professional career and salary advancement should be based mainly on length of service whilst forty-six percent (46%) think it should be by merit and teaching performance. Nine percent of respondents believe it could be a combination of both service and performance. Quality of teaching is not seen as the only criterion for career advancement. Some respondents agree that advancement should also be based on other skills eg leadership, organisation, communication, knowledge of curriculum issues. In response to a similar question during site visits, a clear majority of teachers favoured professional career and salary advancement to be based on merit, while concern was widely expressed about how and by whom this might be done (Data Source 3).

Respondents arguing for Merit and Teaching Performance provided views on how and by whom the quality of teaching should be assessed. Suggestions on assessing the quality of teaching range from a national independent teaching body to a school community panel made up of colleagues, parents and school administrative staff.

On the one hand a process of professional appraisal common across schools is envisaged, involving a school-based self-reflective approach including observation, a professional portfolio, extra curricular duties and responsibilities, contributions to overall student learning and well-being and school life. Any such process would not be based on narrow measures of student performance, but learning outcomes may provide direction for focus on future professional development and increase in salary.

On the other hand some teachers arguing for performance-based opportunities for advancement seek appraisal related to the demonstrable success of students compared to state averages and to parental satisfaction. Advancement would be directed towards those willing to take on extra responsibilities, showing initiative to set up new and exciting programmes, or undertaking more course work or selected in-service qualifications.

In one case lack of salary advancement based on performance was given as a reason for teacher defection:

As a capable fourth year teacher, I feel frustrated at my salary advancement - I would like more performance based opportunities for advancement!!! This is why capable teachers leave in the early years of teaching, and go to much higher paying private sector jobs.

2.9 Summary: The School as a Workplace

Difficulties experienced in the first years of teaching:

It must be acknowledged that in a new position in any profession many aspects of the work will be difficult to some extent to most people. What is interesting, however, is that approximately 25% of beginning teachers perceive no difficulty at all with classroom management, adjusting to teaching load or developing a professional identity. This is a

surprising (and reassuring) result. How accurate this self assessment is in the view of more experienced teachers was, however, raised during the site visits.

Effective learning:

An important set of indicators to emerge from this survey relate to the complex set of factors underpinning 'effective learning'. Workloads, class sizes and school leadership stand out as the big three factors for ninety percent of respondents, but they are by no means the only significant ones. Workloads can be seen as related to class size, although by no means entirely since workload is not simply a matter of volume, it refers also to the spread of activities and to the intensity of demands. Nevertheless, this survey strongly suggests that class size is not just an industrial issue, but one that teachers see as closely linked to effective student learning. The response regarding the importance of school leadership supports recent initiatives by a number of State governments and the Federal government to strengthen school leadership.

Rewards:

The third area where this survey provides clear feed-back on the school as a workplace relates to the importance of improved remuneration for teachers. While this was the element identified as the most important to recognise and reward quality teaching, recognition and acknowledgement of quality performance in a variety of ways and by all interested parties are also important sources of professional satisfaction. It is noteworthy that there is considerable support for appropriate recognition of high quality teaching, which might include career and salary advancement.

3 CAREER FORMATION

Teachers' views of selection and initial preparation for a career in teaching cover a wide spectrum of issues and some paradoxes about career options. There is diversity of views about pathways and procedures – for both selection and career formation.

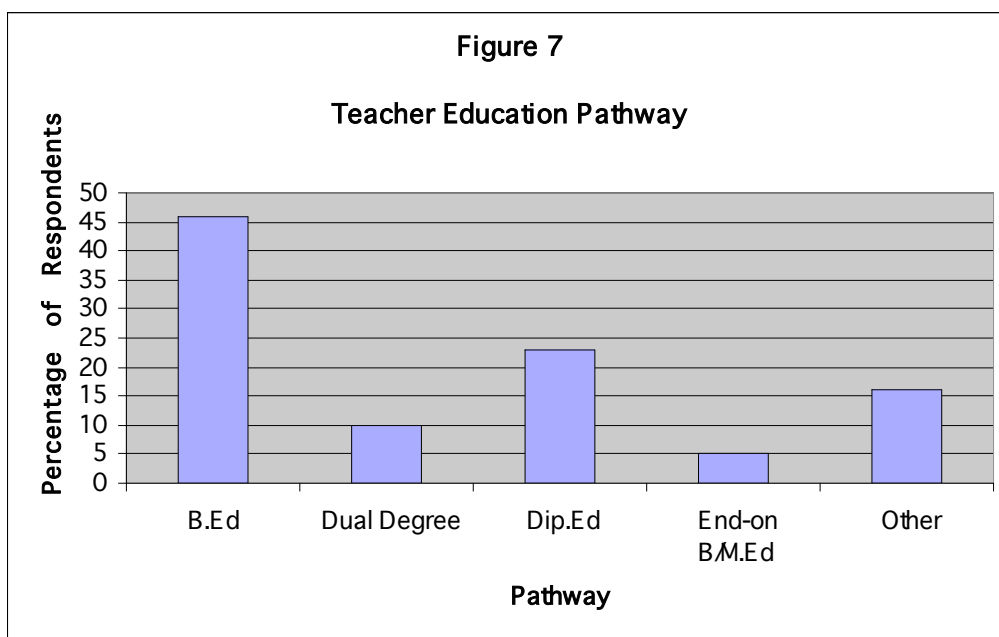
3.1 Pathways into teaching

The surveyed population consisted of teachers in their first ten years of teaching whose pre-service qualifications were categorised as:

- 4 year B.Ed [**46%**]
- Dual degree (B.Ed. concurrently with 3 / 4year bachelor degree) [**10%**]
- End-on Dip.Ed. (1 year) [**23%**]
- End-on B.Ed. or M.Ed. (1.5 or 2 years) [**5%**]
- Other [**16%**] eg. 4Yr B.A.; B.A.(Hons) B.Teach.

Thus 56 per cent of these teachers have taken a concurrent pathway, while 28 per cent have taken an end-on pathway. Sixteen percent have followed a variety of programmes of which the concurrent or end-on nature is not clearly indicated.

In the above list, the percentage of the surveyed population falling within each category is shown in square brackets. Qualification cohorts are further represented in Figure 7.



3.2 Length and nature of teaching qualification

Asked whether they would recommend the pathway they had taken into teaching and to provide the reasons for their choice, by a large majority (82 per cent) respondents state that they would recommend the particular teacher education **pathway** they had taken. Fifteen percent (15%) of respondents do not recommend the pre-service pathway they had undertaken. Satisfaction with the pathway is not to be confused with a positive view

of all of the study components within it, as is evident for example in frequent criticisms made by teachers of the theory- practice balance and interrelationships.

Over a third of respondents provided written comments on reasons for their assessment of the pathway they had followed.

The Bachelor of Education pathway

Respondents *recommending* this pathway claim it provides a gradual introduction to teaching giving time to ‘find out what teaching is all about and to learn the necessary skills to become a successful teaching professional’. Programmes are ‘challenging and highly rewarding’, ‘a great way to focus solely on a future career’ and provide ‘balance between content knowledge and teaching approaches’.

A Bachelor of Education programme is seen to be specifically relevant, providing understandings relating to the Key Learning Areas of the curriculum as opposed to discipline knowledge per se. Where this distinction was linked with a later desire to teach in the secondary school, respondents did, however, express doubt about the B.Ed as an appropriate avenue for preparing them to teach in a secondary discipline/specialisation.

Criticisms of the B.Ed pathway centre on the idea that it is not necessarily beneficial to undertake a specialised professional qualification as an initial step. Those wanting in-depth understandings in a specific area of knowledge, or broader future options, feel they would have been better taking an alternate pathway. For example:

it was not academic enough to be a rigorous degree, and not practical enough to give real insight into schools and their operations

the course didn’t provide me with many skills. In retrospect I prefer gaining a first degree and then a teaching qualification.

Central reasons for dissatisfaction with the 4 year Bachelor of Education pathway include: inadequate development of content knowledge; too narrow in scope and thus limiting career opportunities; too much emphasis on educational theory; and not enough hands-on experience.

The Diploma of Education and other end-on qualifications pathway

Twenty-three percent of respondents had taken an end-on Dip. Ed.(1 year or equivalent) as their avenue into teaching. *In general it is seen as being ‘excellent for secondary teaching’*; it is commended as avoiding the ‘boredom’ of ‘four years of teacher training’. Whilst this pathway provides the desired grounding in the discipline areas central to teaching, an initial degree before embarking upon teacher education provides other options beyond teaching. So, respondents recommending the end-on B.Ed, M.Ed, B.Teach. or M.Teach. believe this pathway gives ‘more freedom for future career decisions’. As an appropriate pathway into teaching, the Dip. Ed. provides ‘a wider general education’ beyond school teaching practice whilst the intense specialisation around education and schooling ‘ensured commitment to teaching’.

Criticisms of the Diploma pathway include the intensity of the programme, its lack of time for reflection as well as a lack of time for coming to terms with the realities of teaching.

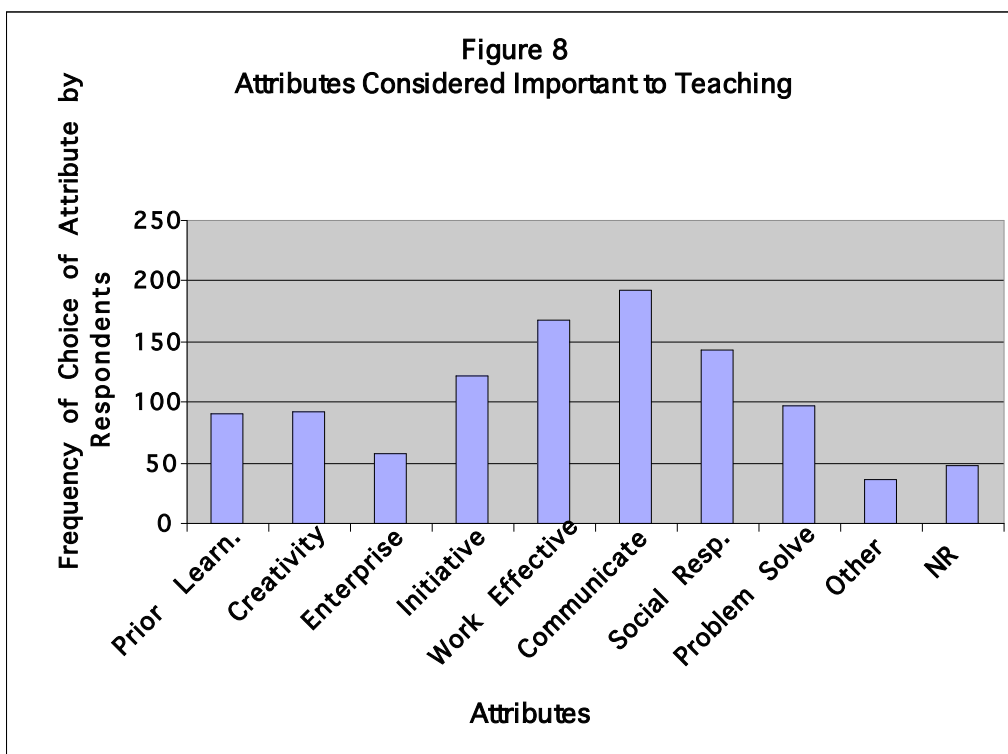
Comment: Both in questionnaire responses and in site visits, many teachers appear to have a rather restricted view of the purpose and values of professional education, tending to see it more as a form of training for the acquisition of technical competence than a broad liberal education which embraces but extends beyond specific job training. On the other hand, many teachers also value programmes and courses that facilitate career mobility and do not tie them exclusively to a teaching career.

3.3 The selection process and directions for teacher education programmes

Teachers were asked about the process of becoming a teacher and the emphasis given to Tertiary Entrance (TE) scores in the selection process for teacher education programmes. For some twenty three percent (23%) of those surveyed TE scores were used appropriately within that process. *Seventy-five percent (75%) believe that using entrance scores alone within a selection process is not sufficient.*

Asked to select other 'attributes' which might be considered in selection for teacher education programmes, respondents identified as the three most important attributes for teaching: ability to communicate; working effectively with others; and exhibiting social-responsibility (Figure 8). Many respondents state that TE scores do not necessarily provide a measure of such qualities. It should not be inferred from their identification of these attributes that teachers believe there is no scope for development of them during initial teacher education, and certainly not that they believe there is no scope for extended, rigorous professional education. The purpose of this part of the survey was to invite teachers to offer views on how to improve existing selection procedures for university entry.

Respondent data are depicted in Figure 8.



Whilst many respondents indicate that all the listed attributes are important for becoming an effective teacher others claim academic ability combined with various of these factors makes for a good teacher.

Overall, respondents report a wide range of skills needed in order to be effective in the school and classroom, so as to:

- function in a changing environment
- change, adapt, work collaboratively in a team, be ‘versatile and resilient’
- be creative and enterprising in developing teaching strategies for all levels of student ability
- identify students’ needs & present learning experiences which interest students
- learn with and from children

Personal qualities are seen to be of considerable importance. For example:

‘intelligence/knowledge of content is a minor part which can be improved on through experience. Good teachers more importantly need to be strong willed and motivated, willing to do that little extra’

The ‘desire to teach’ and the ability to relate to children and adolescents are key considerations as well. ‘Valuing others’, having ‘passion’ for the work and ‘wanting to teach’ are also seen to be necessary for sustaining the teaching role. In the words of one early career teacher:

‘teaching is more than a job. You are a social worker, accountant, a provider of first aid, a conflict resolution counsellor, a nutritionist, a friend, you may have to deal with the most intolerable behaviours or have the most delightful days. You must do all this wearing a smile.’

3.4 Is a teaching qualification of value beyond a teaching career?

Sixty-six percent (66%) of respondents hold that a teaching qualification is of value beyond a teaching career since the skills developed or acquired within the teacher education programme are applicable to other occupations and areas of life experience. *Teachers are conscious that in their education as teachers and through teaching experience they have developed a range of capabilities that could be exercised in another career should teaching lose its attractiveness.*

The ability to deal with people, to communicate ideas and concepts effectively as well as organise oneself and others are the most common qualities teachers associate with possessing a teaching qualification. It is a qualification, when combined with occupational experience, that is believed to develop social competencies and learning skills applicable to a wide range of situations.

Noting that communication and interpersonal skills are essential in many professions, respondents value teacher education programmes that develop the confidence and ability to communicate across a wide spectrum of people. Written comments suggest that teachers believe themselves to be recognised in the wider community as being organised, motivated and industrious. Although not always recognised as such, it was stated that teachers do in fact possess high level communication and interpersonal skills, and as responsible trustworthy members of the community are able to relate to people from all walks of life.

Transferable skills

Responses show that teachers possess skills they believe are readily transferred to other careers and in particular to areas of administration and management. A teaching qualification is valued for its potential to develop organisational and time management skills. These skills are applicable to many areas of life and career paths and especially in the humanities, social work and counselling. Public relations, workplace training, human resource management and parenting are readily linked to the multi-skilling which is seen as a function of a teaching qualification. Teachers believe that they have developed qualities that are not restricted by their choice of profession.

A teaching qualification develops effective learning skills including reflective practices and skills of negotiation and consultation. The pre-service teacher education experience is often valued because it had taught about learning and how to learn. It is claimed to have developed:

- ability to evaluate, critique and reflect on practice
- understanding of child development
- behaviour management skills for parenting and flexible working habits
- a framework of learning processes for developing new skills

While a teaching qualification appears to many teachers surveyed not to be of value 'for most other spheres of corporate life' and of 'limited value in finding another job of similar pay', the majority view is that a qualification for teaching provides important life skills, organisational and management skills and confidence in the area of communication. This finding can be related to the high percentage of teachers surveyed

whose commitment to a long term career in teaching is conditional (see Section 3 below).

The Practicum Experience

Pre-service teacher education experiences are designed to provide the future teacher with knowledge and understanding relevant to the developing role of a professional educator. Central to the pre-service endeavour is the provision of wide experience within schools. This serves the dual purpose of, first, allowing students of teaching opportunity to make an informed career choice and, second, to become effective classroom practitioners. Thus it is not surprising that some student teachers abandon a teaching career in light of their practicum experience. It is more efficient to reach this decision sooner rather than later.

For sixty-eight percent (68%) of respondents the experience in schools as a student teacher has proved 'very/highly useful' in enabling them to become an effective teacher. Twenty-nine percent of respondents state the experience was merely 'useful'.

Teachers regard the school experience, practicum or internship as the most valuable dimension of their pre-service experience. Many would have liked a larger component of their own teacher education programme devoted to time in the schools. The role of a mentor within the school emerges as a highly useful approach to maximising the quality of the school experience. A positive, supportive supervising teacher is 'crucial' within any practicum experience.

For those teachers who rate the experience as no more than 'useful' (29%) there are areas where they were left unprepared or found the experience non-developmental. For example, they were not prepared for working in a difficult school environment nor provided with understanding of the full extent of the job. More experience in administrative tasks [cost centres, record-keeping], parent meetings, report writing/assessment and general duties are among the needs to be met.

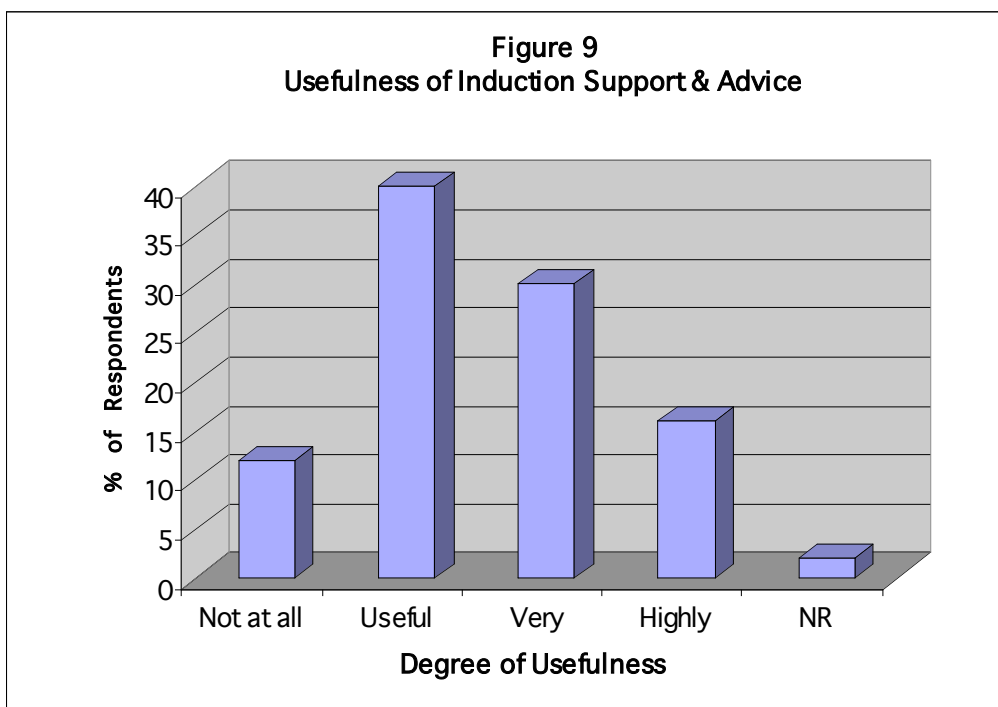
Those reporting their experience as a student teacher to be very or highly useful in enabling them to become an effective teacher identify this practical dimension of learning as vital. Many respondents valued in their training scope to implement their own ideas, to build confidence and to find their own style. For these, time in schools in order to make theory/practice links in a supportive environment and opportunity to observe and participate in the world of teaching in order to make an informed career choice are central to the purposes of the practicum.

Clearly, teachers regard a rich practical experience in the school as a key to sound preparation for a teaching career. This finding was strongly confirmed in site visits (Data Source 3). Such practice is seen as highly interesting, developing skill and confidence. Whilst gaining a sense of responsibility on the job, the constant supervision of the trainee teacher gives a sense of support. It also provides the student teacher examples of the realities of teaching such as communication between teachers, interaction with parents, and building rapport with students.

The internship experience is valued as a gradual progression into full-time teaching. Those experiencing the longer internship claim that during that time they actually began learning what it was like to be a teacher and that it is a good preparation for beginning teaching.

3.5 Induction into the Teaching Profession

Entering a profession or workplace often includes introductory experiences in the form of advice, direction and support. Asked about the usefulness of the support and advice received during their induction into the profession, 86 per cent of respondents rate as 'useful' or 'very/ highly useful' (Figure 9) the support and advice received during induction.



The length and the quality of induction programmes vary widely, as was also apparent in the site visits. Among the questionnaire respondents, those reporting a lack of usefulness had in general either not received any formal programme or were given minimal induction during the first years of teaching. For these teachers, not enough support and advice was made available at the time when it is most needed. Although for many, induction may have been no more than a brief introduction to school policies, positive support from colleagues and senior staff was generally reported as forthcoming.

Many of these beginning teachers were left very much to their own devices. Support mechanisms came mainly in the form of colleagues:

I didn't receive a great amount of induction support ... but the times I sought advice/assistance, people were very supportive and helpful

In the case of being appointed to teach within Special Education:

It was in a sink or swim situation. Without the staff to give me support I wouldn't have continued teaching. The teacher aide taught me a lot. All student teachers who are going to do Special Education should work as casual Teacher Aides in a special school before they start

Collegial support through well-structured mentoring has obvious potential for the development of the beginning teacher. Mentors appear to be finding a central role in the

process of inducting new teachers into schools as well as into specific subject areas. At the subject area level the mentor process was reported as most favourable when given an individual character rather than as 'an artificial process driven by the school'. For example:

During the first year of teaching I had a lot of support from all the other staff and principal. I was monitored often by a teacher who became my mentor. Information was always presented positively and I always felt good about my teaching and the improvement made throughout that year

I started teaching in UK as part of a newly qualified teachers' programme [which involved], fortnightly PD with other new teachers, extra DOTT, a mentor and a Key Teacher observing lessons.

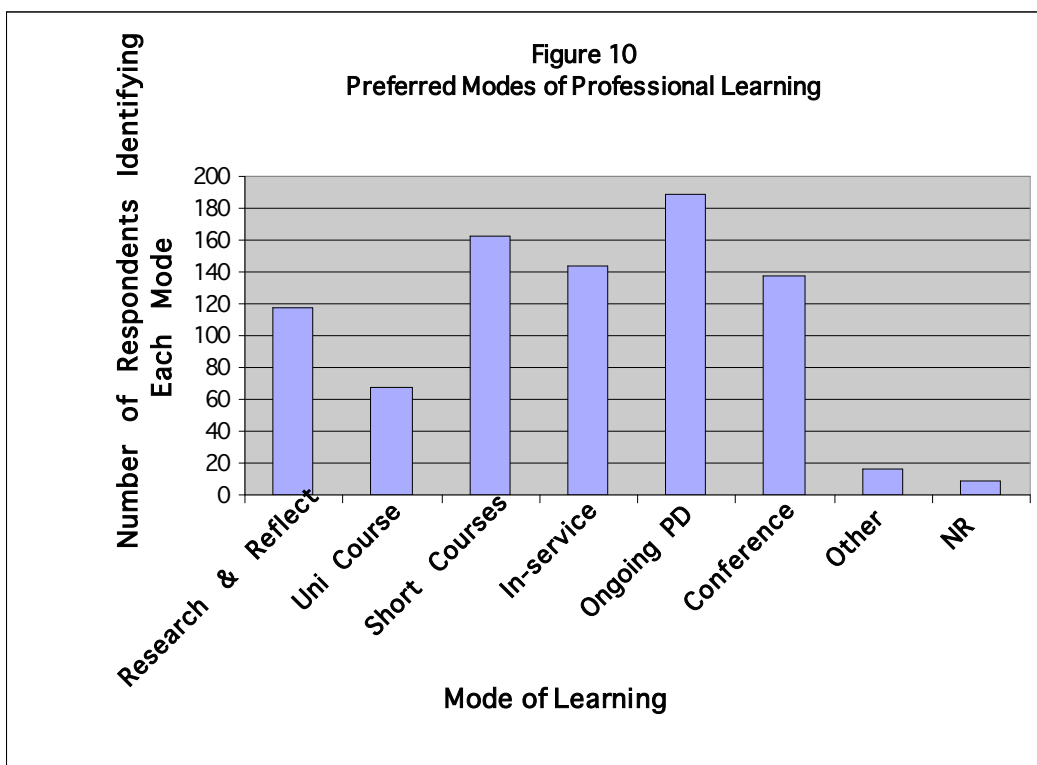
Mentoring can and does take many different forms. While it is not evident from this survey that highly elaborate programmes are needed, simple, well structured and individually tailored procedures are highly valued. A school atmosphere or environment that beginning teachers find supportive and responsive to their needs is crucial. There is an onus on school executives to ensure that beginning teachers receive advice and support for immediate needs, but are also assisted to develop a strong professional self-image.

3.6 Professional learning

Ninety-six percent (96%) of respondents believe it is important for all teachers to take part in structured, continuing professional learning as a normal part of the teaching career. This is a very high figure whose implications are considered further below.

How?

Teachers identified their preferred approaches from among a wide range of approaches facilitating professional learning; ongoing development programmes and structured short courses; system directed in-service; and conference attendance are rated most highly (Figure 10).



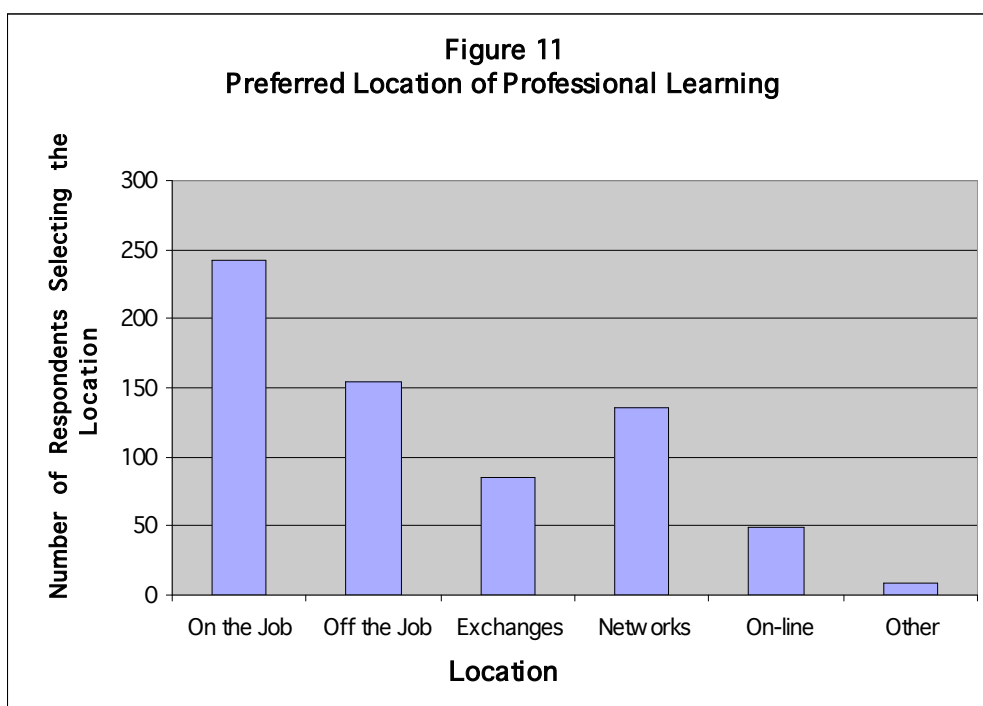
All the listed approaches to structured professional learning are acceptable to teachers, depending on the circumstances. Reasons for preferences were not fully explained. Cost may well be a consideration. For example, in site visits both the cost of university courses, heavy time demands and travel expenses for off-site professional development (when not compensated) were seen as deterrents. Professional development is necessary to ‘grow and regain enthusiasm’ and ought to include the ‘networking of professional associations’ and updating with current educational issues, particularly around curriculum change and innovation.

In describing their needs these teachers seek opportunities for professional development and support whilst maintaining the freedom to create their own development schedules according to personal and school needs. Professional development is seen as in part the responsibility of the teacher but ought to be monitored and supported by the employer through appropriate funding for meaningful long term development programmes.

System directed in-service courses are most acceptable when linked to school programmes. But there is often no time to properly implement the knowledge and skills delivered. Programmes need to be long term and given continuing support in order to successfully implement change.

Preferred in-service is that which directly relates to the job, is practical and hands-on in its approaches, inclusive of professional reflection, involves sharing/collaborating with other teachers, and is not expensive or unduly time-consuming.

Where and With Whom?



Both on- and off-the-job professional learning opportunities, within familiar support networks are the most preferred (Figure 11). Noteworthy is a strong preference for on-the-job interaction with other teachers or colleagues. By contrast, the on-line environment was reported as the least preferred. This is an interesting finding in view of the emphasis in the literature on an ‘information savvy’ generation. It seems that teachers still have a strong preference for a more personal approach. Collaboration with colleagues and schools nearby is valued. This involves identifying colleagues interested in the same things or working with specialists in the same subject area. A necessary balance is to be gained by meeting different people away from work colleagues in order to exchange ideas and increase motivation. Thus, for some respondents, off-the-job is the preferred environment as people are freed from interruption and more relaxed ‘off site’ and away from the school.

Reasons for the preference for on-the-job professional learning include:

- the strong desire to relate classroom practice and school needs to on-site professional learning within reflective processes;
- building networks of the same interests and collaborating with other schools to share ideas and resources
- working on real life, current issues in an environment where dialogue and interpersonal professional relations provide a collegial atmosphere.

3.7 Summary: Career Formation

Although there is a widespread perception of negative views of teacher education held by practising teachers and this was to some extent confirmed by the frequency of critical comments made by teachers in the course of subsequent site visits (Data Source 3), the overall results of this survey highlight many positive features. There is a diversity of pathways into teaching and the large majority found the pathway they took appropriate

and broadly adequate. Teachers value highly the school experience component of training, and respondents to the survey were less critical of university course work than emerged in the subsequent site visits. There are weaknesses in induction that need remedying. Teachers value professional learning provided it is highly practical and applicable to their immediate situations.

Several specific concerns were, however, raised by significant numbers of respondents. Selection into a teacher education course solely or very largely by a tertiary entry score is not regarded an adequate selection tool; ‘communication skills’, ‘ability to work with others’ and ‘social responsibility’ are identified as attributes that require more attention (both at the point of selection for university and in the degrees themselves).

Practical aspects of the course and notably intensive, direct school experience are highly valued. Teachers value transferable, generic skills that are developed in training but do not value much of the theory component of courses.

The responses in relation to the generalisability of teaching skills provide very interesting perspectives. The promotion of teaching within the wider community, strongly supported in Section 3 of this report, could well emphasise the wide range and relevance of teachers’ skills. Although in this survey some questions related to the transferability of teaching skills to other occupations, the converse is also of interest. Those in occupations that require a similar set of skills to teaching, if motivated to do so may well be able to make a relatively easy transition to teaching.

Responses in relation to induction suggest that a wide repertoire of programmes and activities is needed to meet individual needs and respond to specific circumstances. Since the majority found induction at the most ‘useful’, the survey returns, together with other studies, indicate that yet more attention needs to be given to this important aspect at the beginning of entry into the profession.

Teaching is a ‘learning’ career and the responses in relation to professional learning support this positive aspect of the profession. The need for continuing professional learning is almost unanimously acknowledged (96%). Moreover, what the literature on professional development advocates regarding ‘best practice’ (classroom enquiry focussed, school-based, teacher-controlled) is supported by these survey responses.

4. CAREER DIRECTIONS

4.1 Fulfilment of Personal Career Aspirations

For some seventy percent of respondents experience of teaching is fulfilling personal career aspirations. This can be regarded as a positive finding. However it is also a reminder of the need to ensure that at least a comparable percentage retains strong commitment to a career in teaching as they move further into professional life. There is also the issue of the remaining 30 per cent.

Many of those expressing fulfilment with their career have provided written comment on their commitment to teaching and the satisfaction gained from making a real difference in guiding their students through learning. Teaching is described by these teachers as a 'challenging career', 'not at all boring or unstimulating' and can be 'very satisfying and rewarding' both personally and professionally. These teachers report the enjoyment gained from working in a school environment and in 'feeling the success of the students'. As teachers dedicated to working with students they commonly state a 'love' for what they do. These early career teachers also value the support they receive in their work by other dedicated, flexible colleagues and tend to have an open and optimistic view of the fields and directions a career can take when they are ready. Findings virtually identical with these were established through site visits and are reported in Data Source 3.

Those teachers reporting less than complete fulfilment (some 30 per cent) expressed specific dissatisfactions. For some, the work conditions do not allow for the degree of involvement and interaction felt necessary to effect student learning. Teaching in some cases is reported to be very stressful in terms of safety and behaviour management. Workloads are heavier than anticipated and the first years of teaching very demanding of time and energy. These teachers express a need for government and community recognition for their high level of teaching skills and for the effort expended in the hard work they do. Concern over job security, lack of 'time to focus on the big issues' and potential 'burnout' have built a sense of frustration. There is a strong feeling that 'teachers are not rewarded enough for their efforts'.

Career advancement

Although country teaching experience provides scope for advancement, including moving into administration and senior teacher roles relatively early in the teaching career, in general teachers believe that there is insufficient flexibility in career advancement or that opportunities for promotion are restricted. For example:

To get a promotion you must have acting experience, but you only get that by being in the right place at the right moment. In reality we don't have merit selection, we still have seniority system.

Lack of career guidance and/or inability to teach the age groups or subject areas appropriate to the initial teacher education experience are other aspects believed to be negatively influencing career advancement.

The majority of teachers would like the quality of their work as classroom teachers more directly reflected in career progression.

4.2 Career Choice

The survey returns show that beginning teachers have considered a wide range of career options, including those of career change entrants (Attachment B). A broad trend emerges – teaching is seen by a significant number of beginning teachers as one of a cluster of careers where (young) people’s growth, development and well-being are at stake. Teachers value their caring and developmental role and a major consideration in the choice of teaching as a career is the opportunity to express this value. Much of the frustration experienced by teachers is over the difficulties they encounter in this regard.

Prior to teaching, thirty-two percent of respondents had seriously considered a different career dealing with young people. Thirty-seven percent had considered careers which offered the opportunity to make a difference whilst twenty-five percent had considered a career to do with caring for people. Teachers' declared professional values relate strongly to meeting other people's needs (students) and to improving society.

4.3 Major changes in career direction and emphasis

Sixty percent of respondents report that they had not experienced any major changes of direction or emphasis since joining the profession of teaching. Once established in the career, teachers appear to feel a sense of stability and continuity.

Teaching does not, however, always provide the scope for a varied and highly satisfying career, as indicated in reported frustrations and difficulties. There is certainly potential for stimulating, fulfilling career development within teaching itself. Opportunity to influence the direction or emphasis of one’s work is ever present. For example, teachers report how they have changed their focus towards student welfare and the pastoral care side of teaching or from teaching senior school to middle school. A changing emphasis in the way curriculum has been addressed over time, through student-centred, enquiry-based, context-based, and outcomes-based approaches, has tended to add professional interest and challenge for some but frustration for others.

Although teachers value a broad context of career stability, within that context they value diversity and change. There is in practice a great deal of ‘internal mobility’ and this must be put against the view sometimes expressed that a classroom teaching career lacks diversity. Some examples of the changes experienced by these teachers in their early years include moving from primary to teaching high school students in a remote aboriginal community, becoming involved with environmental education, moving from generalist primary to specialist secondary Maths/Science teaching, moving from LOTE teaching into a mainstream classroom, and, moving from primary teaching into running a support programme for students with severe behavioural problems. Others have either taken a position of responsibility, such as HOD, or report their desire to take leadership roles in the future. In one case the experience of country teaching had caused a complete career refocus:

Originally I wanted to do country service and return to the city but now I want to teach in more remote places and OS. I also no longer aspire to promotional positions.

Others reported changes to their career due to family and desired lifestyle or due to the inability to gain a preferred location. Some had taken part-time positions whilst others

had gained comparative experience teaching overseas. Some were planning to develop a future career in other ways:

I really enjoyed my time teaching in an international school as the class sizes were smaller, the students motivated and the pay was great. So I guess unless these three attributes come back to Australian schools I won't stay back here long.

I am now retraining to become a lawyer. I am so dissatisfied with the transfer system ...I am training to get out. I feel absolutely powerless over the direction my teaching career takes.

Sometimes I feel I need to do something totally different - I've found I've neglected other areas of my personal life that I need to attend - my desire to teach has depleted over the last few years.

Not all teachers find in teaching that their career goals can be or are being achieved. Such observations as these indicate that generalisations about career directions and factors influencing them have to be backed up by a more individual approach. The highly personal nature of the occupation of teaching and the emotional challenges it presents underline the need to see teachers not simply as members of a profession – a 'secondary specialist', 'a primary teachers' – but as individuals, engaged in a complex network of relations, whose impact can get to the very heart of their career values and interests.

4.4 Changed views and expectations of the teaching career over time

Two thirds of respondents claim their views and expectations of the teaching career had changed since they began teaching. These changes are a mixture, of unexpected, fulfilling challenges and unwelcome demands and strains.

Predominant themes include the increasingly broad nature of the work, the high level of expectation, and the realisation that teaching can be a more challenging and rewarding career than envisaged at the outset.

Not surprisingly, in general views and expectations of teaching improve as teachers become more comfortable and confident in the job. For instance:

I always thought I wouldn't want to stay as a classroom teacher, but am finding it challenging and much more mentally stimulating than I anticipated.

For others, however, the change of view has come with increasing realisation of the nature and magnitude of the workload. For example:

A more difficult job than I envisaged but as time goes by I am finding it easier and,

When I started I thought this was a busy demanding job - now it's out of control. Many of these teachers engage less with teaching as a learning enterprise for individuals and more with group behaviour management. Some expect more assistance from support staff whereas others have changed their focus towards teaching behaviour and socialisation, aiming to understand the culture and expectations of the children in their care as a precondition of successful school learning.

Job satisfaction resides in the nature of the challenge for many of these teachers. For some, the realisation that their work involves experimenting with new ideas and

approaches has brought a true sense of achievement. Of course, with increased awareness have come further responsibilities. Accountability and finding the time to meet the extra curricular and community demands add elements of stress and pressure. These are elements which, not realised earlier, change teachers' understanding of what the occupation of teaching really entails.

Inadequate remuneration is often linked in teachers' minds with what they see as a very large investment of time and effort on their part. Comparable work appears to many to be better paid although not necessarily requiring high entrance qualifications. For example:

Money is not enough: our wages don't reflect our importance to society...too much work, pressure and effort; not enough incentive or reward

Increased awareness of the image of the profession is encapsulated in the following response:

Disappointed in the public image of teachers as a profession. Need a massive PR campaign to improve society's view of them as a profession. Being a teacher is not perceived as a valuable profession.

4.5 Career and lifestyle

Thirty-four percent (34%) of the surveyed teachers reported they had definitely chosen teaching as a lifelong career. Those teaching for a few years before intending to move on to another career constitute some seven percent (7%) of the survey population. Fifty-one percent (51%) claimed they would teach indefinitely, depending on how satisfying the job remains and on what other opportunities emerged. Eight percent indicate they had chosen teaching on a part-time or casual basis, as a lifestyle choice or as a second career. The figure of 51 per cent conditional is a challenge – to employers and all those in a position of authority to focus on good employment practice and professional leadership. It is no less a challenge to the teaching profession itself to work collectively to address the difficulties and find new ways to achieve high levels of career satisfaction.

Those anticipating a lifelong career in teaching express satisfaction in gaining a position caring for others and in being able to serve students predominantly as a classroom teacher. As a profession, teaching is much appreciated for being compatible with family lifestyle. Flexibility to travel and potential to work part-time or to work as relief staff are also cited as being advantageous. In one case teaching is lifestyle complete:

teaching philosophy is part of my personal value system. It lets me live in remote areas and work with disadvantaged students. I believe our children's education is our future, the most important thing we can do.

Other opportunities await those who have chosen teaching indefinitely. Satisfaction with the job will test their resolve to seek work in, for example, theatre, sport and recreation, counselling, tutoring and the like. For others the aim is to travel and continue teaching.

Teaching is for many a career of choice, but that choice is conditional and people can be influenced to a very significant extent to stay on, or depart from, the profession according to local conditions, good school leadership, effective policy levers and the collective resolve and ingenuity of the profession itself.

4.6 A Continuing Career in Education

Fifty-five percent (55%) of respondents report that they envisage continuing their career in education predominantly as a classroom teacher. Thirty-five percent (35%) indicate continuing their career in a school promotional position whilst ten percent (10%) envisage a major change of role. These figures have to be seen against the high percentage of respondents whose longer term commitment to classroom teaching is conditional as discussed above (section 4.6; see also Table 9, section 4.10 below).

Those indicating that they would remain predominantly in the role of classroom teacher have not pre-empted consideration of a future role in a position of specialisation or leadership. Others express the expectation of some promotional experience or a leadership role in order to make a difference within their school and to gain the accompanying rewards. Positions of year coordinator and HOD are the most commonly referenced.

Other role changes people envisage, in areas allied to teaching, include:

- teacher librarian
- guidance officer/school counsellor
- curriculum design or research.
- learning support
- policy development

These are among the wide range of teaching-related roles and opportunities for classroom teachers.

4.7 Relevance of Professional Aspects to Teachers' Work

Teachers were asked about the extent to which the following are relevant to their work as a teacher:

- increased autonomy of the school
- research-based knowledge as a source of ideas for teaching
- professional standards and the enhancement of the profession
- membership of professional bodies
- membership of teachers' union

Seventy-three percent of teachers report that 'professional standards and the enhancement of the profession' are relevant to their work as a teacher to a 'considerable or great' extent. The other factors, represented in Figure 12 and Table 7, are to varying degrees perceived by teachers as relevant to their work.

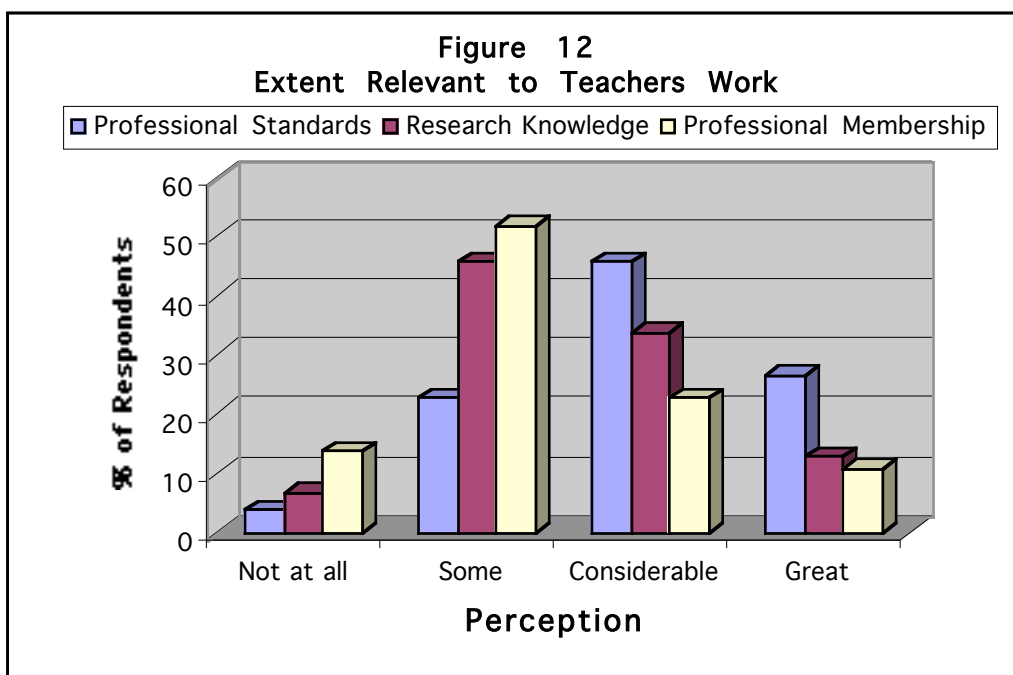


Table 7: Professional Issues Related to the Work of Teaching

Percentage of Respondents

Extent to which factors relating to teaching as a profession are relevant to working as a teacher:	Not at all	To some extent	To a considerable extent	To a great extent
professional standards and the enhancement of the profession	4	23	46	27
research based knowledge as a source of ideas for teaching	7	46	34	13
membership of teachers' union	18	37	21	24
increased autonomy of the school	15	46	28	11
membership of professional bodies	14	52	23	11

4.8 Links between professional learning and career advancement

Links between structured professional learning and career advancement are becoming closer but are not at all clearcut:

- i) professional learning in some form or other is central to teaching as a career.

- ii) professional learning programmes could be undertaken and acknowledged in relation to promotional opportunities. Career advancement could be one of the considerations steering professional learning.

Written response data indicate a 'taken for granted' view that advancement within any career requires continuing professional learning. This view incorporates the notion of individuals tailoring their own learning programmes:

Career advancement should be about more than tertiary qualifications. There are so many ways to enhance professional learning which are more individualised, flexible and responsive eg action research projects, short courses, system provided PD etc. It should also be based on classroom performance, contribution to the whole school and leadership activities.

This observation does not rule out externally provided professional development such as post-graduate university qualifications but suggests that for classroom teachers – and school executives - such courses need to be closely linked to professional experience. Indeed a number of written responses commented upon programmes where this was the case. For example:

[it] depends on the individual and their area. You can't advance your career if you don't reflect, evaluate and develop. Courses at school, short external courses or university training (eg Masters). It should be selected by the individual not imposed.

Given the desire for greater flexibility in professional development choices, examples of effective professional learning activities and approaches commonly given by respondents include:

- in-service run by teachers with opportunity to share resources and ideas
- activities relating directly to needs and circumstances germane to the class/school and dealing with new/improved methodologies; time to disseminate information, review and put ideas into classroom practice.

Areas identified for teacher professional learning and development provide many ideas for future policy and for a basis for negotiating with inservice providers. They include:

- *advancing knowledge of teaching methodologies*
- *syllabus/outcomes, knowledge of KLA's*
- *classroom behaviour management*
- *new curriculum and syllabus changes*
- *administrative abilities*
- *leadership programmes*
- *collaboration - time with a mentor to share ideas, resources and planning*
- *networking*
- *post-graduate and Masters studies*
- *exchange programmes eg remote to city to rural*

Promotion and professional development opportunities including structured promotional career paths are being sought by early career teachers. The opportunity to design and fulfil a career path would give teachers a necessary sense of development and

accomplishment, and provide both a focus and a stimulus to continued professional learning. Systemic strategies for extending professional learning opportunities to early years teachers need to take full account of (individual) teachers' perceptions of what they need and would value.

4.9 Prime Functions of Schooling

According to some ninety-six percent (96%) of teachers, personal growth and development of all students, along with establishing high levels of numeracy and literacy, should be prime functions of schooling, 'to a considerable/ great extent'. Ninety percent indicate, to this same extent, that developing citizenship should also be a prime function of schooling (Figure 13).

For over seventy percent of respondents, developing vocational pathways for students, teaching to the diversity of students and providing teacher role models for future generations of teachers are also to a 'considerable to great' extent prime functions of schooling. As shown in Table 8, 50 % of respondents give a high rating (to a considerable/ great extent), to applying mechanisms and procedures for monitoring school performance. It is, nevertheless, the least significant of the considered factors.

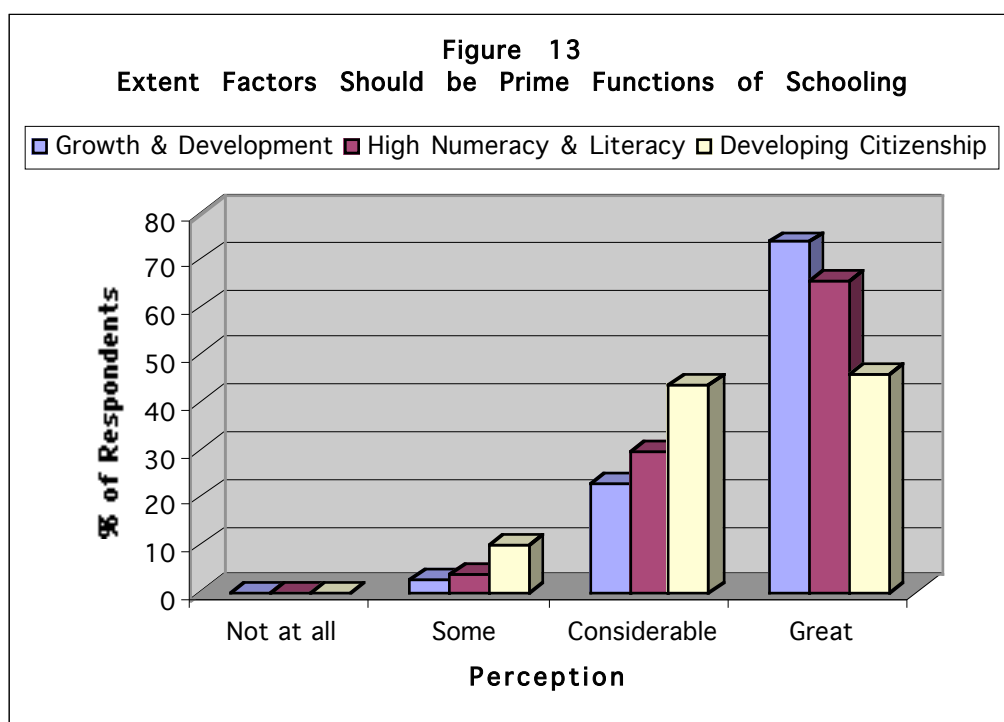


Table 8: Prime Function of Schooling

Percentage of Respondents

Extent to which selected factors should be the prime functions of schooling.

	Not at all	To some extent	To a considerable extent	To a great extent
personal growth and development of all students	0%	3%	23%	74%

establishing high levels of numeracy and literacy	0	4	30	66
developing citizenship	0	10	44	46
developing vocational pathways for students	0	18	42	40
teaching to the diversity of students	2	14	37	47
providing teacher role models for future generations of teachers	6	22	34	38
applying mechanisms and procedures for monitoring school performance	14	36	34	16

4.10 Retaining Current Status and Position

Table 9 shows the extent of respondent choice of action if they were to leave their current position. Well over two-thirds of these teachers in their first ten years of teaching are intending to retain their currency as teachers.

TABLE 9

Retaining Status and Position

Percentage of Respondents

If you were to leave your current position, how likely is it you would?:	Not at all	To some extent	To a considerable extent	To a great extent
retain a classroom teaching focus	6	23	38	33
teach in another school in the same sector	15	20	30	35
teach in a school in another sector	30	36	19	15
seek a promotion	31	32	16	21
work in a different area of education	36	38	19	7
work outside education	38	33	18	11
teach overseas	40	32	12	16
take a period of unpaid leave	49	20	16	15
teach in a school in another state/ territory	56	28	9	7
leave/ resign for parenting purposes	57	17	13	13

Those considering working outside education have identified a wide range of enticements which might keep them in teaching. Increased income, improved work conditions and reduced workloads were the most frequently listed incentives.

Other incentives listed include smaller class sizes; improvements in behaviour management; increased access to technology for students; classroom assistance and support; resources; time allowance for preparation and marking as well as time and the flexibility to pursue the genuine interests of students.

Also cited as incentives or encouragements to remain in teaching are: mentor programmes for beginning teachers; working in a good school or position with support from school staff; a job near family and friends; teaching in areas in which they feel confident to teach; good students (enthusiastic, responsive) and the freedom to teach.

Relocation opportunities, permanency; job security and more recognition within society are also listed as important factors around remaining employed as a teacher.

As in their responses to questions on rewards and recognition, teachers have identified a long and varied array of considerations that affect their attitude toward their career and their inclination to seek new career directions. This suggests that policies focused on retention will need to be not only broad, but to target specific groups and conditions in which individuals live and work. As also indicated in section 3.5 above, there are important considerations here for employers and people in positions of authority in schools and administration.

4.11 Hopes in Relation to the Teaching Profession

Issues emerging from discursive sections of the questionnaire responses include the need to:

- lift the profile of teaching in the community
- improve work conditions and salary
- advance teaching as a profession

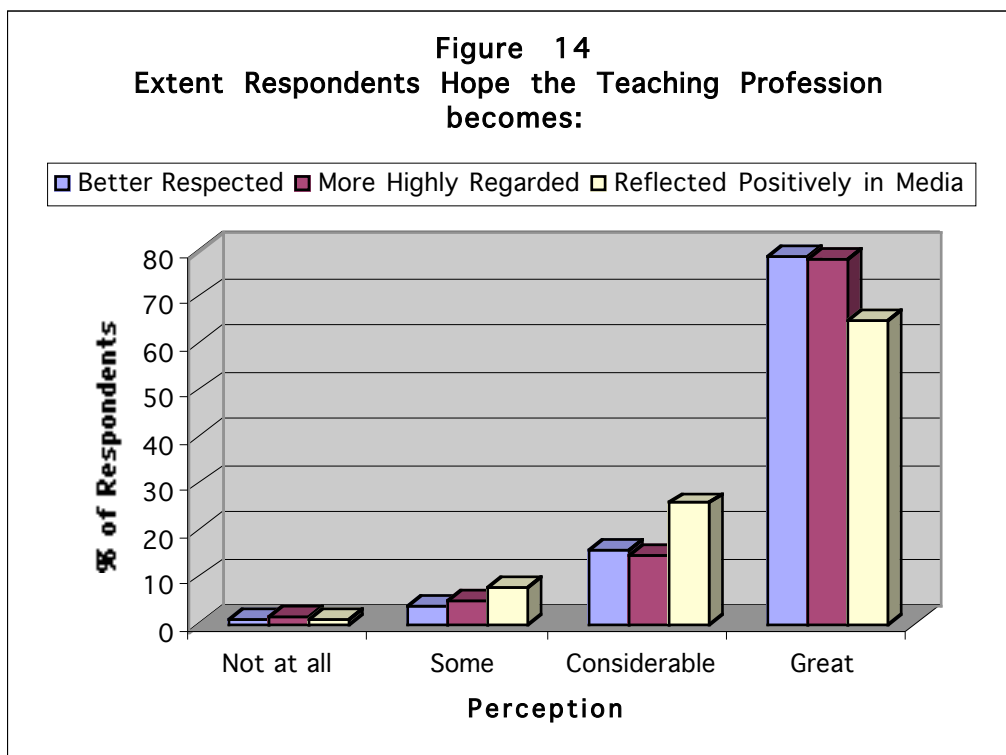
In the opinion of the early career teacher an open, responsive and self promoting approach to developing a positive image of teaching as a profession is necessary. Teaching needs to gain a higher profile within the community through the media and through promotion of the school within its community.

Teachers in many cases believe that the nature of their role and the work they do is not realistically portrayed, nor for that matter, are these aspects widely understood in the broader community. Demands and expectations could be more realistic with increased knowledge and understanding of teachers' work and conditions. For example, physical school environments as places of work can be made comparatively attractive:

In order to attract and retain well-qualified enthusiastic and capable entrants to the profession, [employers] must consider the individual needs of its employees and create an environment that is pleasant and stimulating to work in. [See also site visits report, Data Source 3]

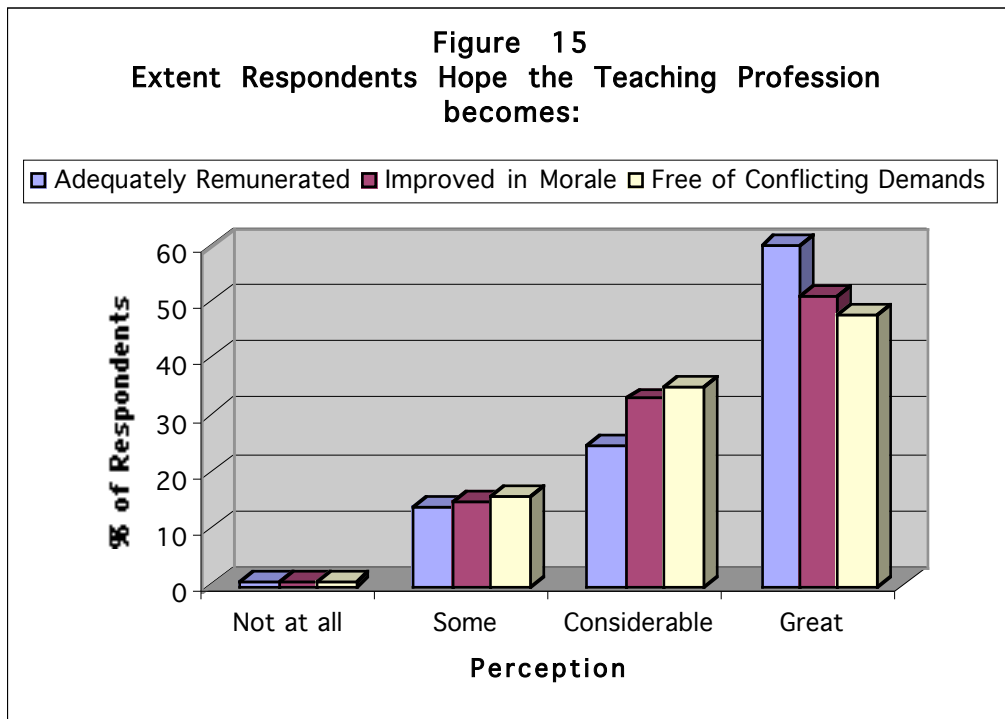
A portrayal of the hopes of early career teachers is shown in Figures 14 through 16 and Table 10. Over ninety-three percent of teacher respondents indicated, to a 'considerable/great' extent, that they hope the teaching profession will become both better respected in the community and more highly regarded among the professions. Ninety percent of these teachers indicated to the same extent that they hope the teaching profession will become more positively reflected in the media. These are positive aspirations showing a strong

belief in the high value of teaching to Australian society. They demonstrate not only a 'hope' but also a strong belief in the worthwhileness of their work. At the same time, the very high levels of concern over status and image might indicate deep seated uncertainties. This point should be considered in relation to the difficulties teachers



encounter in conceptualising the theoretical foundations of teaching and learning.

Eighty-three percent of teachers hope, to a 'considerable/ great' extent, that the teaching profession will become free from conflicting public demands and expectations, improved in morale and more adequately remunerated (Figure 15).



Over eighty percent of respondents hope that, to a ‘considerable/ great’ extent, the teaching profession will become ‘less stressed’ and ‘highly attractive’ to new entrants. Over sixty percent hope to the same extent that the profession would become ‘more career oriented’ (least significant factor) (Figure 16). This figure may reflect the immediacy of the concerns of early career teachers; it also raises the issues of the ‘flatness’ of the teaching career and the relative absence of systematic planning of career development.

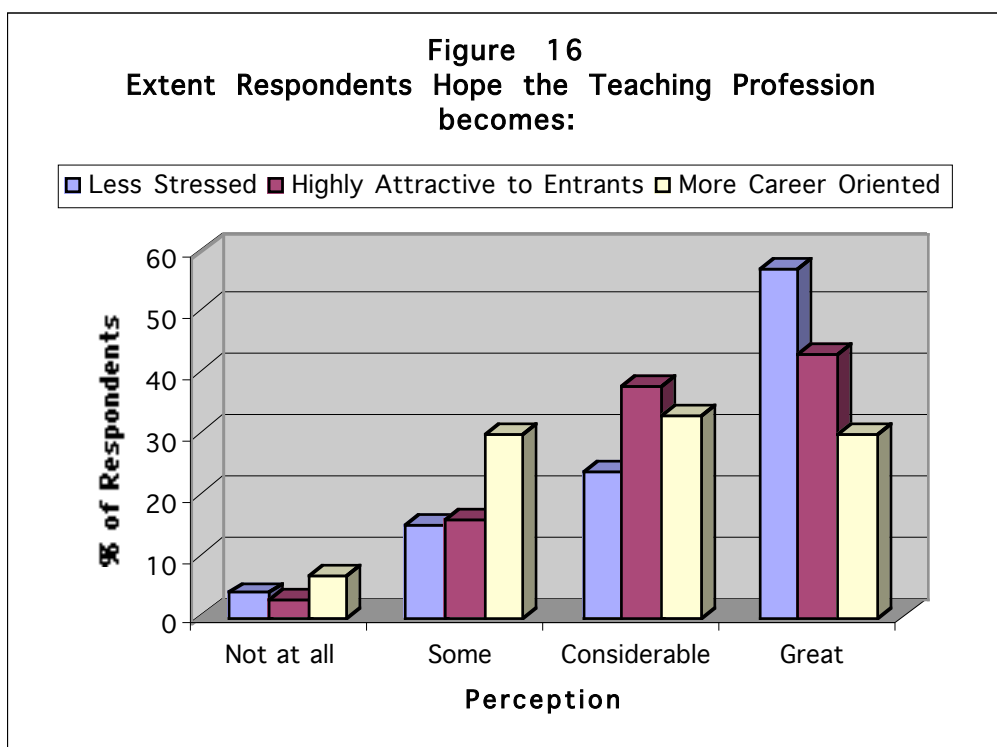


Table 10: Hopes for the Future of the Profession

Percentage of Respondents

Extent to which it is hoped the teaching profession might become:	Not at all	To some extent	To a considerable extent	To a great extent
better respected in the community	1	4	16	79
more highly regarded among the professions	2	5	15	78
more positively reflected in the media.	1	8	26	65
more adequately remunerated	1	14	25	60
improved in morale	1	15	33	51
free of conflicting public demands and expectations	1	16	35	48
less stressed	4	15	24	57
highly attractive to new entrants	3	16	38	43
more career oriented	7	30	33	30

Central to these hopes are issues around professional image, workloads and salary. There is a strong feeling amongst many beginning teachers that salary is not commensurate to time, effort and the nature of the expectations around workloads. Moreover, teachers believe that teaching conditions and remuneration need to be improved in order to attract excellent teachers. The following comment captures this predominant viewpoint, and an underlying ambivalence over professional values.

Sadly I believe increased pay would make the profession more highly regarded among professionals. Also, making it more attractive to new entrants. I believe males are not entering the profession because it is not competitive enough and there are not enough rewards for those who are successful teachers.

4.12 Teacher Registration and Mobility

Views were sought as to the importance teachers attribute to:

- steps being taken to establish national mobility within the profession (eg mutual recognition of qualifications, transferability of entitlements; and
- steps being taken to strengthen and/ or modify registration requirements for entry into the teaching profession.

Eighty-eight percent of respondents reported that both of the above aspects are 'important to extremely important'. Eleven percent claim they are not important.

Although forty percent of respondents stated that national mobility is extremely important, fewer (33%) believed it is extremely important to strengthen registration and/or modify registration requirements for entry into the teaching profession.

Registration is often viewed as a necessary formality with financial implications (albeit modest). Once registered, teachers have passed a career hurdle and registration as such may not signify more than this. (But see section 4.13 below) National mobility including transfer entitlements, presents future opportunities and enlarges the idea of teaching as a profession: establishing consistent national procedures for registration – and building professional standards accordingly - may be seen as elements in strengthening the image of teaching.

4.13 Lifetime career or subject to periodic renewal?

Sixty-three percent of respondents favoured periodic renewal of registration for teaching. Twenty-four percent claim that registration should be for a lifetime career. As indicated in section 3.12 above, registration as such is less significant than national recognition of qualifications. Re-registration involves the notion of career development: not just a hurdle, re-registration can be linked to professional learning, and recognition for quality of performance.

Although there is a wide range of reasons for accepting some form of registration the central themes are accountability and monitoring the quality of teachers and teaching. With this comes the view that circumstances change over time and standards of teaching need to be maintained. A central reason posited for registration is that it would likely have 'people appreciate their position and increase [their] performance'.

Since teachers should be constantly adapting to innovations and developments many believe that periodic renewal would ensure improvement within the profession by establishing a nexus between professional learning and teacher professional renewal.

The use of periodic review, it is suggested, is a more flexible option. Any registration process ought to provide varying 'paths' for achieving registration to cater for differing personal circumstances, important for example for those who have been out of the system for a significant time.

4.14 Summary: Career Directions

A lifetime career?

There is concern amongst policy makers and educational workforce planners about the attrition of teachers in the early years of teaching. The survey data generally support these concerns. Only thirty-four percent (34%) reported they have chosen teaching as lifelong career while for almost 60% the decision to remain teaching is provisional. *Those considering working outside education have identified a wide range of enticements which might keep them in teaching. Increased income, improved work conditions and reduced workloads are the more frequently (but not the only) listed incentives. Significantly, improved work conditions and reduced workloads are among the factors identified earlier in this report as underpinning effective teaching and learning, i.e. teachers' basic professional values. Increased remuneration has been identified as the most important expectation of reward for quality teaching.*

Change and development within the career

Of those intending to remain in teaching, the majority (65%) envisage continuing their careers as classroom teachers or in some other education-related role (eg librarian), whilst thirty-five percent have indicated a clear interest in seeking or remaining in a promotional leadership position. For those envisaging remaining as classroom teachers, this does not imply a recessive role or stagnation in their professional development. *On the contrary, there is strong support for lifting the profile of teaching in the community and for the advancement of the profession. Professional standards, and continuous involvement in professional learning are key elements, built on nationally consistent registration procedures and, by implication, important in raising the profile of the profession.*

Teaching in Australia is a diverse profession. Respondents reflect that diversity. Yet there are also some strong commonalities. In particular, survey responses reflect a strong value orientation toward teaching and learning albeit with an emphasis on conditional commitment to teaching as a profession and as a career. Despite concerns about the status of the profession in the community, the responses of early career teachers provide evidence of a deep understanding of and commitment to learning - their own as well as their students'.

ATTACHMENT A : Questionnaire

**Project sponsored and funded by the
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2003**

TEACHING CAREERS: THE FIRST TEN YEARS

QUESTIONNAIRE

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ATTACHMENT B

Careers Considered Prior to Teaching

Agriculture
Architecture
Artist, photographer
Accounting and Law
Advertising
Art/fashion industry
Business, IT
Business/engineering/air traffic control
Corporate training
Childcare, nursing
Child psyche; social work
Counselling and youth work
Creative design in IT
Defence Forces
Engineering, self employment
Economics
Farming
Flight attendant
Food product development
Graphic design and computer animation
Guidance/career advising /counselling
Hospitality industry
Journalism, law, politics
Landscape design
Marketing
Management
Millinery; physiotherapy
Medical research ; professional golf
Medical science
Nursing; speech therapist
Occupational therapy
Physiotherapy
Performing arts management
Publishing
Photographer
Podiatry
Police Force
Psychology/Guidance counselling
Physiotherapy
Science -agriculture, horticulture, cartography, research
Speech Therapist or OT
Social work & psychology

Theatre
Teacher Librarianship
Veterinarian

**TEACHERS FOR THE FUTURE –
THE CHANGING NATURE OF SOCIETY AND RELATED ISSUES FOR THE
TEACHING WORKFORCE**

A Report to the Teacher Quality and Educational Leadership Taskforce of the
Ministerial Council for Education, Employment Training and Youth Affairs

DATA SOURCE 3

EVIDENCE FROM THE FIELD: SITE VISITS

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1. PLANNING AND UNDERTAKING SITE VISITS

Site visits for the project were undertaken over a four month period in the first half of 2004. Preliminary site visits to NSW and the ACT, in December 2003, were designed to trial the approach for the main visits. Visits to each of the four states participating in the study, Queensland, NSW, Western Australia and Tasmania, were undertaken between February and April 2004.

Sites visited included schools, offices of educational system authorities and representatives, and universities. Institutions visited are listed in Attachment A.

1.1 Schools

In all, 45 schools were visited – primary, secondary and all-age. Government, Catholic and independent school visits were arranged through the contact officers for the project in each sector in each of the participating states. In discussion with contact officers, the kinds of schools and school settings to visit were identified to build up a representative sample of the key places in which teachers in their first ten years are to be found working. The mix includes regional and remote locations, and challenging urban settings. Relatively few schools in affluent areas were visited, as schools in these areas tend to have a high proportion of more experienced teachers, i.e. those longer than ten years in the profession.

During school visits, interviews were held with principals and school executives as well as with teachers in their first ten years of teaching. Some 254 classroom teachers in their first ten years were interviewed. None of these identified themselves as having participated in the questionnaire survey. Amongst those interviewed, there was a slight preponderance of teachers in the very first (one to three) years of classroom experience:

Table 1: Spread of years of teaching experience among teachers interviewed

1 st yr	2 nd yr	3 rd yr	4 th yr	5 th yr	6 th yr	7 th yr	8 th yr	9 th yr	10 th yr
15%	16%	15%	10%	13%	8%	6%	5%	6%	6%

It is important to note that 'years of teaching' frequently includes interrupted careers, hence a 'return to teaching'.

The way school visits were structured varied according to what best suited individual schools. In most instances, teachers were together in *focus groups* ranging in size from three to seven or eight. These groups normally met during class time for between one to two hours depending upon their availability. In other instances teachers were interviewed individually in sequence for shorter periods. Some groups included teachers from more than one local school (see Attachment A). Prior to the visit, schools were sent an outline of the project, and a set of questions for discussion (Attachment B). As far as practicable, these questions provided the structure for discussion. Overall time constraints and availability of teachers during class time inevitably impacted upon the depth to which issues could be taken.

In most cases teachers had seen the questions in advance, and were familiar with the aims of the interview. Teachers were mostly very ready to talk and frequently expressed warm appreciation for the opportunity to express their views.

In practically all schools, interviews were held with the principal; also in most schools discussions were held with other members of the senior executive with particular responsibility for induction and mentoring. Generally, principals and/ or senior staff members were keen to conduct a tour of facilities, including classrooms, specialist areas and teacher work stations. These tours provided insights into the school as a workplace for teachers –important to their level of satisfaction.

1.2 System Authorities and Representatives

In each state, meetings were held with system authorities at both central and regional levels for government and Catholic schools, and state representatives of the Association of Independent Schools in the case of the independent sector (Attachment A). These meetings were normally of an hour to an hour and a half in duration. In several instances, they took the form of focus groups, with lively discussion around the perceptions and experience of senior members of the profession. In most instances, people interviewed were aware of the aims of the study and had access to the set of questions addressed to teachers (Appendix B). These meetings provided opportunity for those participating to report on their understanding of and work with teachers, principals and school executives.

In addition to meetings and discussions, jurisdictional authorities were invited to provide a range of briefing material prior to and during the visits.

1.3 Universities (teacher education); Teacher Registration

In each state a sample of universities was visited – 10 in total across the country. These were selected to ensure a representative sample of types and settings of teacher education programmes, regional as well as metropolitan; also to illustrate examples of innovative initial teacher education programmes including partnership arrangements with employers and schools. In addition, in NSW a meeting was held with the Teacher Education Council, on which deans of education or their representatives from all universities in the state are represented. This provided a very useful forum for discussion of trends and challenges in teacher education, both initial and continuing. Reports were given of significant innovation in teacher education and of the complexity of managing professional preparation in a university setting, including financial constraints. The teacher educators were asked to give their response to the appraisal practising teachers are making of their initial teacher education and training as reflected in the questionnaire responses and focus group meetings.

In NSW, a meeting was held with senior officers of the interim NSW Institute of Teachers, on plans for teacher registration and professional development in that state.

1.4 Other

In addition to the above formal interviews and meetings, several experienced researchers and practitioners were informally interviewed, for their perceptions of trends and issues arising in the teaching profession, and their advice sought on data sources. Meetings were also held with senior members of the accounting, legal, nursing and media/communications professions, with particular reference to career choice and career preparation issues.

1.5 Data Collection and Analysis

In practically every meeting/ interview both authors of this report were present, and normally cross-checked findings, impressions and conclusions after each meeting. Extensive field notes were taken, structured overall by the schedule of questions and used as the basis for this document. Although the basic framework of the schedule of questions was adhered to, variations were necessary according not only to the time available but to the varying experience and interests of interviewees. Most of the focus groups provided opportunities for members to interact freely, agreeing or disagreeing with one another, elaborating each other's points and developing themes collectively. Anonymity was assured throughout.

2 FINDINGS OF SITE VISITS

The site visits were intended to provide a sound evidential basis for understanding the experience, knowledge, ideas and preferences of those interviewed. The topics raised for discussion were derived from the literature review, questionnaire, researchers' experience and the 2003 trial visits in NSW and the ACT. Findings of the site visits combine reporting, interpretation and judgements of the significance of topics for the project. The text endeavours to make clear these distinctions.

2.1 Interviews with teachers in their first ten years of teaching

2.1.1 Motivation for entering teaching

As shown also in the questionnaire survey (Data Source 2), the most common stated motivations for entering teaching are altruistic – an interest in young people and their learning, a wish to make a positive difference to their future, and a desire to make a socially useful contribution. Success in these respects is commonly seen as professional fulfilment.

Among the considerable number of career change teachers interviewed, a strikingly consistent comment was that their previous occupations (very varied and sometimes much better paid) had not offered them job satisfaction, and that they wished to do something of value to society (put something back into society). Career change teachers frequently indicated that teaching had been of interest to them for a long time. This is something to bear in mind in recruiting campaigns. Particular events in individuals' lives and occupations often provide the catalyst to move to teaching, redundancy included, so labour market trends are another consideration.

Amongst teachers who have moved directly from school to university and into teaching, it is not uncommon to find that their commitment to teaching as a career could not be assumed from the outset: it often seems to have crystallized around a period of practicum. (Equally, teachers indicated that the practicums also sorted out those who do not have the necessary commitment or passion for teaching – hence an additional value for practicums early in a teacher education course).

While a number of secondary level teachers when interviewed indicated an interest in pursuing their interest in specific subjects, their dominant motive, as for primary teachers, is the development and education of the whole child.

These motives are essentially to do with classroom teaching; a lack of orientation toward out-of-classroom career development is evident in the large majority of teachers. However, given the proportion of those in their first three years (almost 50%) this finding must be treated with caution; career interests may change with further experience.

2.1.2 Attractions and satisfactions of the teaching career

Consistently, the most fulfilling aspects of teaching are the learning achievements of students, down to single individuals, for whom teachers have responsibility – the light of understanding coming into students' eyes; new, more socially responsible patterns of behaviour demonstrated, and so on.

Other attractions of the job frequently cited are: working constructively with congenial colleagues; getting to know and understand young people; in regional areas, acknowledged leadership and constructive roles in the local community; family friendly (holidays and hours). The teaching year, a sense of autonomy and control over one's day to day work and length of teaching day (as distinct from associated preparation and follow-up) give teachers a sense of control over their time and flexibility. Career change people value the prospect of more secure employment than is available in many areas of private industry. *These considerations, a mix of intrinsic and extrinsic, present a profile of a most attractive and fulfilling career – to those ready to accept its challenges and put into a fair balance the overall benefits and the drawbacks and frustrations.*

2.1.3 Major difficulties and frustrations of the teaching career

Difficulties and frustrations experienced by teachers comprise a mix of classroom, school and system matters. Common to most teachers in their early years are workload and classroom management challenges, often presented as severe. While workload issues includes the sheer amount of time and effort required for lesson planning, preparation, evaluation and documentation, it also includes coming to terms with and learning to handle the variety of emotional and social support roles for students, which have become an increasing expectation of teachers over recent years, and teachers' broader participation in school life. The more experienced of the teachers interviewed frequently noted the need for developing good time management skills; the newer teachers

frequently defended the amount of time they spend to ensure that they do the best job they can for the students in their charge – these teachers set themselves high standards, and spend large amounts of out-of-school time in order to meet them. New teachers frequently expressed uncertainty over classroom management skills, particularly in relation to meeting the widely varied individual learning needs of students in the inclusive classroom.

While challenging behaviours amongst students - notably uncooperative and abusive behaviour from students as young as in the first years of primary school - were talked about by most teachers, it appeared to be much less of a problem for teachers in those schools where a consistent, school-wide behaviour management programme operated, and teachers felt they had support from both colleagues and school management. Particularly at schools drawing students from low SES backgrounds, gaining parental support was constantly reported to be difficult, for example to encourage students to complete homework.

Strong school leadership and organization matter a great deal to early career teachers.

At the school level, teachers are commonly frustrated with what they perceive to be the unfairness of a system whereby they, as new teachers, take on additional - but generally unpaid - responsibilities within the school, while a number of more experienced – and therefore better paid – teachers are seen not to pull their weight (but see 2.1.5 below). New teachers also spoke of the difficulty of handling relationships with ‘difficult’, sometimes abusive parents. This concerns only a very small number of parents, but the emotional impact on individual teachers is significant.

Other difficulties and frustrations relate to teachers’ particular situations – the lack of certainty of a future teaching position, and if so, at what school is a concern amongst teachers working in systems with centralised employment arrangements and where new teachers are frequently on term contracts. Also questioned was the perceived opacity and seeming serendipity of these arrangements, particularly in terms of achieving permanency. Whether such criticisms are justified is not so much the issue as the need for teachers to have a clear understanding of procedures and their rationale, to be confident in the fairness of the treatment they receive – and to have opportunities for a constructive dialogue with their employer over issues arising.

2.1.4 Changes in the broader society which impact on teaching

The most widely reported changes in the broader society that teachers say impact on their work are not to do with the kinds of global changes outlined in the literature review (Data Source 1) and in the Main Report (Section 1. The Changing Nature of Society), but with changing family structures and life in local communities. *The increasing number of single parent families, and families with two working adults frequently means less supervision of homework; family breakdown and tensions are seen to impact on students’ behaviour and learning, mostly in negative ways. Teachers generally find it difficult to identify educationally positive changes in society: they are much more conscious of difficulties arising for their work. Teachers, principals and school executives also noted*

changing societal values, towards being risk averse and litigious, and that increased leisure opportunities for students often constitute sharp competition with the expectations and requirements of schooling. School is seen as increasingly the key place where worthwhile individual and social values need to be addressed/ learnt.

Within the Catholic sector, a steep drop in church attendance has meant that the school is now the prime location for religious education. Teachers did not express resentment over this, only that expectations of their role have increased as a result.

Developing the theme of uses of out-of-school leisure time, teachers perceive a real challenge arising from the pervasiveness of television, information and communication technologies and other technological developments such as the mobile telephone. On the one hand, these developments attract interest and consume large amounts of students' time; on the other, they are believed to contribute to short attention spans, a constant quest for novelty, immediate gratification – and a belief that they are fun while school is (hard) work.

Teachers talked very little about the impact of international events and movements. Recent societal changes are generally seen to be negative rather than positive in their impact on the school teaching environment. Thus, these changes are making the school a more challenging place in which to work – at a time when more is at stake for the next generation in the outcomes of their schooling experience.

2.1.5 The school as a workplace for adults

Teachers are generally positive about the school as a workplace for adults – they value the contact with the students and access to youth culture, even when some of the trends in that culture militate against success at school. They value working with likeminded colleagues, especially in those schools where staff are organized into collaborative teams. While there was some evidence of resentment of cliques or arrangements that shut newer teachers out of the daily life of the community, this did not emerge as a major concern. Indeed many beginning teachers feel that their knowledge and capability are valued and that they are on a basis of equality with more experienced teachers. This finding has to be balanced, however, by the view, expressed in 2.1.3 above, that too much is loaded onto beginning teachers.

While primary level teachers identify strongly with their own classroom (at times spending considerable amounts of their own money and discretionary time painting and otherwise decorating it), many feel the lack of a workspace (as opposed to staff common-room) elsewhere in the school, particularly where private interviews with parents might take place. This obviously depends on the particular facilities and possibilities available at individual schools and these are variable. Better and more up to date resources were commonly cited as a factor contributing to better learning outcomes.

At secondary level, there is a considerable range of workspaces, ranging from all staff together, to faculty based staff rooms, to year level-based staff rooms, including both small and large groups of staff. *Physical facilities are important to teachers but more*

important still is a sense of community, of membership of a professional group with a common identity and supported by a creative, understanding leadership team in a well organized and firmly managed school.

2.1.6 Teaching as a lifelong career, or part of a career

Confirming the findings of the questionnaire survey, only a minority of teachers are unequivocal about seeing teaching as a lifelong career. The greatest number of teachers envisage staying in teaching as long as they continue to find it satisfying – thus they show at the same time an open-ended, and a conditional, commitment to teaching. Of those teachers who indicated an interest in working outside the school, most envisage either continued work with young people or continued work in some aspect of education. Others are conscious of labour market fluctuations that might provide openings for their particular expertise, especially in technical and scientific fields, but also in the arts and journalism.

There is no clear pattern of a significant body of new teachers intending to stay in teaching only for a few years before moving on to other careers, as part of a well thought out strategy of career mobility. There is, however, a widespread openness to consider other job possibilities if and when they arise, and a sense that maybe at a future time dissatisfactions could come to outweigh satisfactions in teaching, at which point a career change might be made. A number of (direct entry, not career change) teachers voiced the view that teaching is a young person's career, and expressed reservations about how easily they might continue to relate to young people as they themselves grow older. In this respect, many physical education/ outdoor pursuit specialists in secondary schools see their qualification to teach other subjects (e.g. science and maths at secondary, or becoming a classroom teacher at primary level) as a sound investment.

Among the now considerable (and increasing) number of recently qualified teachers for whom this is a career change, teaching is most frequently regarded as a career in which they are likely to stay. For a few who left their earlier careers involuntarily, there was an interest in possibly returning to their earlier profession, or at least leaving the door open; and a handful of teachers (not only career change people) said they were actively structuring contemporaneous dual careers. (Others may be too, but did not acknowledge it.) For the large majority of career change people, the move into teaching is for positive reasons, and individuals have invested both considerable time and money in undertaking training programmes. They often take the view that, comparatively speaking, teaching is not well paid, but this is a known factor in their choice of a teaching career and, while criticized, is put in the context of overall career satisfaction, including lifestyle balance.

2.1.7 Ways of bringing more structure into the teaching career

While a considerable number of teachers in their first ten years undertake a wide range of additional duties within the school, relatively few have begun actively seeking promotional positions within the school. Some of those who have, indicated that they were specifically encouraged to do so, mainly by principals.

The majority of teachers interviewed, including career change teachers, indicated their interest is to retain classroom teaching responsibilities. While the effect of the salary plateau was not yet a reality for the large majority of teachers interviewed, they are aware that choosing to remain in the classroom means effectively limiting their future earnings. For most, at this stage of their careers, that does not appear a major concern, even though they commonly regard teaching as inadequately remunerated.

What teachers appear to value most is career variety, but definitely within classroom teaching – both as a means of becoming a better practitioner, and also to maintain stimulation and interest. Career variety for primary school teachers involves teaching at different year levels as well as taking on specialist roles such as literacy specialist, science coordinator or special education coordinator. At the secondary level, teachers spoke less about how they actively seek career variety, but they generally have quite different classes each year, often in subject areas other than those in which they had trained. The growing effect of the middle school movement at junior secondary level is bringing a home room focus and scope for team work to the teaching of a number of secondary level teachers.

But career variety is by and large independent of a structured career. Teachers generally welcome the idea of greater structuring of the classroom career, but are unclear about how this might be done. Except in Western Australia advanced teaching positions, where they have been established in industrial agreements, appear to have been reduced, in further agreements, to no more than a further step on the increment scale. With the advent of articulated professional standards it seems likely that the issue of 'advanced' teacher will have to be re-opened.

2.1.8 Recognising quality teaching

Teachers are unequivocally in favour of recognition of the quality of a teacher's work, but are almost universally unsure about how this can be done without being inequitable and divisive of the teaching profession as a whole, or a school staff in particular. While teachers agree that particular individuals are often widely known as outstanding teachers, and while teachers themselves regularly make qualitative judgements about their students' work and achievements, in interviews they were frequently unable to suggest – or agree on - acceptable criteria by which teaching quality may be fairly judged.

In addition to financial rewards for quality teaching a range of other rewards, such as sabbaticals and public acknowledgement, are supported by teachers. The key recognition which most early career teachers crave, however, is simply commendation by students, parents and fellow staff - of a job well done.

Recognising quality teaching through specific positions, such as that of a master teacher for example with responsibilities for mentoring new staff, is an idea that teachers respond to positively.

2.1.9 The changing knowledge base of teaching

Teachers in interviews and focus groups mostly found it difficult to answer the question ‘what do teachers **know** that other people don’t?’ – they found it a challenge to formulate the professional knowledge of the teacher, relating it to well grounded theory and research about teaching and learning. Most addressed the question in terms of the **skills** that teachers have within the classroom – the teacher’s ability to create appropriate learning contexts for students of different ability. Teachers have 'know how' and are well able to express this kind of knowledge. The difficulty they often find is in articulating the theoretical underpinnings of competent practice, and the normative principles that underlie classroom management and interpersonal relations, and referencing their practice to research-based knowledge. Teachers’ knowledge was nonetheless identified in the course of discussions as being extensive- covering a considerable range of subject fields and understandings such as of human development, curriculum, pedagogy, communication – a generalist knowledge, which is applied in the practical setting of the teaching/ learning relationship within classrooms.

While a number of teachers referred to theoretical and research elements from their initial training programmes, few indicated that they found them of value or directly relevant for building their personal knowledge base for teaching. *Thus most new teachers appear to have a largely atheoretical approach to their teaching, viewing teaching, rather, as a craft to be largely learnt and honed in the practical setting of the classroom. Some teachers indicated that only after a few years into teaching did they begin to find relevance in the theoretical parts of their initial training.* The large majority of teachers interviewed expressed dissatisfaction with aspects of their education courses in universities (see also 2.1.11 and 2.4 below).

2.1.10 Achieving a successful induction process into the teaching profession

Induction processes vary: there are common frameworks and guidelines within systems but they are variously interpreted and applied. Most teachers interviewed had had a formal induction to their school in the guise of a teacher new to that school; in addition some schools had specific induction programmes for teachers both new to the school and at the beginning of their career. Some programmes for beginning teachers involved regular meetings over several terms, often supported by mentor or buddy relationships. Where maintaining participation in such activities was not mandatory, however, schools indicated that participation tended to become variable, often with those teachers most in need dropping out. In government schools, beginning teachers generally had an induction via the regional office, with a strong focus on system-wide elements.

Teachers who had experienced school-based induction programmes designed for beginning teachers value them strongly and find them beneficial. Teachers particularly valued mentoring structures which they regarded as yielding non-judgmental support – notably from teachers independent of line management responsibilities. But this was not the only school-based structure which offered strong support for beginning teachers. At one secondary school where teams of teachers work collaboratively at a given year level, and with a focus of, for example, introducing a new curriculum framework, beginning

teachers found all the support they felt they needed. *The key appears to be for beginning teachers to feel an integral part of a community of dedicated, highly competent teachers, from amongst whom they are comfortable seeking support as required.* At the same time, there is need for system-wide strategies that ensure every beginning teacher receives appropriate induction, whether through individual school community models or where these are not feasible or not occurring by more systemic procedures e.g. collaborating schools, distance education for remote and small schools, regional programmes and so on. Much is already happening, but from the teachers' perspective it is of variable quality and utility (see also 2.2.1 below).

2.1.11 Changes which might enhance teacher education programmes

Teachers almost uniformly expressed the view that initial teacher education programmes should provide more scope and opportunity for school experience, not only direct teaching in classrooms, but also involvement with the whole life of the school. Noticeable among more recent graduates is their appreciation of the changes a number of universities have made to extend and strengthen the school experience component.

A large majority of teachers in focus group discussions expressed varying degrees of criticism of university courses. Particularly disquieting was the frequent dismissal of courses in educational theory as 'meaningless' and 'irrelevant'. This was clearly the view of the large majority, not prompted by any opinions expressed by the researchers. Nevertheless, some teachers warmly commended their university experience and even when critical of particular elements of it, argued for a continuing strong role for universities in initial teacher education. Many teachers, whether strongly critical or not, simply accepted that university courses are a necessary not to say unavoidable element of entry requirements for teaching. Sometimes comparisons were drawn between programmes undertaken by teachers several years in the past and more recent experience. Generally, but not always, these were more favourable towards more recently experienced programmes which suggests that innovations introduced during the past five years or so are having a positive impact on teachers' perceptions of the relevance of university-based teacher education. *On the whole, however, both from the teachers themselves and especially from more experienced members of the profession, there is a strongly held view that the orientation of teacher education should move increasingly toward school experience including school bases for much of the preparatory work.*

Divided views were expressed about the duration of studies, ranging from acceptance of the value of four year B.Ed programmes and one or two years for postgraduate diplomas, B.Teach. etc to the view that the length of initial teacher education programmes could be reduced through a judicious pruning of courses and more concentrated programmes of study. *There is an overwhelming consensus that reforms are needed in teacher education together with a belief that much stronger partnerships are needed between the school and university as bases for preparation to teach. Underlying this view is recognition of the value that currently practising experienced teachers can bring to the preparation of new entrants to the profession (see also 2.2.3 and 2.4 below).*

2.1.12 Rating teaching by comparison with other career options

Very few teachers in their personal scale of values rate other occupations or professions more highly than teaching. Although critical of what they regard as a relatively low status for teaching in the eyes of the community, their personal estimation is that teaching is one of the most important of all professions. Several teachers made the point that without successful learning by students and good teaching in schools, the social fabric is weakened and there is a quite inadequate basis for future economic life. Teachers have a very keen sense of the actual or potential value of their work for the overall growth and development of students, even when they recognize that the lives of students outside school may contribute little to their education and even inhibit their own role as teachers. This sense of the fundamental importance of their work appears to be a major factor in sustaining the commitment of teachers and, well beyond the first year or two of teaching, continues to serve as a motivating factor in their commitment to the teaching career.

2.1.13 The movement toward teaching standards as a way to enhance the standing of the profession

Whether the movement towards teaching standards will significantly enhance the quality of teaching and the image of teachers in the community is an issue that relatively few early career teachers appear to be addressing at the present time. There is a sense that teacher registration, whether already well established or only recently introduced or in the offing, is a fairly routine administrative affair rather than a standard-setting procedure. While a minority of teachers perceive the potential of a graded hierarchy of professional standards to establish quality goals, there appears to be little appreciation of their potential in this regard, and a relatively low level of interest in the issues arising. If the professional standards movement is indeed to have a significant impact on teacher quality and to connect closely with teachers' interests and aspirations, a great deal more work will be required; to develop a powerful, developmental framework; to communicate its significance to teachers; and to engage new and more recent entrants to the profession in ways of enhancing and recognizing high quality teaching and the different elements of professional standards. There is at present a rather hazy notion of what is meant by professional standards, and whether or not teachers are regularly informed about developments, they display little specific knowledge of what is happening or under consideration.

2.2 Interviews with School Executives

2.2.1 Provision of induction and continuing professional learning for teachers in their first ten years

School executives are increasingly recognizing the need for more robust induction procedures although there remains considerable variation in practice. In many schools, induction is still seen as a short, formal programme whereby teachers new to the school learn about specific school procedures, rules and regulations, availability of resources and their specific duties. When these teachers have moved from other schools and have

considerable experience in the profession, little more may be required with the reservation that teachers whether new to the profession or to a school highly value the sense of belonging to a vibrant school community (2.1.5 above).

For new entrants to the profession induction needs to be seen not just as a familiarization process specific to an individual school, but a more comprehensive process of early stage professional learning. Schools are conducting both individual programmes, which normally include buddy type arrangements, whereby new teachers are more or less informally supported by a designated colleague, and they are working in close association with system authorities or with other schools in a series of periodic meetings and discussion groups. It was widely accepted by school executives that variability of induction arrangements has not always worked to the advantage of individual teachers or the schools. While it is recognised practice to provide a reduced teaching load for new entrants, this varies across the country. To extend it further would incur additional staffing costs. On the other hand, and from the longer term perspective, more investment in sound induction procedures could contribute to improved retention rates and strengthen commitment to continuing professional learning. *Quality of induction should certainly be seen as an important element in career formation, including the development of positive attitudes towards the school as a workplace.* Another issue is that of how beginning teachers are to make the most productive use of non-contact time (so-called DOTT time). At present, the two most common patterns appear to be additional time for curriculum planning, lesson preparation etc, and observation of the work of more experienced teachers in the classroom.

Interviews with school executives provided very little evidence of programmes and activities related to professional learning that were specific to people in their early years. For professional learning purposes, there is a tendency to treat teachers, once out of the period of induction and probation, as fully formed and having professional learning needs of much the same kind as any other member of the profession (except in the case of failing teachers). This is presumably a consequence of the situation whereby once beyond probation and apart from a difference in salary (years of service) – a recent entrant to the profession may be more or less on the same career level as someone who has taught for decades.

While school executives certainly recognize that teachers in their first few years in the profession are still on a learning curve, this does not appear to be reflected systematically in either school-based or system-wide programmes for professional learning. The availability of and effective opportunity for participation by teachers in professional learning in practice varies across the country despite system-wide arrangements. Whether school executives make full use of system-wide opportunities depends very much on local circumstances and the importance attached by school leaders to the systematic learning needs of their staffs.

With the exception of some sectors of Catholic education, there is relatively little evidence among school executives (or systems) of active support for teachers to continue formal study through diplomas and higher degrees in universities. Government systems do, however, provide many opportunities in the form of accredited professional learning

programmes. All sectors make provision for professional learning in the time periods built into industrial awards.

There is a specific issue of targeting and structuring professional learning to early years career formation, with more effective use for this purpose of student-free days and the professional learning days' provision in industrial awards, and more attention to incentives and formal recognition of professional learning accomplishments.

2.2.2 Addressing particular staffing issues encountered by the school

The ability of schools to develop staff profiles specific to their individual needs and requirements and to local circumstances varies a great deal. While on the face of it centralised staffing policies might seem to give school principals very little leeway in determining staffing profiles, in practice there are many opportunities for principals to express particular requirements and to influence staffing. In systemic schools, whether government or Catholic, the onus is really on the principal to play an active role and to develop the appropriate relationships with district, regional or central officers to achieve common objectives in staffing schools. All schools, whether government, Catholic or independent, do have the opportunity to make direct appointments to temporary, casual or term positions, and given the high incidence of such positions, there is considerable scope in this respect. It is through these temporary and contract positions that many new teachers gain their entry into full time teaching. It is therefore important that these positions are viewed not just from the perspective of meeting the immediate needs of the school, but that they are treated developmentally from the individual teacher's standpoint. Although many teachers express very strong views on this subject, career development needs for people in these positions do not always seem to be well appreciated by school executives faced with the necessity of ensuring that there is a suitably qualified teacher available for every classroom. From the school perspective the most obvious problems are those in the so-called hard to staff subjects and locations.

School principals would generally like to have more authority in making appointments and in mediating incentives to attract teachers to individual schools. The issue is seen to be most pressing in respect of high turnover rates in the hard to staff schools, but appointing their own staff is what most principals would prefer to do, regardless of school.

From the perspective of school executives, the practical competence of recent entrants to the profession is generally high, with most executives expressing satisfaction both with the enthusiasm and commitment of new entrants as well as with their practical capabilities. Some criticism was voiced of the intellectual calibre particularly of entrants to teacher education programmes during the decade of the 90s when entry scores often dropped to quite low levels. But this was not a widely voiced concern and executives expressed much greater interest in and satisfaction with new teachers' classroom management skills and their positive identification with overall school life. Some ambivalence was expressed about career change entrants who on the one hand are regarded as bringing job and life experience together with maturity, but on the other, sometimes rather formal attitudes towards classroom management and learning deriving

from their own earlier experience as students. On balance, however, career change entrants are valued by schools and are seen to be making a significant contribution particularly in certain hard to staff subjects, and with students whose interests are strongly practical.

2.2.3 Relations to teacher education institutions

Relations between schools and teacher education institutions are largely focused on the practical components of initial teacher education. Despite many examples of good individual working relationships, and the fact that students on teaching practice and internships are very largely under the direct supervision of experienced classroom teachers who have working relations with university supervisors, a strong sense was expressed of the remoteness of the university as a provider of teacher education and a belief that closer working relations would be beneficial to both parties. Some innovative programmes have established effective working partnerships including basing large parts of initial teacher education programmes in schools.

Despite the usual practical difficulties of scheduling, meeting costs, supervision arrangements etc. there is a definite interest by school executives and other senior members of school staffs in playing a more active role in teacher education. Formal arrangements do exist whereby schools are consulted about the design and implementation of teacher education programmes, but these are not seen to go far enough. They seldom amount to full scale partnerships, in the eyes of principals and school executives.

In the interviews with a number of highly experienced teachers as well as principals, it emerged that a significant number of schools across the country see themselves as potential bases for a stronger partnership model of initial teacher education. At present, however, schools do not generally have the kinds of space or other facilities that would be necessary for a much stronger component of school based learning as part of teacher education. There would be significant staffing implications, with considerable resource redistribution consequences. However, among the benefits of moves in this direction would be a contribution toward the career profile of the expert classroom teacher which would include a definite element of teacher education and responsibilities relating to continued professional learning for newer members of the profession. *Since there is a clear interest in moves in this direction both in schools and in some universities, further work should be done to test the feasibility of new structures and strategies.*

Together with classroom teachers interviewed, many school executive members expressed strong reservations about the value of course work provided by universities at the stage of initial teacher education. While it is accepted that the universities must play a major role in the initial intellectual formation and development of teachers, questions were frequently raised about the relevance and applicability of what is being provided. Highly experienced school principals and other senior staff members would seem to have a lot to contribute in dialogue with university academics about specific aspects of course content. Opportunities for this already exist, but on the evidence of interviews, do not seem to involve more than a small minority, or engage them as closely as they would like.

There is relatively little evidence of strong working relationships between schools and universities in respect of further professional learning for teachers in their first ten years. While some universities do have arrangements with schools to facilitate this and individual academics do of course have quite close links, systematic relations between schools and teacher education departments and faculties are largely confined to the practical component of initial teacher education. There is considerable scope for developing relations at this level, since after a few years of practical experience, many teachers are ready and interested to pursue further academic studies, although unhappy about their non-recognition in conditions of employment, notably in the government sector. These could be a means of addressing the theory/ practice divide and strengthening working relations between school practice and educational research and scholarship.

2.2.4 Issues of attracting to and retaining teachers in the profession

Even though principals and school executives generally expressed very positive views about recent entrants to the profession, there is concern about future prospects. School executives share many of the concerns of teachers regarding the longer term attractiveness of a teaching career, and many do not believe that the financial rewards are sufficient to ensure that future supply needs are going to be adequately met. In primary schools they are particularly concerned about the dearth of male applicants for teaching positions. In secondary schools there is strong concern about particular subject areas that are not attracting sufficient numbers of applicants deemed to be of the highest calibre. As already indicated, there is concern over the issue of schools in challenging and remote locations. Thus although there is in general terms a high appreciation of the suitability and quality of entrants to the teaching profession, school executives are not convinced that enough is being done to address specific staffing issues. There is a very widespread view that all of these issues could be more effectively addressed by a progressive transfer of staffing responsibility to the schools themselves, with greater responsibility for initial teacher education and continuing professional learning.

Such changes would entail greater responsibility for schools in career planning and development for their staffs. Improved retention rates within the profession depend on a wide variety of factors of which the immediate experience of school life must loom very large. While many schools already see this as a significant responsibility, others appear not to. A corollary of further shifts in responsibility for staffing matters to schools is that school executives would need to look more closely at the school working environment from the perspective of teacher career development. The existing procedures, for example, for review of teacher performance may be seen as a step in this direction, but for a variety of reasons including industrial agreements these often tend to be of a fairly routine nature. Many school principals in particular would welcome increased responsibility for career planning and development but would themselves need to further develop their skills in this matter. This could be achieved through collaborative initiatives involving the new National Institute for Quality Teaching and School Leadership, the government, Catholic and independent authorities responsible for

schools and schooling across the country, university specialists, professional bodies and unions.

A welcome development is the effort being made by many schools to improve working environments for teachers. These are especially noticeable in secondary schools, where improvements are being made in work stations, and specialised working areas for teachers, including arrangements for close working relations among groups of teachers not always in the same subject field. In primary schools, it is the individual teacher's home room that is the teacher's work space. Many schools occupy old buildings, not all of which provide good working environments. A great deal of refurbishment is taking place, but schools generally feel financially constrained in taking this work as far forward as they would like. There are impressive examples of local fund raising to enhance the overall school environment, including landscaping. These all point towards an increased understanding of the importance of the physical environment, and aesthetic features, for teachers to carry out their work effectively and experience job satisfaction.

2.3 Interviews with System Authorities and Representatives

The principal purpose of meetings with system authorities and representatives were to:

- receive briefing on relevant policies and regulations and research studies;
- discuss arrangements for school site visits;
- gain an overview of early career teachers within selected specific regional settings;
- discuss issues arising and test conclusions that the researchers were at the time formulating.

2.3.1 Scope and scale of responsibilities of system authorities and representatives

Depending on the particular system or sector, authorities and representatives have a wide range of crucial responsibilities relating to early career teachers. These include monitoring demand and supply trends, selection and appointment of staff, allocation and re-allocation of staff to places of employment, monitoring of school needs and requirements, provision of resources, salary payments, service conditions, induction, probation, professional learning, staff promotion, exit procedures, research and evaluation, community liaison – and others. In practically all of these, the responsibilities are to all institutions and employees, not specifically to teachers in their first ten years of teaching. Specific responsibility for that group, in government and Catholic systems/ sectors is (salary and conditions of employment apart) largely for induction, probation and professional learning. As already indicated, there is wide variation in practice in induction and professional learning provision. Probation requirements vary and, within common frameworks, school principals have the major responsibility.

Except for the way teaching staff are appointed, there are considerable similarities between the government and Catholic sectors whereas independent schools operate largely as single units. Their representative organisations collect some data, are active in

orchestrating and providing professional learning opportunities for teachers, and play a key role for their members in representing their interest to government and channeling policy information.

The three main issues addressed in meetings with system representatives concerned:

- System-wide initiatives impacting on teachers, particularly those new to the profession;
- The quality of new entrants to the profession and views as to the suitability of the preparation they had received;
- Employment practices for teachers in their early career years, registration, probation, induction and initial professional development.

2.3.2 Systemic initiatives impacting on teachers new to the profession

Major innovations are taking place nationally and in states and territories that directly affect teachers' daily work and have implications for their career formation and development. Since the beginning of the 90s, these include agreed national goals and key learning areas, benchmark testing in literacy and numeracy, large-scale professional development programmes, new statewide curriculum frameworks, new strategies for pedagogy and assessment of student learning, teacher registration and the development of professional standards, and structural reforms to statewide systems. Several national reports and reviews such as the Senate Enquiry, the Australian College of Educators' report on career change entrants, and the national Review of Teaching and Teacher Education with particular reference to science, mathematics and technology, together with an active research industry in universities and the Australian Council for Educational Research, and national data collections on teacher supply and demand, have together strengthened knowledge of what is happening in the teaching profession. These initiatives and movements have raised major policy issues for further attention. Much needs to be done to draw out the implications of all of this specifically for early career teachers. The main avenues for this at present are initial teacher education, system-wide provision through inservice days and the initiatives of individual schools.

Classroom teachers seem on the whole not to be directly familiar with the policy aspects of these varied initiatives, even though they are indeed affected by them. They may be teaching new curricula without realizing they are new. The major curriculum framework innovations taking place in each of the four states participating in this study are mediated through initial teacher education programmes and professional learning days, and through the requirements now falling upon teachers to plan their work and to teach in such a way as to achieve prescribed outcomes. While professional learning at the system level is directed towards familiarisation with the implications for schools and teachers of these and other initiatives, for most teachers large scale, system-wide innovation, reports, studies and research are somehow 'out there' and not 'in here' (school – classroom). This is another aspect of the relationship between universities – as key sources of educational research and scholarship – and schools.

Teachers frequently raised concerns about the scale and rapidity of innovation, and the administrative as well as pedagogical requirements that fall upon them. But on the other

hand, educational innovation on the scale occurring Australia-wide can be a very valuable stimulus, raising expectations of teachers, and encouraging themselves to show creativity and innovativeness. *It is extremely important that such large scale initiatives should be sustained to create a climate of continuous innovation, and that teachers are fully engaged in them, in order to meet the new requirements and expectations.*

A common criticism made by teachers is that requirements and expectations are laid out but there is not always the necessary follow through in implementation. There is also a tendency to regard change as both cyclical and to a degree imposed, notwithstanding the efforts that are made to consult and involve the teaching profession in the processes leading up to policy changes.

There is an important role, in supporting teachers' professional development, for systematic structures at the intermediate level between state and national policy centres on the one hand and schools on the other. The restructuring of the NSW Department of Education and Training, for example, provides fresh opportunities at the regional level for intensified relationships between staff officers who include seconded teachers and principals and teachers on the ground. The advisory and consultancy services available through these structures, together with the roles played by school executives, are the chief means whereby teachers in schools can be informed about and enabled to effectively implement the policies, and to contribute to future policy making. As already mentioned, the universities have a potential role here, but it is yet to be fully realised through closer working partnerships between schools, universities and system authorities.

One difficulty with implementation of reforms is the cost and the organisation of appropriate professional learning. The Australian Quality Teacher Programme is successfully involving very large numbers of longer serving teachers in government, Catholic and independent schools and has pioneered partnerships both among schools, within a single sector and across sectors. *But there is no comparable scheme for teachers in their first ten years*, and as a result, resources directed at the professional learning needs of teachers in relation to these innovations are being unevenly addressed. In view of the changing demography of the teaching profession, there will be need, both nationally and within individual states and territories, to focus more resources on ways in which teachers now in their first ten years and those soon to enter the profession can most effectively contribute to the full realization in practice of various reform initiatives. *Thus schemes such as the mentoring programme for new teachers in NSW and the Beginning Teacher Programme in Tasmania and other kinds of support being provided to beginning teachers will need to extend beyond induction, into a broader framework connecting early professional learning with the evolving policy framework for education. To engage teachers in this way at an early stage in their career and to encourage them to identify their own continuing career development with the kinds of transformations taking place in both policy and forward thinking, will do much to enhance their self image and their perceptions of the community-wide value and status of teaching.*

2.3.3 The quality of new entrants to the profession and views on the suitability of the preparation they had received

In keeping with views expressed by school executives, system authorities and representatives are, on the whole, favourably impressed by the quality of recent entrants to the profession. While there are few if any systematic procedures for appraising quality, through close contacts with schools and drawing systematically on the observations made by those directly involved in induction and professional learning programmes, office staff do have an informed view and are frequently in a position to draw comparisons with earlier generations of entrants to teaching.

As do principals and school executives, system authorities value the experiences career change entrants bring to teaching while expressing some concern about their expectations of young people and aspects of their pedagogical practice. Similarly, office staff tend to share the concerns of teachers and principals about the more theoretical aspects of initial teacher education and a perceived lack of effective partnerships between employers and universities in either initial or continuing teacher education.

There are, however effective employer-university linkages, e.g. procedures which recognise high performing graduates while still in university and placing them subsequently in schools. For example, the targeted graduate scheme is a means both of recruiting people of outstanding potential and finding ways to acknowledge the labour market value of people with skills that are in short supply. Targetting also enables the government system to make early appointments, thus addressing the challenge from Catholic and independent schools where appointment procedures can be quite expeditious.

2.3.4 Issues of attracting to and retaining teachers in the profession

It may appear from the number of initiatives in place and the increase in numbers of well qualified candidates enrolling in teacher education programmes that the issues of attraction and retention are less serious than many commentators have suggested. There is an overall 'surplus' of people qualified to teach and although there remain acute pressures in several areas, schools are in fact being staffed and there appear to be reasonable prospects of continuing to staff them. There is, however, no sense of complacency on the part of system authorities and representatives. As already noted, principals and school executives in particular have raised concerns about the future attractiveness of teaching.

Given the uncertainty over the scale of vacancies to be filled in coming years, calculations of demand are difficult. There is a wariness about predicting precise numbers, hence a strong inclination to continue to introduce measures likely to attract people to teaching, notably, in recent times, career change applicants.

Since a 'bleeding out' through early resignations is a potential threat in a buoyant labour market, authorities are giving closer attention to retention. On the one hand, as in Western Australia, some data on re-entrants suggest that there is not a real supply issue. But on the other, in both the questionnaire and site visits the 'conditionality' of a teaching career in the minds of large numbers of teachers is quite evident.

It is important that officials are able to use a full array of policy levers to address conditions affecting teachers and teaching. It is sound employment practice to seek to provide attractive conditions and to increase levels of satisfaction by employees. As shown in the initial literature review (Data Source 1), employee satisfaction is a widely canvassed issue internationally, and studies point consistently across different fields of employment towards the kinds of satisfaction teachers are seeking. Scope for significant increases in remuneration – in a largely public service profession - is limited. Targeted incentives including financial rewards are seen as one avenue to pursue. However, as identified by the teachers themselves, there is a very wide array of conditions outside the industrial arena, that can be addressed. *A stronger focus on the steps that can be taken to ensure retention of good teachers is one avenue to pursue. The other is to seek to streamline procedures for underperforming teachers. At present they are widely regarded as too burdensome to be effective. Neither the teaching profession itself nor the public will be satisfied with the notion of a high quality profession where quality is neither clearly defined nor systematically appraised.* Severance for underperforming teachers is the last option, and the efforts now being made to strengthen professional learning are widely seen as among the more positive steps than can be taken to sustain and strengthen quality. More of this can be targeted toward early years teachers.

2.4 Interviews with Teacher Educators

Teacher educators were interviewed in order to:

- Inquire about change in student enrolment patterns and characteristics of recent entrants to teacher education programmes;
- Inquire about innovatory programmes especially those based on full partnerships with employers and schools;
- Discuss issues raised in site visits to schools and meetings with authorities and representatives.

2.4.1 Entrants to teacher education programmes

Teacher educators consistently report that *teacher education programmes have been increasing their Tertiary Entrance cut off scores in recent years – in other words, the academic attainment level of entrants to teacher education courses has been rising.* Tertiary Entrance scores remain the main basis on which students are selected for initial teaching degrees. In some programmes additional criteria are taken into account, for example: work experience and technical qualifications (University of Newcastle); written application for entry into a subprogramme (Knowledge Building Communities) of the B.Ed (University of Wollongong). Entry requirements for graduate level programmes are more varied, but still tend towards recognition of academic or equivalent standing. No evidence was found where selection criteria systematically include such factors as ability to communicate, to work effectively with others and exhibiting social-responsibility - attributes which a majority of teachers responding to the questionnaire believe should be taken into account during the selection process. This does not, however, preclude the possibility that these considerations are being addressed in some measure in programmes where selection criteria extend beyond academic scores.

It is a common experience across the country that increasing numbers of mature age, career change people are enrolling in initial teacher education programmes. These people come from a considerable diversity of backgrounds. While a number of these enrolments are in the end-on programmes (e.g. Dip.Ed, B.Teach or M.Teach), that is not exclusively the case. Career change entrants point up one aspect of the increasing diversification of teacher education students. Another is reflected in the view expressed by some teacher educators, that their primary target is no longer future teachers for employment within the state where their university is located – or indeed the country as a whole. International students and students who see a teaching qualification as an appropriate preparation for some other career are also being catered for. Teacher education in the sense of preparing people for teaching appointments in Australian schools is not the only strand in these programmes.

2.4.2 Partnerships with education systems and schools

The key partnerships between teacher educators and schools focus at present on the practicum arrangements. Many of these work well, but both partners have identified difficulties. These include the sharing of responsibility for the quality of student teacher performance, supervision, availability of suitable placements, and costs.

There are moves in many programmes to include a teacher as researcher/ reflective practitioner component through which individual student teachers establish more substantial and longer term links with individual schools. These programmes give emphasis to the centrality of the student teacher in shaping their own learning strategies, developing and testing concepts and evaluating their own performance.

Practising school teachers are frequently involved in the university-based element of programmes. Many are sessional teachers for defined parts of a programme, and some are closely involved in the design and development as well as the delivery of the programme. However, it seems that once in the university many teachers would prefer to remain there rather than return to schools. *It is obviously important that teacher education programmes be well informed about contemporary conditions in schools and educational policy directions. Placement of practising teachers in university departments is one of the necessary steps and is occurring. There is less evidence of a close interchange with public education system authorities, or of university teacher educators refreshing their school knowledge by extended placements in schools.*

Teacher education institutions are finding that among several difficulties they face is finding suitable practicum sites. Students are reluctant or unable to undertake *practicum placements* in locations distant from the base of their studies due to their dependence on part-time jobs to fund their tertiary studies. This means that student teachers may have less exposure than they might under other circumstances and therefore familiarity with the challenges and rewards of teaching in regional and rural schools. A number of institutions participate in special programmes to facilitate regional practicums (e.g. Beyond the Line, NSW). A further consequence of this are difficulties in finding

sufficient placements for practicums within geographic proximity of some teacher education institutions.

2.4.3 Innovative programmes; new directions in teacher education

Although there are many changes in the structure and content of courses, the key direction of innovative programmes in recent years has been toward a stronger school base in initial training, close working relations between teachers in schools and university academics. The more radical of these programmes currently remain relatively marginal within the overall initial teacher education industry. Teacher educators recognise the value of extended practice; however, they do not generally accept the extreme argument that preparation to teach should centre entirely on a mix of subject specialisation and extended school experience. *The issue of the nature and scope of systematic study of educational theory is unresolved. Some teacher educators insist that there should be a grounding for all students of general or liberal education and most see a place for courses of a broadly theoretical nature, for example, on learning, human development, student behaviour, social conditions affecting schooling, and ethics.* Courses commonly provide at least an introduction to curriculum planning, in the framework of system-wide innovations and in both general and (age – subject) specific pedagogy.

When asked to respond to the comments made by teachers, in questionnaire responses and site visits, on their university studies, teacher educators generally acknowledged the force of teachers' remarks. They are familiar with such criticisms from their own students during courses and in exit surveys, in their dealings with schools and in research on teachers and teaching. Such criticisms, as several teacher educators pointed out, are often made by students keen to enter the world of work and by practitioners whose attention is very much on the immediate working environment. Nevertheless, teacher educators acknowledge that the concern should be addressed further and would like to find ways of making constructive responses – as many are in fact doing. They point to constraints on action. These include steeply increased teaching loads, the processes of university decision making, and the financial costs of change. *Further changes do seem to be needed, perhaps through a wide consortium-type collaboration among the existing, most innovative, programmes in an effort to diffuse good practice, perhaps through wholly new programmes. Closer working partnerships with schools and systems is widely seen as the way ahead, since forging these will inevitably lead to a review of all the components of the teacher education programme and responsibility for them. Teacher educators would welcome closer engagement with employers and system authorities in developing strategies of continuing professional learning, building on initial teacher education.*

APPENDIX A: SCHEDULE OF SITE VISITS

*Teachers participating in meetings based at these schools were drawn from several schools in area.

Queensland

(9 – 20 February, 2004):

Schools

Government –

Clontarf Beach State High School, Clontarf *

Crescent Lagoon State School, Rockhampton

Emerald State School, Emerald*

Keebra Park State High School, Southport*

Woodcrest College, Springfield

Catholic –

St Anthony's Primary School, Rockhampton

St Mary's Primary School, Ipswich

St Patrick's Primary School, Emerald

The Cathedral College, Rockhampton

Independent –

Redeemer Lutheran College, Rochedale

System authorities:

Catholic Education Office, Queensland
Brisbane Catholic Education Office. Brisbane.
Rockhampton Diocesan Catholic Office, Rockhampton.

Queensland Department of Education: Human Resources Branch; Emerald District Office; Rockhampton District Office; Gold Coast North District Office.

Teacher Education Institutions:

Central Queensland University

Queensland University of Technology

University of Queensland

New South Wales

(15 – 19 December, 2003 (preliminary); 23 February, 1 – 15 March 2004):

Schools:

Government:

Chifley College, Dunheved campus, North St Mary's
Holsworthy High School, Holsworthy*
Koorringal High School, Wagga Wagga
Lake Cargelligo Central School, Lake Cargelligo
Lethbridge Park Primary School, Lethbridge Park
Murwillumbah High School, Murwillumbah*
Sydney Secondary College, Balmain Campus, Balmain
Tempe High School, Tempe
Wagga Wagga Public School, Wagga Wagga

Catholic:

Holy Spirit Primary School, North Ryde
Mount Carmel Central School, Yass
St Mary's Star of the Sea, Wollongong
Trinity Catholic College, Auburn

Independent:

King Abdullah Aziz School, Rooty Hill
Shore School, North Sydney

System Authorities and Representatives:

Association of Independent Schools, NSW
Catholic Education Commission of NSW
Wollongong Catholic Diocesan Education Office

NSW Department of Education and Training: Ballina Tweed Heads School Education Area Office; Griffith School Education Area Office; South Western Sydney Region Office; Wagga Wagga School Education Area Office; Teacher Mentor Programme 2004 Conference

Teacher Education Institutions:

Meeting of Teacher Education Council – Deans of Education (or their representatives) from: University of Newcastle; University of Technology, Sydney; Southern Cross University; University of Sydney; University of New South Wales; Australian Catholic University; Macquarie University; Wollongong University; Charles Sturt University; University of New England; University of Western Sydney.

Charles Sturt University, Bathurst campus; Wagga Wagga campus

University of Sydney

University of Wollongong

NSW Institute of Teachers

Western Australia
(24 March – 6 April, 2004):

Schools:

Government -

Eastern Goldfields Senior High School, Kalgoorlie

Governor Stirling Senior High School, Woodbridge

Leonora District High School, Leonora

Manjimup Primary School, Manjimup

Manjimup Senior High School, Manjimup

Northam Senior High School, Northam

O'Connor Primary School, Boulder

Catholic –

John Paul College, Kalgoorlie

St Mary's School, Merredin

Independent –

Goldfields Baptist School, Kalgoorlie

Thornlie Christian College, Southern River

System Authorities and Representatives:

Association of Independent Schools, WA

Catholic Education Office of Western Australia

West Australian Department of Education and Training: Goldfields District Education Office; Midlands District Education Office; Strategic Human Resources; Swan District Education Office; Warren-Blackwood District Education Office

Teacher Education Institutions:

Curtin University of Technology

Edith Cowan University, Mt Gravatt campus

Notre Dame University

Tasmania
(19 – 27 April, 2004):

Schools:

Government –

Herdsmans Cove Primary School, Gagebrook

Oatlands School, Oatlands

Queechy High School, Norwood

Rosetta High School, Rosetta

Catholic –

Holy Rosary School, Claremont

St Brendan-Shaw College, Devonport

Independent –

The Friends' School, Hobart

System Authorities and Representatives:

Association of Independent Schools, Tasmania

Catholic Education Office, Tasmania

Tasmanian Department of Education: Office of Curriculum, Leadership and Learning; Esk District Office;
Schools and Colleges [division?]

Teacher Education Institutions:

University of Tasmania, Launceston campus

Additional Visits in other states

Australian Capital Territory
(preliminary visit, 10 – 12 December, 2003):

Catholic Education Office, Canberra- Goulburn Diocese

St Clare of Assisi Primary School, Conder

Gold Creek School, Belconnen

ACT Dept of Education, Human Resources Division.

DEST, Canberra.

Victoria
(March 16, 2004):

Cobram Secondary College, Cobram

APPENDIX B

SUGGESTED PROGRAMME FOR VISITS TO SCHOOLS AND TOPICS FOR DISCUSSION

1. Meet with members of school executive, including principal and person responsible for induction (up to ¾ hour). Topics for discussion:
 - a. school-level policies and procedures etc. specific to new teachers;
 - b. encouragement of and support for continuing professional learning;
 - c. provision of induction, continuing professional learning;
 - d. particular staffing issues experienced by the school, and approaches to addressing staffing problems;
 - e. relations to teacher education institutions and system authorities, where relevant;
 - f. issues of attracting and retaining teachers in the profession.

2. Meet with group of teachers who have been in schools for less than ten years – preferably a mix of lengths of service, not only very new teachers. Topics for discussion:
 - a. What are the most fulfilling aspects of the teaching career?
 - b. What are the major difficulties and frustrations of the teaching career? (e.g. student behaviour, administrative paperwork)
 - c. How attractive is the school as a workplace? What improvements could be made to overall working conditions (flexitime? leave arrangements? classroom support? etc)
 - d. Teaching is distinctive in that one quickly reaches a plateau as a classroom teacher – what ways of structuring the teaching career would be welcome (e.g. master teachers, mentors, teaching assistants)
 - e. Should quality teaching be recognised in career progression, and if so, how?
 - f. Will the movement towards teaching standards enhance the standing of the profession?
 - g. Should teaching be seen as a lifelong career or as part of a career?
 - h. What makes for a successful induction process into the teaching profession?
 - i. What specific changes does your experience suggest should be made in teacher education programmes?
 - j. Compared with other career options you have considered or know about, how would you rate teaching?
 - k. What changes in the broader society are having most impact on your work as a teacher?

Ideal would be meeting with a group of up to six or eight teachers by themselves for a minimum of one hour. If possible, release time from teaching arranged to enable meeting to be held during school time; otherwise, after school.

3. To enable us to gain a good appreciation of working conditions in the school, we would value a visit around the school site, including if possible a visit to classrooms during teaching time.

4. Follow-up meeting with principal/ deputy/ies (15 minutes).