

Response to “ADDITIONAL QUESTIONS FOR ACDE”

Page 6, paragraph 1: You state that ‘The Council believes that changes to the model of teacher education, including innovation and diversity, will in turn rely on a new model of funding, both within and outside the university’.

→ Do you have any suggestions for this new model of funding?

Level of funding

As suggested in its submission, the ACDE believes that the funding for the Education cluster is insufficient to support the level of innovation and the diversity of forms of teacher education Australia has a right to expect. Even leaving aside the cost of the practicum requirements, the ACDE would argue that funding commensurate with Nursing (and with Cluster 7¹ -- Languages and Visual and Performing Arts) is more appropriate. A significant proportion of any teacher education course involves curriculum ‘methods’ (what and how to teach and assess in specific areas of the school curriculum). Education thus needs to fund the infrastructure, equipment, materials and technical support for science education laboratories, visual and performance arts spaces including music, and sporting, physical education and human movement education laboratories/facilities. In addition, Education must fund mathematics curriculum materials, wireless laptops and a wide range of educational software across the age span from early childhood to senior secondary across all curriculum areas. Also smaller laboratory class sizes often are needed for practical laboratory sessions because of pedagogical and OHS regulations. Teaching costs are therefore similar at least to disciplines such as Visual Arts and Languages.

The ACDE believes that a new model of funding would ideally be accompanied by a new level of funding more reflective of the financial demands on the discipline of Education. Nevertheless, what follows is not dependent upon a change in the relativities. As requested, the response addresses the model of funding.

Background rationale for model

At present undergraduate teacher education is at least four years long and typically involves around 80-100 days of placement, of which up to 20 days may be in various education/community settings and around 80 in formal school settings (there are variations on this). Faculties and Departments of Education must fund the whole placement experience from the funding provided for ‘units of study’ classified as being in the Education discipline. If a student is enrolled in a four-year Bachelor degree course in which all of the units are classified as Education discipline, the Faculty will fund the 80-100 days of placement from four years of funding. If a student is enrolled in a four-year course in which part of the study is in another discipline -- perhaps music, science, history or indigenous studies (almost always true of secondary qualifications and common for many primary qualifications) -- the Faculty will fund the same amount of placement from the proportion of the course studied in Education.

According to DEST, in 2005 when it moved from the Relative Funding Model (RFM) to the Commonwealth Grant Scheme (CGS), a practical loading of \$657 per Full Time Equivalent (FTE) was provided for Education.

“Under the new funding arrangements universities have been provided with additional funding for nursing and teaching through the Nursing and Teaching cluster funding rates to assist with the costs associated with the practical component of the courses. ...

Initially, as with all other funding clusters, the funding rate for ... Teaching was obtained by removing the HECS component from the old RFM value for funding cluster 5.

¹ Cluster 6 and 7 each earn the same income for the University, but the proportion funded by the Commonwealth and the student are different. The ACDE recommends Cluster 7 because the base student contribution for teacher education would remain as it is at present.

The funding rates for nursing and education were increased by a practicum loading amount to support the practicum components and placed in separate discipline clusters titled Nursing and Education.

Hence, the additional funding for ... the teaching practical loading is the difference between the funding rate for the education cluster (\$7,294) and the funding rate for cluster 5 (\$6,637). Therefore, the loading for the Education Practical component is \$657 per EFTSL in the education cluster." (Email from DEST dated Wednesday 23rd March 2005)

Thus, the additional funding was provided by increasing the rate at which 'units of study' classified as being within the Education discipline were funded.

Clearly, placement costs are considerably more than \$657 per EFTSU² and DEST recognises this in the quotation above which describes the loading as *assisting* with costs of the practical component. However, let us consider only the practicum loading. Student A, taking a four year course with all units of study in Education, will attract a loading of \$2628 (4 x \$657) over four years. By contrast student B, qualifying to become a History teacher and taking a double degree in Arts and Education, would do 50% of the course in Arts and 50% in Education. The university would be funded at the Arts rate for half of student B's course and at the Education rate for half the course, and would receive a practicum loading of only \$1314 (2 x \$657) over four years even though the practicum costs for student B will be the same as for student A.

Suggested funding model

With regard to **Commonwealth funding** the ACDE suggests that:

- i Education be placed into an appropriate Cluster and the quarantine of Education from charging the variable student contribution be abolished. As suggested above, the ACDE recommends Cluster 7, but whether it is Cluster 7 or Cluster 5, the band it was in prior to the Higher Education Support Act (HESA), the capacity to charge the premium would help to ensure that the potential to provide a high quality student experience is not compromised relative to the rest of the sector.
- ii The Education practical component be provided through a mechanism that ties funding directly to the quantum of placement provided rather than to taught load taken within Education. For this component of the funding the ACDE proposes a model along the following lines:
 - Within agreed parameters, universities offering accredited courses would register the amount of placement provided for particular teacher education courses (presently, typically 80 school based days for a four year BEd or a double degree such as a BA/BEd or BSc/BEd, and 40-50 days for a one year Graduate Diploma of Education).
 - Universities would package the days to suit the particular course structure.
 - In semesters in which students undertook a placement they would register for a number of practicum modules, each of perhaps 5 days, in association with the standard credit bearing units that comprise the course.

² In 2005, in a one year Graduate Diploma of Education providing 50 days of placement, payments to cooperating teachers will be around \$1310 and the total cost of placement around \$2400 while the practicum loading is \$657 (27%). In a secondary double degree providing 80 days of placement, teacher payments will cost around \$1 985 and total costs around \$3800 compared with the loading of \$1314 (35%). In a four year degree taught totally within Education and providing 80 days of placement, teacher payments cost \$1 800 and total costs around \$4 380 compared with the loading of \$2 680 (62%) (Source: Monash University)

- These modules would not be 'units of study' with credit points attached. Rather, registration for the practicum modules would be in association with enrolment in credit bearing units of study³ that would continue to bear the majority of the placement costs.
- iii In 2005, the practicum loading was a total of \$2628 for a four year BEd course studied fully within Education. Averaged over 80 days, this amounts to \$32.85 per student practicum day. The ACDE recommends that this funding be directly tied to registration for placement modules. That is, if a module was five days, each would attract the 'loading for the Education Practical component' of $\$32.85 \times 5 = \164.25 in 2005 (but indexed as is CGS funding). Funding would be based on predictions and agreed during cluster portfolio discussions in the same way as Commonwealth supported load, with adjustments expected for significant variations from predictions.
- iv Such a model assume that courses are accredited in some way. The ACDE would welcome the opportunity to develop a national framework for accreditation of teacher education programs, applicable across all states and territories and connecting to other international accreditation systems. Such a system should focus on exit standards for beginning teachers, rather than input standards for programs and should require institutions to demonstrate how their programs ensure that the standards are met, rather than requiring particular models or versions of teacher education.

With such a model of funding, a significant proportion (typically more than half) of the practicum costs would continue to be met from CGS funding of units of study taught in the Education discipline (i above), as is the case at present, but the practical loading (iii above) would be tied directly to agreed student practicum modules and hence be more responsive to the actual costs of student placement.

With regard to **internal university funding** the ACDE considers that universities should determine their own distribution models consistent with their strategic directions and in acknowledgement of the Commonwealth's policy of diversity within the sector. Commonwealth grants for load driven funding (i above) should therefore be directed to the university and allocated consistent with each university's practices. Universities should, however, be expected to forward the additional 'loading for the Education Practical component' (iii above) directly to the Faculties/Departments operating the placements.

Page 6, paragraph 2: You state that 'Education today is essentially being asked to do more with less'.

→ Do you have any data or evidence to support this statement?

Income

The income earned per Commonwealth supported student in higher education has decreased in real terms over the past two decades. There was a decline in real terms in base operating grant per actual equivalent full-time Australian student of close to 13% from 1983 to 1995 (AVCC) with a further fall of around 8% from 1995 to 2002 (Burke), giving a total of over 20% from 1993 to 2002⁴.

³ We believe this proposal to be consistent with DEST guidelines in relation to *Work Experience in Industry* (Chapter 3 of the DEST Administrative Guidelines, for HESA 2004)

⁴ This analysis was provided by Professor Gerald Burke, Director of the Centre for the Economics of Education and Training. It draws on data provided by AVCC, DEST and the ABS. Details of the method of preparing the constant price series are given in Burke, G & White P 2003, 'Price measures in education and training: opening a discussion', CEET Working Paper 53, December 2003

www.education.monash.edu.au/centres/ceet/docs/workingpapers/wp53dec03burke.pdf
A spreadsheet of the data and analyses can be provided upon request.

As quoted earlier, according to DEST, under the CGS compared to the RFM, there was a net increase in funds of \$657 per FTE for undergraduate places. However, by the same reasoning, there was a net decrease of \$149 per FTE for graduate entry teacher education places. This is because while undergraduate level Education was weighted at 1.3 prior to HESA, graduate level Education was weighted at 1.4. Under HESA, this distinction was removed and the funding rate for the graduate level courses reduced to 1.3. The practicum allowance was then added to this lower rate, but the overall result was a net reduction in funding of \$149 relative to the RFM. This is in spite of the fact that the per annum fixed cost of the shorter Graduate Diploma of Education is relatively greater than for longer courses⁵.

Expectations

At the same time, there has been a considerable increase in what Education Faculties and Departments are expected to provide. This includes greater attention to quality outcomes with a commensurate increase in the direct costs associated with teaching and the cost of administrative work associated with both teaching and compliance and reporting requirements. These expectations include:

Quality enhancement and assurance

- the provision of unit guides to students providing information and advice to them about course expectations and their rights
- supplementary learning materials in print and on line
- the use of effectiveness instruments, eg unit surveys of students in every unit, every semester
- regular course, departmental and faculty reviews
- administration and use of the DEST Course Experience Questionnaire and Course Destination Survey
- external audits (such as AUQA)

Technological change

- infrastructure costs involved in IT provision for students and staff in order to enable future teachers to be competent to teach using ICTs
- provision of IT email accounts and free use of computer laboratories for direct student use
- the use of information and other communication technologies for course delivery
- managing impact of new technologies on assessment including such matters as plagiarism
- provision of other information and visual technologies

Equity, difference and flexibility

- meeting the needs of students with disabilities
- conducting labour intensive work required to attract students from particular equity groups

⁵ The Graduate Diploma courses are relatively expensive:

- They are highly intensive and provide a full academic load (sometimes more) in addition to funding the cost of the practicum;
- The number of days of practicum (40 days minimum and often 50 or more) is commonly at least half the total for the four year degrees (80+ days) and timing makes arranging placements more difficult and time consuming;
- There are many teaching specialisations and they take a relatively larger proportion of the course, making economies of scale difficult to achieve and appropriate placements difficult to organise;
- All the costs of commencement (ranging from police checks to setting up files and email accounts) and graduation (including providing information to employers etc) must be funded from one EFTSL;
- The ratio of turnstile to load is high (that is, each student enrolled brings a total of only one EFTSU compared with up to four EFTSU for undergraduate degrees) which means that the costs of marketing and selection are also proportionally high. The selection process itself is considerably more labour intensive than those based on ENTERs. All applicants are graduates and qualified to that extent, but grades alone are an insufficient criterion for selection. Education departments/faculties must check that each student has the appropriate range and depth of study for the teaching specialisation requested to enable registration. Where there is a large ratio of applications to places, Universities may also often ask for additional information such as references, and previous relevant experience. From each funded place we must pay for this selection process for multiple applicants all of whom are qualified to the extent that they have a degree relevant to their chosen specialisations

- developing multiple pathways into higher education
- providing learning and other support for students entering through such alternative pathways.
- provision of flexible delivery options including on and off campus, online, part and full time, block teaching
- multiple scheduling of offerings to enable students (school leavers and mature aged) to undertake paid work and fulfil family responsibilities

Compliance and legislative requirements

- the cost of collecting, managing and re-distributing assignments, providing results, providing information and making staff appointments consistent with privacy legislation
- monitoring, managing and cost of copyright
- child protection legislative requirements including managing and monitoring police checks
- state accreditation processes

Placement costs⁶

- provision of an increased minimum number of days of placement
- escalation of the cost of making placements due to difficulty in finding places

Most of these changes are not unwelcome -- indeed they are improvements on past practices -- but we should not underestimate the labour and other costs involved. While they generally apply across the sector, some such as the last four apply particularly, although not necessarily exclusively, to Education.

It is difficult to provide detailed empirical evidence of the cost of these various changes. However, the AVCC has recently commissioned a study of the costs involved in reporting associated with the HESA, 2004. The report is expected early in 2006. As an indication, the cost of the student management system (that is, just the IT infrastructure) of one university⁷ has risen from \$350 000 in 2004 to \$1.8 million in 2005 to meet extra reporting details required. In that university, Education represents only 6% of the student load but its share of this extra cost is \$87 000. This does not include the central university or faculty level labour involved in managing and monitoring the complex load profile constraints by discipline, course and campus under *Backing Australia's Future* (BAF).

Student-staff ratios

The combination of reduced income and a smaller proportion of funds available to undertake the core work of teaching and research is reflected in increases in student-staff ratios (SSR) across the sector of 38% between 1993 and 2004 (from 14.3 to 19.8). In the four years from 1994 to 1998, the SSR in Education in NSW increased by 12%⁸. More recent DEST data shows that the SSR in Education has continued to rise with an increase of 12% between 2001 and 2004, while the sector rise was 5% over the same period⁹.

SSR (on shore students, includes casual staff)

	2001	2002	2003	2004	Increase 2001-04
Education Units	20.9	22.5	23.2	23.5	12.4%
All Academic Units	18.8	19.6	20.1	19.8	5.3%

Faculties/Departments of Education now teach many more students with fewer staff. While Education has this in common with the sector more generally, the extent is greater and, in 2004,

⁶ Payments to teachers in schools have not risen for many years. This has assisted Education units to deal with reduced per capita funding. However, a recent decision in South Australia has provided for a 25% increase in teacher payments and a similar case is being heard presently in Queensland. It is generally expected to spread across Australia.

⁷ Monash University

⁸ Ramsey, G. 2000, *Quality Matters: Revitalising teaching: Critical times, critical choices*, Report of the Review of Teacher Education, Sydney: Ministry of Education and Training, Chapter 9

⁹ <http://www.avcc.edu.au/content.asp?page=/publications/stats/staff.htm>

when for the first time in many years the sector wide SSR dropped marginally, Education continued to rise. In 2001, Education's SSR was 11% higher than the sector average. In 2004 it was almost 19% higher.

Page 6, paragraph 2: You state that 'In many ways ... the internal distribution of funds reflects the level of importance accorded to Education by the Commonwealth'.

→ Could you please explain this further?

None of the Terms of Reference for the Inquiry related directly to the general level of funding for the Education cluster or the model of Commonwealth funding. The ACDE therefore linked its comments regarding funding to Term of Reference 11, which referred to 'the adequacy of the funding of teacher training courses by university administration.' This remark was intended only to suggest that the internal distribution of funds by university administrations largely reflects the historical distribution of funds to universities through the RFM, and more recently the CGS.

The weighting of 1.3 established in 1988 was widely regarded at the time as an under-estimation of the costs involved¹⁰. Indeed some universities, in recognition of this, weighted Education more highly for the internal distribution of funds thus subsidizing its operation. Such internal re-weighting can only occur, however, by redistributing funds provided for disciplines other than Education. Such a situation is not sustainable, and having become a national priority has exacerbated the relative under-funding of Education. In a time of teacher shortage, this may become an issue if institutions are reluctant to increase Education places because their income is insufficient to meet the costs of providing a quality education.

Page 9, paragraph 3: You talk about the problems which 'lie in the criteria often established for redistributing funds within the university'. You state that 'These central collective funds are redistributed according to criteria such as completions and fee-paying students, in which Education is relatively ill-equipped to compete'.

→ Can you please expand on these comments and the criteria that you refer to?

While a significant proportion of funding in universities will broadly reflect the relativities of the RFM and more recently the CGS, universities often distribute some of their student load based revenue in ways that reflect strategic priorities. The ACDE does not object to this in principle. Clearly, universities need to determine their strategic directions and direct their expenditure accordingly. However, the ACDE considers that the distribution mechanisms are often insufficiently nuanced with unfortunate consequences for Education. We offer the following example.

In order to encourage faculties to attract and enrol local fee paying and international students, some universities charge lower overheads for such students so that, for example, income from fee paying students may attract only a 30% charge "off the top" while income from CGS places may attract an "off the top" charge of 50%. Of course, even if exactly the same proportion of funds are taken as overheads, the income flowing from full fee local and international students will typically be more than for Commonwealth supported students. Education faculties, however, are rather less well positioned than most faculties to attract fee paying and international students. This is partly for cultural reasons (countries typically want to keep control of the preparation of their own teachers and it is largely only those who are able to and want to stay in Australia who come here for undergraduate teacher education) and partly because few of the local or international students

¹⁰ When the unified national system was introduced and weighted student units were determined, over 85% of teacher education was carried out in Colleges of Advanced Education. The weighting therefore reflected CAE responsibilities and missions. It did not, therefore, include the cost of supporting research or the expectation that all ongoing academics would be both teachers and researchers.

who can afford to pay full fees and living costs for higher education in Australia wish to 'buy' teaching. Such students generally opt for more lucrative careers.

It is not uncommon for universities to take a certain proportion of the funds earned through student load and redistribute them according to performance criteria. For example, universities that earn perhaps 5% of their DEST revenue through performance related research income (Research Infrastructure Block Grant (RIBG) and Institutional Grants Scheme (IGS)) may distribute 20% of their DEST income according to these criteria as a performance incentive in order to increase RIBG and IGS in the longer term. The extra 15% of income comes from student load funding. The high weighting of research income over output embedded within the DEST formula for the allocation of RIBG and IGS privileges those fields with high infrastructure costs (even though infrastructure costs have already been factored into the cluster weighting of the RFM) and with better access to National Competitive Grants and industry research funding. The high weighting to research student completions also privileges disciplines with research students who are studying full time immediately after their first degree. Students in Education are typically mid career, in full time employment and studying part time, and hence are slower to complete.

The ACDE does not object to some performance based funding and would welcome the opportunity to compete according to the same rules as others, so long as the rules are fair and do not systematically, even if inadvertently, disadvantage one discipline over another. The major issue, as we see it, is that the criteria used to reward performance are generally not benchmarked by discipline, and existing inequalities are often magnified rather than reduced. In using such criteria, universities are doing no more than following the Commonwealth's lead. However, the effect is that there are fewer funds available within some faculties to support excellent teaching and research.

Page 8, paragraph 2: One of your proposals for strengthening the autonomy of Education within universities is 'the establishment of specific Education universities'.

→ How would these specific education universities differ from teachers colleges of the past?

→ How would these universities sit within the current Australian tertiary education structure?

You go on to say that 'such universities would not act as isolated institutions, but would remain deeply engaged with the other university disciplines'.

→ How would they differ from Faculties or Schools of Education which currently exist within universities? What funding arrangements would you see as supporting this proposal?

The reference to the establishment of specific Education universities was made to highlight ways in which other countries have privileged, and raised the profile of, the Education discipline. The ACDE had in mind the role of prestigious international universities such as Columbia Teacher's College (USA) and Beijing Normal University (China). These institutions are associated with outstanding international research, development and innovation in teacher education and education more generally. Each has a very long history and has had generous levels of funding over an extended period, highlighting the priority accorded to Education in these countries. The ACDE recognises that it is unrealistic to expect sufficient and sustained funding for the development of an internationally reputable and competitive institution of this kind in Australia and so is not endorsing this particular model. Furthermore, Australia has a small population spread over a very large area and its higher education history emphasises high quality across the full range of universities. In this context, a more effective way of achieving this goal in the Australian context is by improving resources and positioning across the range of sites of teacher education.

Page 8, paragraph 3: You state that “many universities depend on the size and strength of Education for their very survival.”

→ In what ways does this occur, and what are the indicators that this is the case in universities?

Firstly, in three universities, Education comprises more than 20% of the total student load, and in another three more than 15%. Secondly, overall university level data masks the fact that regional campuses of multi-campus universities may be highly reliant on Education for sustainability. On rural and regional campuses, students enrolling in Education contribute significantly to the overall size of the campus and therefore increase the critical mass needed to support the campus infrastructure. In addition, other faculties on such campuses, such as Arts and Science, may rely upon teaching their disciplines to Education students in order to ensure the viability of their own courses. Finally, the availability of a professional ‘destination’ in graduate entry teacher education courses can increase the attractiveness of the university to potential undergraduates in Arts, Science and other degrees. To concentrate Education into fewer institutions or fewer campuses within institutions may thus put at risk the efficiency and even sustainability of other parts of the operation.

Page 8, paragraph 4: You advocate increasing the autonomy of Education across the universities, and state that ‘Measures to improve the current internal position of Education are worth investigating’ so that Education schools and faculties have the capacity to ‘lead, innovate and create’.

→ What sort of measures do you have in mind?

The ACDE considers that Education is a discipline in its own right and that it has not been served well by attempts to absorb it into bigger organisational units that do not share obvious commonalities of purpose or practice. In some instances, Education is grouped with Arts or Humanities; in other cases, it is grouped with ‘professions’ and finds itself partnered with Law and Commerce; in still other cases with Social Sciences or Community Services. That it may be classified in these quite divergent ways is suggestive of the problem of fit. In an effort to produce an appearance of organizational simplicity and efficiency, grouping education with other disciplines introduces an unnecessary extra layer of complexity.

Although hard evidence is not available, many members of Education academic units report that the standing of Education is diminished when they have been grouped with other disciplinary departments into new multi-Faculties/Colleges or Divisions. The ACDE has consistently made reference to the declining number of ‘Education’ faculties in Australian universities and reports on teacher education have consistently argued that Education should stand tall in the university’s disciplinary profile. If the objectives of the Carnegie Report¹¹, and many others since the Martin Report of 1965¹², are to be met, it is essential that Education faculties not be absorbed into groupings with inappropriate partners for the sake of the appearance of simplicity and efficiency. It is difficult for Education faculties to ‘lead, innovate and create’, for example in relation to university teaching and learning, from a position of junior partner or ‘branch office’ as one Dean expressed it. When Deans of Education, especially those with large enrolments, are precluded from key university priority discussions by their positioning within larger units, it is hard to communicate the specific issues and needs of the group in a knowledgeable way.

¹¹ Carnegie Corporation 2002, *Teachers for a New Era: prospectus*. Available at <http://www.carnegie.org/cgi-bin/printpage/printit.pl>

¹² Martin Report 1965, *Tertiary education in Australia*, Canberra, AGPS. And see also Auchmuty 1980; the Senate’s *A class act*, 1998; ACDE *Preparing a Profession*, 1998; Ramsey, 2000; and Kwong Lee-Dow, 2003.

Page 45, paragraph 1: Regarding relationships between teacher education courses and other faculty disciplines, you remark that ‘current internal university funding structures ... at times act as a disincentive to greater cooperation’.

→ How do the funding structures act as a disincentive?

→ What can be done to fix this problem?

Many faculties of Education take the view that the teaching profession is enhanced when pre-service teacher education students have the opportunity to undertake study from and taught by other fields such as history, music, science, IT, indigenous studies, foreign languages, psychology and environmental studies. For students intending to be secondary teachers, study of their ‘discipline’ or ‘specialism’ will typically occur outside Education. However, as described earlier, the Education component will have to provide the same amount of practicum placement per student regardless of what proportion of the four years of study it teaches directly and, hence, what proportion of the student load income it earns. It is not only placement costs that accrue to Education, however. Typically, Education will be responsible for marketing, selection, student admission and management, advising (often complex because of the requirement that students meet state requirements for specialist study), pastoral care, and managing progress, graduation requirements and employment support. The desire to amortise these costs over a greater proportion of the course load is understandable, so that budgetary imperatives lead some Education faculties to limit the opportunities for students to study outside the faculty even when their educational inclination would be to encourage cross discipline study. When other disciplines are in clusters that receive more income per EFTSL, the situation is even more difficult to resolve.

Page 25, paragraph 1: You state that ‘the ACDE has consistently advocated that NIQTSL could fulfil a number of similar roles to those handled by the recently expanded TTA’ (the British Teacher Training Agency) and suggest (page 32, Action 9) ‘a national public campaign to promote teaching, possibly through NIQTSL, along the lines of the TTA campaign in the UK.’

→ Have you consulted with NIQTSL about this? If so, what has their response been?

The ACDE has discussed this with NIQTSL (now *Teaching Australia* – Australian Institute for Teaching and School Leadership) and it has indicated that these are priorities for its agenda. We look forward to maintaining our close working relationship with *Teaching Australia* on this and other matters.

National accreditation of teacher education programs may well be more straightforward than accreditation of teachers as such since there are fewer complexities in state-federal responsibilities vis a vis funding and control by employers. However, it will need significant funding to operate at the level of comparable institutions in the UK or the USA. The ACDE report, *Preparing a profession*, laid the groundwork for a national set of standards for beginning teachers at the end of their teacher education awards. Its development involved an extensive consultation process and had wide levels of acceptance across the profession, employers and universities.

Page 32, Action 1: You propose introducing ‘a number of targeted Commonwealth scholarships to boost the diversity and quality of teacher education candidates.’

→ Do you think this could include the reintroduction of ‘bonded’ studies? What is your view on the effectiveness of such a proposal?

The ACDE does not consider that the traditional bonded place is likely to do a great deal to “boost the diversity and quality of teacher education candidates” since many prospective students, particularly amongst school leavers, would not see it as an incentive. It may be a more attractive option amongst mature age students already committed to living within a particular community, who need financial assistance in order to enable them to reduce their work or family care responsibilities

for a period in order to undertake teacher education. However, bonded study is less likely to be attractive if it involves a change of location since it is precisely students with family commitments who find it difficult to commit to 'going anywhere'. Offering scholarships with no bond has the risk that some of those who benefit will not remain in teaching careers, but a good proportion will, and the education provided to the others is nevertheless likely to be put to good use in a range of settings.

The Commonwealth could further support students within certain groups¹³, who may otherwise be hindered in taking up an Education place, to continue their enrolment and to commit sufficient time to their study by extending their access to fee help to supplement their income during their years of study. In some cases, this would enable them to reduce their hours of paid work, or pay for child or elder care, and therefore increase their rate of progress and chances of success.

If the intent of 'bonding' is to staff difficult-to-staff schools, regions or subject areas, the ACDE would suggest offering financial support post graduation by providing HECS debt waivers for years of teaching service. Certain teaching positions could be designated as attracting a HECS waiver and, for each year of service in such positions, the equivalent of one year of HECS debt could be waived or paid by the employing authority. In allocating such support, care would need to be taken to ensure that locals were not prevented from gaining positions in their communities as teachers because others are attracted to the positions as a way of gaining a HECS waiver. Priority might be provided to students returning to their communities.

Page 32, Action 3: You propose the adoption of 'a firmer direction in allocating places to universities via the DEST profiles exercise, to ensure that Education is treated as a national priority.'

→ Could you please elaborate on this?

Perhaps, instead of suggesting a 'firmer' direction, a 'more consistent' or 'strategic' direction would have been a more appropriate expression of the intention of this remark.

Firstly, the ACDE recommends additional Education places consistent with national priority status. The sector was rather perplexed that, despite teaching being designated a national priority when state and federal governments were warning of looming teacher shortages and advertising to attract teachers, and when there were strong applications for teacher education places, few additional places were actually provided. Almost all allocations came from the conversion of over enrolled places, with the very few new places allocated going largely to Queensland.

Secondly, the ACDE recommends that, where it meets national priorities, some flexibility in distribution of teacher education load across partner disciplines (e.g. in the case of double degrees) and locations be provided to universities. This may, for example, involve a fast track (24 hour) approval to shift load from one specialism to another, or one location to another, when applications arrive; or, alternatively, the setting of load projections with an agreed range for certain fields. The current load profile constraints under BAF can prevent universities from responding to student demand even when to do so would be in the interests of meeting shortages in the teaching profession. For example, if there is an increase in quality applications from prospective science teachers, a university could not shift teacher education places from, say, Arts/Education to Science/Education even though the total number of teacher education places would remain the same. To do so would alter the load in 'units of study' in the Arts and Science disciplines and possibly lead one to under-reach and the other to over-reach its targets and risk being 'fined' in either case. Similarly, one campus may attract strong applications in science education in a

¹³ The students we have in mind are likely to more often be mature age students with commitments which mean that they:

- cannot give up work or manage financially on part-time work (child/family care)
- need to maintain two residences (come from rural or isolated communities)
- cannot readily afford time for part-time work (disability, child/family care)
- cannot afford to purchase needed resources.

particular year and another campus see a reduction of applications. Overall, the number of qualified applicants for science education (e.g. for a Science/Education degree) may match the number of places in the faculty as a whole, but restrictions on movement of places in a 'discipline by campus' matrix would make it difficult to respond to these shifts in applications, even if the total Teacher Education load on the campus and in the course was the same.

Page 4, Key Point 4: You state that, as part of a holistic approach to teacher education, 'greater educational research is required, particularly into new pedagogies.'

→ What do you think are the most important areas of research that need to be undertaken?

Firstly, in 2002, the ACDE made a submission to DEST, nominating 'Learning' as a national research priority. It identified three priorities within that broad theme:

- Evidence-based research into preparing global learners, workers and citizens in a context of lifelong and lifewide learning;
- Expansion of collaborative research networks to examine international trends and best practices in education in a globalised economy;
- Research into new pedagogies, and the relationship between technology and learning.

These define a broad and rich research agenda of major significance for Australia and in which Australia could lead the way.

Secondly, the ACDE is of the view that research should form a significant part of all professional engagement, and that good teaching and good research are inextricably linked and both form and inform each other. For this reason it believes that all teacher education should be embedded within a research-oriented culture. The work of many Education Faculties/Departments, however, extends beyond initial or even further teacher education to include individual, organizational and community learning and development. The staff and students of Education faculties and departments come from a wide range of discipline backgrounds and offer a variety of teaching and research perspectives, orientations and expertise. As such, educational research will be wide ranging both in the questions it asks, and the theories and methodologies it employs to address those questions. The ACDE would not wish to be restrictive in identifying important areas of research and would support a wide consultative process.

The following list should therefore only be read as indicative of the kind of work that is needed that has particular implications for initial teacher education, which is the subject of this Inquiry:

Models of teacher education:

Longitudinal and larger scale studies are needed that assist in the determination of effective programs and pathways by tracking student cohorts over time, including into their professional practice.

Productive pedagogies, curriculum and assessment:

Educational research over recent years has considerably improved our understanding of the ways in which students develop and learn concepts and skills across a range of domains, and of the commonalities and differences between students, contexts and domains of study. Our store of pedagogical knowledge has improved accordingly. We know rather less, however, about how to assist teachers develop the skills to embed this knowledge systematically but flexibly into curriculum and assessment and into the daily practice of classrooms.

Educational inclusion of marginalised/equity groups:

Research is needed into how different students experience schooling and education more broadly, how teachers might best understand and respond to these experiences and how partnerships

between schools, universities, local government and other institutions might more effectively maintain and support such students.

Professional learning:

Research studies are needed that range in focus from initial practicum experiences, induction and early mentoring, through to ongoing professional renewal and leadership development. They would include models of post-graduate education and professional development. The aim is to produce overall quality enhancement within the profession but also to address the approaching scenario of large numbers of 55+ and 35- teachers with few in the 'middle range', which will demand creative mentoring approaches to 'fast track' early career teachers into curriculum leadership roles.

Globalisation, internationalisation and learning

In an increasingly globalised world, and one fractured with new insecurities, pedagogies are needed that address issues of difference and develop understanding of the different beliefs, values and potential of people. Recent unrest in Australia, apparently premised on racial and religious difference, points to the urgent need for new pedagogies that can address issues of difference. Pedagogies aimed at enhanced understanding of the beliefs, values and potential benefits to Australia of Islam and the continued immigration of Muslim people are of particular urgency.

Moreover, Education itself is becoming more globalised. Education is now Australia's fourth largest export and in per capita terms Australia leads the world in attracting international students. The majority of such students are in higher education, and teacher education is no less important in universities than in schools and pre schools. Research is needed into how teachers, at whatever level they are teaching, can develop the knowledge, cultural sensitivity and skill needed to address the diversity and complexity globalisation brings to the educational and broader environment.

ICT pedagogies:

While much is made of the importance of ICTs in schools, not enough is known of the environmental characteristics (eg bandwidth, access, formal/informal education), different uses (communication, modelling, creative and productive processes, instructional support), pedagogical strategies and educational outcomes for different students in different circumstances. Further research is needed to identify requirements that would lead to innovation and improvement systematically and at the system level -- and how teachers might best be prepared to enable systemic change.

Education change and policy reform:

Rigorous evaluations of the effects of innovation and change on educational outcomes are essential but longitudinal and larger scale empirical studies are expensive and funding is difficult to obtain.

Page 42, paragraph 1: You state that 'nearly all research funding within the field of Education is conducted by universities'; AND

Page 42, paragraph 2: You state that 'According to the Australian Bureau of Statistics, around 78% of Education research funding comes through universities, compared to around 30% for all disciplines overall'.

→ Can you please explain where the funding actually comes from?

Higher education funds less than 30% of all research but it funds almost 80% of research carried out under the socio-economic objective "Education and training".

Expenditure by socio-economic objective, by sector 2002-3 (ABS: 8112.0)

	Total '000	Business '000	Commonwealth '000	State/Terr '000	Higher Ed '000	Private/Nonprof '000
Defense	402 842	108 046	283 854		10 942	
Economic development Society	7 725 680	53 381 919	836 152	504 557	991 854	11 211
Health	1 898 695	376 351	24 943	203 046	970 399 (51%)	323 956

Education and training	206 001	13 456	1 946	9 775	160 840 (78%)	20 094
Social dev / com service	430 945	26 185	30 939	28 981	342 985 (80%)	1 855
Environment	798 517	67 036	320 589	188 142	221 074	1 676
Non oriented	787 237	5 731	32 886	16 351	731 512	756
TOTAL	12 249 921	5 978 614	1 531 310	950 852	3 429 597 (28%)	359 548

Thus, in 2002-3, higher education funded 78% of research in “Education and Training”, compared with 51% for “Health” and 28% for research overall.

A considerable part of Higher Education funding is academic labour in that almost all non casual academics have ‘teaching and research’ or ‘research only’ appointments¹⁴ and have historically been expected to spend some 30-40% of their time on research over the full year (although it is informally reported by Deans that with escalating student staff ratios, the time available for research has suffered, dropping closer to 15-20% in many cases). In addition, universities will typically provide modest additional funds to assist academics with their research, perhaps to fund research or clerical assistance, or needed equipment. This will largely come from student fee income, from performance related research funds such as the RIBG and IGS¹⁵ and from profits from commercial activities and consultancies, although some universities are also able to supplement research funding from University Foundations.

More substantial projects cannot be funded from internal university sources and need external support. Current sources include National Competitive Grants, particularly Australian Research Council Discovery and Linkage Grants although it should be noted that the field of Education currently receives only around 2% of the number of ARC grants awarded¹⁶. With Linkage grants, the industry partners will often be consortia including Education authorities, statutory authorities and local government councils, professional associations and organizations, school regions and clusters of schools, local community groups, and other public sector organizations. Often the ‘matching funds’ will come ‘in kind’; that is, the partner will provide labour and other resources although a substantial part of the contribution must be cash.

Government Departments and other public sector organizations also commission education research (this is a source of less than 6% of research funds for Education and Training, around 12% of research funds for Health and 20% of funds for all research). At times, projects will have both a research and application component. For example, part of the work involved in a curriculum development project, intervention program, or school leadership project commissioned by a State Government department may be classified a research. Foundations such as the Lady Gowrie Foundation, provide a bigger proportion of funding for educational research (about 10%) and Business provides around 6%.

The point the ACDE was making, however, is that the field of Education does not have ready access either to research funds from private industry nor to the substantial pools of government funding provided, for example, to health related work. Education relies almost exclusively on funding that is squeezed from university budgets and alternative funding sources are needed. NIQTSL (now *Teaching Australia*) might be an appropriate funding source in order to replace the national educational research fund (ERDC) that once existed.

¹⁴ In 2004, fewer than 3% of academic staff had ‘Teaching only’ contracts in Australian Universities. 66% were “Teaching and Research” and 31% “Research only”. Research only positions are typically funded from external research income and in many cases are Research Assistants.

¹⁵ These are two research performance based allocations accounting for around 5% of total Commonwealth funding to universities. The Institutional Grants Scheme (IGS) is awarded according to a formula weighted by research income (60%), publications (10%), and Research Higher Degree student load (30%). The Research Infrastructure Block Grant (RIBG) is based on share of National Competitive Grants.

¹⁶ This will account for a smaller proportion of ARC funds allocated since Education does not typically have high infrastructure cost grants. Source: http://www.arc.gov.au/funded_grants/selection_discovery_projects.htm

Page 3, paragraph 4: You state that ‘most members of the education profession would agree that Education graduates of today are far better prepared than in the past’.

→ What evidence is there of this?

While there appears to have been little research conducted on this question explicitly, there is considerable anecdotal evidence suggesting ongoing improvement in the quality of Education graduates. Most notably, indirect evidence can be found in the achievements of Australian school students.

Students in Australian schools are performing increasingly well internationally. As the ACDE and the Australian Council of Deans of Science suggested in a joint paper in 2004¹⁷:

On international measures, Australian students perform very well in science, mathematics and technology. The Organisation for Economic Cooperation and Development (OECD) Programme for International Students Assessment (PISA) study measures the performance of 15-year-old students in over 30 OECD nations, and remains our best international guide to performance in these disciplines. The most recent study found that our students have relatively high levels of scientific and mathematical literacy. In fact, the only nations performing significantly better than Australia on these measures are Japan in mathematics, and Japan and Korea in scientific literacy¹⁸. Similarly, results of the Third International Mathematics and Science Survey (TIMSS) conducted throughout the 1990s shows that Australian students consistently perform above the international average¹⁹. Such evidence suggests that Australian teachers are among the best in the world, and are generally achieving excellent outcomes despite limited resources.

Similar results are found for literacy, with Australian students performing very well. Drawing upon a report from the Australian Council of Educational Research (ACER)²⁰, MCEETYA provides the following overview of Literacy student outcomes in PISA²¹:

Looking first at the results in terms of proficiency levels, Australia can be seen to have performed very well internationally. ... Australia had one of the highest percentages of students performing at Level 5, behind only New Zealand and Finland. In addition, we had a below average proportion of students at the lowest levels. Nine per cent of Australian students were at Level 1 compared with the OECD average of 12 per cent while 3 per cent of Australian students were below Level 1 compared with the OECD figure of 6 per cent. ...

In terms of scale scores, Australia was outperformed in reading literacy as a whole by only one country, Finland Australia performed on a par with several other countries, including Canada, New Zealand, the United Kingdom and the United States. In each of the three aspects of reading that make up the combined reading literacy score, Australia performed very well internationally. In retrieving information and in interpreting texts, only one country (Finland) had significantly higher mean scores; in reflecting on and evaluating texts Australia was outperformed only by Canada.

Australian teachers, most of whom have come through Australian teacher education programs, must take much of the credit for this. This is not a poorly prepared or under performing profession.

¹⁷ Jointly prepared in 2004, unpublished, *Professional Learning for Enhancing Teaching and Learning within Science, Mathematics and Technology in Australia*.

¹⁸ Organisation for Economic Cooperation and Development 2002, *Programme for International Students Assessment (PISA)*, OECD, Paris

¹⁹ Hollingsworth, H., J. Lokan & B McCrae 2003, *Teaching Mathematics in Australia: Results from the TIMSS 1999 Video Study*, ACER, Camberwell

²⁰ Lokan, J., Greenwood, L. & Cresswell, J. 2001, *How Literate are Australia's Students?* ACER, Melbourne

²¹ http://cms.curriculum.edu.au/anr2000/index.asp?p=&pg=ch6_intro.htm

Having said that, the ACDE recognises that there are areas of teacher education where changes are needed in order to improve and to respond appropriately to the changing needs of learners and their schools. We also recognise, however, that pre-service teacher education alone cannot do all that is necessary to ensure the continuance of a high level of professional expertise. While there are important criticisms from some principals relating to their expectations of beginning teachers' 'readiness to teach', our experience is that these same principals also acknowledge a significant improvement in recent years in the readiness of beginning teachers to take on innovation, to participate in team projects, to work with their communities etc.

The ACDE would take issue with the view that a beginning teacher can be fully ready to teach or that we should privilege immediate technical expertise over theory, depth of understanding and the capacity to adapt and continue to learn. It is difficult to predict even what kinds of situation the beginning teacher will deal with in his or her first school, let alone what s/he will confront in coming years. Students are different from each other, situations and contexts vary and the educational environment is changing rapidly. To quote *Higher Education at the Crossroads* on what is required of the future workforce, we need:

... people who can respond to change, keep up with rapidly changing technology and show initiative and creativity. We need a system that produces graduates who can think critically and have adaptable skill sets as well as technical expertise.²²

Education faculties/departments are conscious of these requirements, and courses are designed to promote skills of critical thinking, interpersonal communication, self-motivation, and teamwork. At the end of an initial teacher education course, we would expect graduates to be 'ready to begin' with the capacity to continue to learn and develop as competent, critical, flexible and autonomous professionals.

Beyond this, ongoing professional development is critical. Changes in discipline and pedagogical knowledge 'require the continual renewal by teachers of their own knowledge and understanding'²³ but professional development is under-resourced, undervalued and generally inadequate to the task²⁴. Higher education could provide a considerable part of the professional development needed through both award and non-award courses, but there are few incentives and many inhibitors to teachers participating in the post graduate study that could extend their professional expertise.²⁵

²² Nelson, B. 2002, *Higher Education at the Crossroads*, DEST, Canberra, April.

²³ DEST 2003, *Australia's Teachers: Australia's Future, Agenda for Action*, Canberra, Committee for the Review of Teaching and Teacher Education.

²⁴ Senate Report 1998, *A class act: Inquiry into the status of the teaching profession*, Canberra, Senate Employment, Education and Training References Committee

²⁵ Australian Council of Deans of Education 2001, *New Learning: A Charter for Australian Education*, Canberra, ACDE, Ramsey, G. 2000, *Quality Matters: Revitalising teaching: Critical times, critical choices*, Report of the Review of Teacher Education, Sydney: Ministry of Education and Training

Page 21, Action 2: You suggest an investigation into the practicum involving all key stakeholders, addressing partnership, the level of support for supervising teachers, the relevant awards, and avenues for improvement; AND

Page 55, Action 2: You propose 'national arrangements' for the practicum component, 'devised by NIQTSL and facilitated by MCEETYA.'

→ What is your opinion on NIQTSL's 'Guidelines for Quality in the Practicum'?

→ Is an investigation still warranted given the existence of NIQTSL's practicum guidelines?

→ Does the ACDE believe the practicum component of university teacher education courses should be overseen at a national level, or merely that guidelines should be developed at a national level?

The ACDE has mixed views on NIQTSL's 'Guidelines for Quality in the Practicum'. It supports the broad thrust of the six guidelines and the expressed intention of the document to encourage a 'flexible practicum model' (p 2), although it would claim that what is needed are 'flexible practicum models'. The ACDE does not, however, consider that the indicators follow from the six guidelines or are necessary conditions for the achievement of high quality practica experiences.

Firstly, notwithstanding the claim to support flexibility, a number of the indicators are relevant to a particular model or models of the practicum but may not suit other, arguably equally good or better models. The indicators do not encourage innovation, practical partnership with schools or different practices to those of the past. Indeed, in many ways they nicely summarise past practice. They provide little if any incentive to undertake serious innovation with the concomitant risks involved.

Secondly, other indicators are difficult to justify for the particular guideline. For example, "showing the practicum as an identifiable cost-item" may be helpful for a number of reasons but it is not at all obvious that is an indicator of the quality of the planning and design (guideline 1).

Thirdly, the guidelines do not include an adequate vision of the ways in which we could build on the significant level of innovation, partnership and small-scale projects that have developed in recent years. There are cases of partnership and practicum arrangements in this country that have led the world but this would not be evident from the NIQTSL guidelines. (It should be noted that working in innovative ways is generally more expensive than traditional block placements.)

The ACDE does not believe that a further investigation would be helpful at this stage. It believes that the system is facing a crisis in its capacity to make the number and quality of placements needed. The most urgent matters are largely industrial, however, and require a commitment on the part of Education authorities, systems and bodies, national and state, to addressing these issues as a matter of urgency.

Finally, the ACDE believes that national guidelines for the practicum could be developed though a collaborative project with the ACDE working in consultation with accreditation and registration bodies and other stakeholders, to ensure commitment to and ownership of the guidelines.