Demand and Supply of
Primary and Secondary School Teachers in Australia
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  Recruitment experience in the government school sector
    Primary
    Secondary
  Initiatives taken by the Education Department to address shortages
  New South Wales primary
  New South Wales secondary

Victoria
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary
    Secondary
  Initiatives taken by the Education Department to address shortages
  Victorian primary
  Victorian secondary

Queensland
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary
    Secondary
  Initiatives taken by Education Queensland to address shortages
  Queensland primary
  Queensland secondary

South Australia
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary
    Secondary
  Initiatives taken by the Education Department to address shortages
  South Australian primary
  South Australian secondary

Western Australia
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary
    Secondary
  Initiatives taken by the Department of Education and Training to address shortages
  Western Australia primary
  Western Australia secondary

Tasmania
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary

Future research and data improvements

Recruitment experience in the government school sector

Initiatives taken by the Education Department to address shortages

New South Wales primary
New South Wales secondary

Victoria
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary
    Secondary
  Initiatives taken by the Education Department to address shortages
  Victorian primary
  Victorian secondary

Queensland
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary
    Secondary
  Initiatives taken by Education Queensland to address shortages
  Queensland primary
  Queensland secondary

South Australia
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary
    Secondary
  Initiatives taken by the Education Department to address shortages
  South Australian primary
  South Australian secondary

Western Australia
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary
    Secondary
  Initiatives taken by the Department of Education and Training to address shortages
  Western Australia primary
  Western Australia secondary

Tasmania
  The current labour market for teachers
  Recruitment experience in the government school sector
    Primary
Chapter 1
Introduction

Background

In 1997 MCEETYA requested the Conference of Education Systems Chief Executive Officers (CESCEO) to establish arrangements for the regular monitoring of supply and demand in the teacher labour market. It has been usual practice for MCEETYA to report on this issue every second year. Reports on this issue have been published in 1999, 2001 and 2003. This report is the fourth MCEETYA report on this issue.

Consideration of issues around the supply and demand for teachers now falls under the terms of reference of the Teacher Quality and Educational Leadership Taskforce (TQELT), established at the twelfth MCEETYA meeting in July 2001. This report was prepared by the Department of Education, Science and Training (DEST) and the TQELT Teacher Supply and Demand Working Group.

Most researchers agree that school leaders and teachers have a powerful impact on the learning experiences of school students. It is therefore important that quality teaching in Australia’s be facilitated by the availability of appropriately skilled teachers, as well as appropriate supplies of education leaders. High quality school level educational experiences will foster better transitions to work and further education for school students, giving better outcomes for individuals, and from an employer perspective, a more skilled and productive workforce.

The 2001 MCEETYA report noted that in recent years there had been concern that Australia is facing significant shortages of primary and secondary teachers, but concluded that in 2000 (the 2001 MCEETYA report related to the year 2000) the teacher labour market was broadly in balance across Australia, in both the primary and secondary sectors. However, there were recruitment difficulties in regard to a number of secondary teaching specialisations, including mathematics, science, information and communications technology (ICT), and to a lesser extent languages other than English (LOTE), as well as in rural and remote areas.

The 2003 MCEETYA report concluded that as at 2001 - 02, the national labour market for teachers was broadly in balance; however, both the government and non-government sectors continued to report recruiting difficulties in some locations and in a number of secondary teaching specialisations such as mathematics, science (particularly physics and chemistry), languages other than English, and the industrial arts. The data presented in the report suggested that in the period ahead (post-2004) Australia was likely to face increasing shortages of teachers due to age-based retirement. The extent of the shortfall would depend on the success of policy initiatives to attract and retain teachers and the effectiveness of teacher workforce planning, the responsibility for which lies with government and non-government education authorities in States and Territories.
Improved research methods

The 2003 MCEETYA report took forward MCEETYA’s concerns for more detailed reporting on a variety of issues, including surveys on issues where publicly available data does not meet the information requirements of the project. Following publication of the 2003 Report, which included a number of suggestions for improved teacher supply and demand data, in September 2003 the Commonwealth sought comments from stakeholders on the process as well as possible further data improvements in developing analyses of teacher supply and demand for MCEETYA.

In December 2003, representatives of the Commonwealth, State, Territory and Non-Government education jurisdictions met to discuss the framework for the 2004-05 project. Attendees considered draft survey instruments, incorporating changes based on input received from jurisdictions.

This report builds on the data improvements incorporated in the 2003 report, with continued refinement of the survey of government school and a further survey of the non government schools sector.

The importance of the collection of teacher workforce data is acknowledged in fora outside this project. For example, the report of the Review of Teaching and Teacher Education, *Australia’s Teachers: Australia’s Future - Advancing Innovation, Science, Technology and Mathematics*, suggests "...Teacher supply and demand data that is disaggregated to the State and Territory, as well as the regional level, would inform policy makers about specific demand for teachers in specific geographic areas, and in specific fields of specialisation like chemistry, physics and mathematics... Substantially new and improved data collection and qualitative research is required. ... More comprehensive statistics relating to teachers, teacher workforce trends generally and specific fields of teaching and teacher education need to be consistently, reliably and regularly collected on a national and collaborative basis." ¹ The 2003-04 Australian Government Budget announced $38.8 million for a new programme to strengthen science, technology and mathematics education in Australian schools. This could include data collection and research to support workforce planning.

**Proposed improvements to the data collection for 2005**

As noted, the 2003 report benefited from a number of improvements to past data collection methods, following extensive negotiations with stakeholders. One major innovation was a streamlined Government Schools Survey, complemented by the initial Non-Government Schools Staffing Survey, using an abbreviated version of the School Staffing survey instrument for State and Territory jurisdictions. The two initiatives contributed to a far more informed view of the national teacher labour market.

However, as the Non Government Schools data related only to one year, 2001, and analysis of trends in this market requires the availability of time series non-government schools data, it was recommended that this survey be repeated for some years to come to develop a more

comprehensive, reliable data base which would allow time series analysis of trends. The survey has been repeated in 2004.

The report also includes further analysis of data arising from the 2002 National Survey of factors that are important in attracting and retaining teachers in respect to younger, less experienced teachers. The 2003 report included qualitative research on factors that are important in attracting people to a career in teaching, and factors that are important in retaining teachers in their profession. (The research was funded by the Australian Government Quality Teacher Programme). In this report, the data has been revisited with respect to young or inexperienced teachers.

The report also includes additional research to cover topics of special interest to MCEETYA stakeholders. Research topics included:

- Supply Chain for Languages Other than English (LOTE) Teachers;
- Analysis of the 2002 National Survey of Teachers from the perspective of young teachers (as described above);
- Teachers going overseas (an analysis of survey data on educational professionals collected by Federation Fellow, Graham Hugo, for his Emigration from Australia project); and
- Teachers’ Exit Rates and Labour Mobility.
Period of Analysis
The report includes data published prior to 20 January 2005.

Structure of the report
The remainder of this report is structured along the same lines as the 2003 MCEETYA report, to aid comparisons between the reports. The structure is as follows:

The report consists of five parts (A – E).

Part A constitutes a point of reference for the subsequent parts of the report by providing an overview of the main characteristics of the Australian teaching workforce in the decade preceding 2003 or 2004 (depending on the availability of data). It consists of two chapters.
- Chapter 2 provides a distribution of teachers by State/Territory, sector and type of school.
- Chapter 3 deals with trends in the teacher labour market in the one or two decades preceding 2003 or 2004 again by State/Territory, sector and type of school.

Part B overviews the state of the teacher labour market in Australia and in selected overseas countries.
- Chapter 4 summarises the labour market for teachers in each State/Territory and specifies recruitment strategies for dealing with hard-to-fill teacher vacancies.
- Chapter 5 examines the state of the teacher labour market in similar, English speaking labour markets for school teachers, including the United States of America, United Kingdom, New Zealand and Canada.
- Chapter 6 examines the work of the Organization for Economic Development (OECD) on the issue of Attracting, Recruiting and Retaining Effective Teachers.

Part C provides a future outlook of demand for and supply of teachers. The first two chapters in this Part analyse factors affecting the demand for and the supply of teachers.
- Chapter 7 identifies two sources of demand for teachers: “growth demand” and “replacement demand”.
- Chapter 8 identifies sources of supply of teachers: new graduates, teachers returning from leave and former teachers returning to teaching, the pool of relief, casual and contract teachers and overseas migration.
- Chapter 9 provides projections of teacher demand and supply to 2009 as well as an assessment of internal and external flexibilities and scope of adjustment in the market for teachers.
- Chapter 10 analyses longer term pressures on the teacher labour market coming, specifically, from the trends in the student enrolments, the ageing of the teacher workforce.

Part D provides a brief summary and conclusions, relating specifically, to the state of the teacher labour market in 2003, projections of demand for and supply of teachers to 2014. It
also specifies possible longer term sources of pressure on the market for teachers as well as provides observations on ways to improve the collection of relevant data. A list of bibliographical sources, a list of acronyms and abbreviations and a glossary of specific terms complete the main body of report.

Part E provides research papers on complementary topics, including:

- Supply Chain for Languages Other than English (LOTE) Teachers;
- Analysis of the 2002 National Survey of Teachers from the perspective of young teachers (as described above);
- Teachers going overseas (an analysis of survey data on educational professionals collected by Federation Fellow, Graham Hugo, for his Emigration from Australia project); and
- Teachers’ Exit Rates and Labour Mobility.

**Key Conclusions**

Key conclusions from the research include:

- The national labour market for supply of primary school teachers was in balance at the time this report was prepared. Education authorities generally reported an adequate supply of generalist teachers, although recruitment difficulties were experienced in some geographic locations. Recruitment of specialist primary teachers of Languages other than English and Special Education were causing difficulties to varying degrees in both the government and non-government sectors.

- At secondary level, education authorities commonly reported difficulties in filling vacancies located in rural, remote and difficult to staff metropolitan locations and for particular specialisations. Finding specialist relief staff is exacerbating the difficulties. Recruiting teachers of mathematics, science and technology continue to present the most difficulties, filling vacancies for teachers of Languages other than English also presents consistent concerns.

- The age structure of the national teaching workforce remains an issue. Based on 2001 Census of Population and Housing data, an average of 3.6 per cent of the teaching workforce will reach retirement age per year over the next ten years. The impact of these retirements will depend largely on the success of initiatives by education authorities to attract new teachers to the profession and to retain current teachers. Improving the status of the teaching profession is being addressed at a number of levels, including requirements for regular certification/registration of teachers, and establishment of the National Institute for Quality Teaching and Education Leadership. In several jurisdictions inquiries into aspects of the teaching profession are underway, or have recently concluded. The Australian Government, for example, has recently announced a Parliamentary Inquiry into Teacher Education.

- Gender trends remain a matter for concern. Data from the Australian Bureau of Statistics Schools Australia, show that the proportion of female teachers at both primary and secondary level has increased slightly (by less than one percentage point) since 2001. At 2003, females made up 79.1 per cent of primary teachers and 55.3 per cent of secondary teachers across Australia.
• Gender imbalance, ageing workforce and recruitment difficulties are not isolated to Australia. Similar issues are being experienced in other English-speaking countries. Recent research activity on “Attracting, Developing and Retaining Effective Teachers” by the Organisation for Economic Cooperation and Development (OECD) show that feminisation and ageing present concerns for the majority of OECD countries.

• Based on broad-brush calculations using national data, which do not take into account the characteristics of individual jurisdictions, there is the potential for significant teacher shortages between now and 2014. The extent to which such shortages may occur will be largely reliant on the success of initiatives introduced to attract new people to the teaching profession and retain current teachers in the profession. A sizable teaching pool already exists, and there are large numbers of people in the workforce who possess teaching qualifications but are not working as teachers.
PART A
The Recent Past
School teachers can be divided broadly into two categories:

- teachers employed by the school authorities on a permanent or fixed term basis (i.e. ‘regular’ or core teachers) and;
- temporary relief or casual teachers, who are employed to fill in for regular teachers (who are away on sick leave or undertaking training or for some other reason) and who are located in the ‘teacher pool’.

In 2003 (latest available data at the time of writing), there were 260,409 teachers employed on a permanent and fixed term contract basis in Australian primary and secondary schools (ABS 2003). The vast majority of these teachers are employed on a full-time and permanent basis. Data from the 2004 Government School Staffing Surveys indicated that 86 per cent of government primary school teachers and 80 per cent of government secondary school teachers held permanent teaching positions. Data from the Non-Government School Staffing survey indicated that 78.8 per cent of non-government primary school teachers and 84.4 per cent of non-government secondary school teachers held permanent teaching positions. Data from the 2002 MCEETYA national survey of 2,358 teachers indicated that 91.8 per cent of survey respondents held permanent teaching positions, 6.7 per cent were on fixed-term contracts, and 1.5 per cent were casual relief teachers.

The proportion of part-time teachers appears to have grown over time, especially at primary level. This may reflect an increase in the availability of permanent part-time teaching positions and the fact that primary schools may not always able to offer specialist teachers more than a part-time job. It may also relate to the need for more flexible employment arrangements to meet staffing requirements - “job-share” arrangements, for example, are becoming more common. The proportion of part-time teachers and the number of hours they work is reflected in the number of teachers, measured in full-time equivalent (FTE) units, being 11.84 per cent less in 2003 than the actual number of teachers. This proportion has increased over time from 7.32 per cent in 1993.

The number of relief teachers remains difficult to estimate, although they make up an essential part of the teaching workforce and contribute to flexibility of the teacher labour market. The following discussion relates to permanent and fixed-term contract teachers.

**Distribution of regular teachers by State, sector and type of school**

The distribution of teachers by sector (primary and secondary), State and Territory and whether the school is government or non-government, is shown in Table 2.1, on a full-time equivalent (FTE) basis. (FTE is lower than the actual number employed.)

The number of FTE teachers in both the primary and secondary sectors is almost equal, with the primary sector exceeding the secondary sector by just over 3,500 teachers (or just over 3 per cent). New South Wales and Victoria are the dominant employers of teachers in both the
government and non-government sectors. This proportion has declined over time as the share of States such as Queensland and Western Australia has grown.

Table 2.1

Employment of Teachers (FTE) by State/Territory, sector and category of school, 2003

<table>
<thead>
<tr>
<th>State/Territory</th>
<th>Primary</th>
<th>Secondary</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Govt</td>
<td>Non-Govt</td>
<td>Govt</td>
</tr>
<tr>
<td>NSW</td>
<td>25,771</td>
<td>10,380</td>
<td>24,334</td>
</tr>
<tr>
<td>VIC</td>
<td>19,509</td>
<td>8,427</td>
<td>18,155</td>
</tr>
<tr>
<td>QLD</td>
<td>18,412</td>
<td>5,711</td>
<td>12,307</td>
</tr>
<tr>
<td>SA</td>
<td>6,936</td>
<td>2,722</td>
<td>4,702</td>
</tr>
<tr>
<td>WA</td>
<td>8,940</td>
<td>3,193</td>
<td>6,638</td>
</tr>
<tr>
<td>TAS</td>
<td>2,255</td>
<td>601</td>
<td>1,985</td>
</tr>
<tr>
<td>NT</td>
<td>1,452</td>
<td>279</td>
<td>752</td>
</tr>
<tr>
<td>ACT</td>
<td>1,349</td>
<td>633</td>
<td>1,377</td>
</tr>
<tr>
<td><strong>Australia</strong></td>
<td>84,623</td>
<td>31,945</td>
<td>70,249</td>
</tr>
</tbody>
</table>

Source: Schools Australia, Cat No 4221.0 ABS, 2003

Table 2.2

Employment of Teachers (FTE) in Australia by sector and category of school, 2002 and 2003

<table>
<thead>
<tr>
<th></th>
<th>Primary</th>
<th>Secondary</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Govt</td>
<td>Non-Govt</td>
<td>Govt</td>
</tr>
<tr>
<td>Australia 2002</td>
<td>83,356</td>
<td>31,187</td>
<td>69,884</td>
</tr>
<tr>
<td>Australia 2003</td>
<td>84,623</td>
<td>31,945</td>
<td>70,249</td>
</tr>
</tbody>
</table>

Source: Schools Australia, Cat No 4221.0 ABS, 2003

In 2003 government schools employed 72.6 per cent of primary school teachers and 62.2 per cent of secondary school teachers. This proportion varies by State. In Victoria government primary schools employed 69.8 per cent of primary teachers, compared to 83.9 per cent in the Northern Territory and 76.3 per cent in Queensland. A similar difference applied at secondary level, with the government proportion ranging between 59.3 per cent (Australian Capital Territory) to 69.2 per cent (Tasmania).

Distribution of teachers by age and gender

Gender

Female teachers dominate the primary teaching workforce in every State with 76 per cent or more of the teaching workforce being female (Table 2.3). In the secondary sector, the balance between female teachers and male teachers is more even, although female teachers still outnumber male teachers (55.3 per cent to 44.7 per cent).

The female-male ratio in the secondary sector varies, with the female proportion lowest in South Australia (49.4 per cent) and highest in the ACT (60.5 per cent). Although part-time teaching represents a small proportion of teachers overall, it is female teachers who form the bulk of part-timers.
Table 2.3
Gender characteristics of the government and non-government teaching workforce, 2003

<table>
<thead>
<tr>
<th>State/Territory</th>
<th>% Female</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Primary</td>
<td>Secondary</td>
<td>Total</td>
</tr>
<tr>
<td>NSW</td>
<td>79.8</td>
<td>55.2</td>
<td>67.0</td>
</tr>
<tr>
<td>VIC</td>
<td>79.9</td>
<td>56.8</td>
<td>67.9</td>
</tr>
<tr>
<td>QLD</td>
<td>77.9</td>
<td>56.0</td>
<td>68.2</td>
</tr>
<tr>
<td>SA</td>
<td>76.2</td>
<td>49.4</td>
<td>64.6</td>
</tr>
<tr>
<td>WA</td>
<td>78.7</td>
<td>52.7</td>
<td>66.6</td>
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<td>54.4</td>
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<td>82.6</td>
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<tr>
<td>ACT</td>
<td>83.5</td>
<td>60.5</td>
<td>71.1</td>
</tr>
<tr>
<td>Australia</td>
<td>79.1</td>
<td>55.3</td>
<td>67.4</td>
</tr>
</tbody>
</table>

Source: Schools Australia, (Cat No 4221.0), ABS, 2003

Age

The 2003 MCEETYA report used data from the 2001 Census of Population and Housing to illustrate the age distribution of teachers compared to other professional employees. Census data, by its nature, is the most comprehensive available. The data showed that the teacher workforce is generally older than the rest of the professional workforce, with the highest proportion of teachers aged in their middle to late 40s.

Chart 2.1

Age distribution of teachers and other professional employees, Australia, 2001
Another source of data referenced in the 2003 report was the National Survey of Teachers\(^2\), which reported that the average age of teachers surveyed across Australia in 2002 was 43.1. The median age was estimated at 45, with some variation between States and Territories. The most frequently encountered age of respondents was 49.

Other data are provided by State and Territory education authorities and non-government schools and systems via the School Staffing Surveys on a biennial basis. For this report, age data for the Government sector covers 2003; for the Non-government sector it covers 2004.\(^3\)

**Primary**

**Government**

Nationwide, almost one-quarter (23 per cent) of government *primary* school teachers were in the 45 – 49 years age range in 2003. Almost one-third 28.2 per cent) were aged 50 years or older. The Northern Territory (50 percent), Queensland (43.3 per cent) and Australian Capital Territory (41.8 per cent) employed the highest proportions of younger primary school teachers – i.e. aged under 40.

### Table 2.4

<table>
<thead>
<tr>
<th>Age Group (years)</th>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>SA</th>
<th>WA</th>
<th>NT</th>
<th>TAS</th>
<th>ACT</th>
<th>AUST</th>
</tr>
</thead>
<tbody>
<tr>
<td>20 - 24</td>
<td>2.6</td>
<td>6.1</td>
<td>6.8</td>
<td>5.0</td>
<td>4.0</td>
<td>4.8</td>
<td>4.6</td>
<td>9.5</td>
<td>4.9</td>
</tr>
<tr>
<td>25 - 29</td>
<td>8.2</td>
<td>11.7</td>
<td>10.4</td>
<td>8.1</td>
<td>8.6</td>
<td>13.8</td>
<td>8.9</td>
<td>14.4</td>
<td>9.8</td>
</tr>
<tr>
<td>30 - 34</td>
<td>11.1</td>
<td>7.9</td>
<td>12.7</td>
<td>7.7</td>
<td>10.5</td>
<td>16.7</td>
<td>7.6</td>
<td>10.8</td>
<td>10.4</td>
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<td>35 - 39</td>
<td>8.8</td>
<td>7.7</td>
<td>13.4</td>
<td>7.3</td>
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<td>14.7</td>
<td>9.7</td>
<td>7.0</td>
<td>9.8</td>
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<tr>
<td>40 - 44</td>
<td>12.4</td>
<td>12.5</td>
<td>15.1</td>
<td>12.9</td>
<td>14.7</td>
<td>15.2</td>
<td>18.6</td>
<td>11.4</td>
<td>13.6</td>
</tr>
<tr>
<td>45 - 49</td>
<td>25.3</td>
<td>24.9</td>
<td>18.5</td>
<td>26.6</td>
<td>22.4</td>
<td>14.1</td>
<td>23.3</td>
<td>15.8</td>
<td>23.0</td>
</tr>
<tr>
<td>50 - 54</td>
<td>20.5</td>
<td>19.6</td>
<td>14.6</td>
<td>20.0</td>
<td>16.7</td>
<td>10.5</td>
<td>16.2</td>
<td>19.0</td>
<td>18.1</td>
</tr>
<tr>
<td>55 - 59</td>
<td>9.2</td>
<td>6.6</td>
<td>6.0</td>
<td>10.0</td>
<td>8.5</td>
<td>7.7</td>
<td>7.5</td>
<td>9.5</td>
<td>7.8</td>
</tr>
<tr>
<td>60 and over</td>
<td>1.9</td>
<td>1.8</td>
<td>2.4</td>
<td>2.3</td>
<td>4.0</td>
<td>2.5</td>
<td>3.2</td>
<td>2.6</td>
<td>2.3</td>
</tr>
<tr>
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<td>1.3</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.5</td>
<td>0.0</td>
<td>0.3</td>
</tr>
</tbody>
</table>

Source: Government Schools Staffing Survey, DEST, 2004

---


\(^3\) In tables, percentages may not total 100 due to rounding of decimals.
Non-government

Nationwide, less than one fifth of non-government primary school teachers were in the 45 – 49 years age range in 2004. Almost one-quarter (23.6 per cent), however, were aged 50 years or older. Of primary teachers employed in the non-government sector, 42.6 per cent were aged under 40.

---

4 The Non-Government Schools Staffing Survey is a voluntary survey. On a national level, the response rate was approximately 43 per cent. At a State/Territory level, however, data may not be representative due to small numbers of respondents.
Secondary

Government

Nationwide, over forty percent of government secondary school teachers were aged between 45 and 54 in 2003. Almost one-third (32.22 per cent) were aged 50 years or older. Queensland (43.6 per cent), the Northern Territory (40%) and Western Australia (34 per cent) employed the highest proportions of younger secondary school teachers – i.e. aged under 40. Across Australia, almost one third of teachers (32.9 per cent) were aged under 40 in 2003.

Table 2.5
Proportion of Government Secondary School Teachers by Age Group, State/Territory, 2003

<table>
<thead>
<tr>
<th>Age Range (years)</th>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>SA</th>
<th>WA</th>
<th>NT</th>
<th>TAS</th>
<th>ACT</th>
<th>AUST</th>
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<tr>
<td>20 - 24</td>
<td>2.0</td>
<td>4.2</td>
<td>7.5</td>
<td>1.5</td>
<td>3.1</td>
<td>1.7</td>
<td>3.8</td>
<td>4.4</td>
<td>3.8</td>
</tr>
<tr>
<td>25 - 29</td>
<td>7.5</td>
<td>8.8</td>
<td>10.5</td>
<td>5.9</td>
<td>8.2</td>
<td>9.7</td>
<td>7.7</td>
<td>8.7</td>
<td>8.4</td>
</tr>
<tr>
<td>30 - 34</td>
<td>11.8</td>
<td>7.5</td>
<td>12.4</td>
<td>6.3</td>
<td>11.2</td>
<td>15.5</td>
<td>9.2</td>
<td>8.9</td>
<td>10.2</td>
</tr>
<tr>
<td>35 - 39</td>
<td>10.1</td>
<td>9.6</td>
<td>13.2</td>
<td>7.9</td>
<td>11.6</td>
<td>13.1</td>
<td>8.0</td>
<td>9.6</td>
<td>10.5</td>
</tr>
<tr>
<td>40 - 44</td>
<td>12.6</td>
<td>15.4</td>
<td>14.4</td>
<td>13.1</td>
<td>14.6</td>
<td>12.3</td>
<td>17.2</td>
<td>12.5</td>
<td>14.0</td>
</tr>
<tr>
<td>45 - 49</td>
<td>22.9</td>
<td>21.7</td>
<td>16.8</td>
<td>22.3</td>
<td>18.2</td>
<td>16.1</td>
<td>22.5</td>
<td>18.1</td>
<td>20.8</td>
</tr>
<tr>
<td>50 - 54</td>
<td>21.9</td>
<td>21.7</td>
<td>15.7</td>
<td>26.3</td>
<td>16.8</td>
<td>18.6</td>
<td>19.5</td>
<td>23.0</td>
<td>20.4</td>
</tr>
<tr>
<td>55 - 59</td>
<td>9.8</td>
<td>8.3</td>
<td>7.0</td>
<td>13.6</td>
<td>11.4</td>
<td>8.5</td>
<td>8.9</td>
<td>10.8</td>
<td>9.3</td>
</tr>
<tr>
<td>60 and over</td>
<td>1.5</td>
<td>2.4</td>
<td>2.6</td>
<td>3.2</td>
<td>5.0</td>
<td>4.4</td>
<td>2.8</td>
<td>3.9</td>
<td>2.5</td>
</tr>
<tr>
<td>Unknown</td>
<td>0.0</td>
<td>0.4</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.4</td>
<td>0.0</td>
<td>0.0</td>
<td>0.1</td>
</tr>
</tbody>
</table>

Source: Government Schools Staffing Survey, DEST, 2004
Non-Government Schools

Nationwide, less than one-fifth of non-government secondary school teachers were in the 45 – 49 years age range in 2004. The age distribution across the ranges 25 – 29 to 45 – 49 was relatively even (between 11.9 and 15.3 per cent). Of secondary teachers employed in the non-government sector, 42.6 per cent were aged under 40. Just over one-quarter (26.8 per cent) were aged 50 or over.

---

5 The Non-Government Schools Staffing Survey is a voluntary survey. On a national level, the response rate was approximately 43 per cent. At a State/Territory level, however, data may not be representative due to small numbers of respondents.
Chart 2.5

Age distribution of non-government sector Secondary school teachers, Australia, 2004

Source: Non-Government Schools Staffing Survey, DEST, 2004
Chapter 3
Trends in the teacher labour market in the period 1990 - 2003

National trends in students and (regular) teachers

The main characteristics of the period 1990 to 2003 were:

- *Primary* enrolment numbers continued to climb to peak in 2002, before falling back slightly in 2003.
- *Primary* student to teacher ratios have continued to drop; secondary student to teacher ratios remain relatively flat;
- *Secondary* enrolment numbers continue to grow.

The aggregate data by level of schooling mask significant changes on the composition of enrolments between the government and non-government sectors.

Over the period between 1990 and 2003, in the government schools sector (as shown in Table 3.1) *primary* school enrolments rose by 61,200 students or 4.6 per cent, compared to growth in enrolments of 104,500 students or 23.7 per cent in the non-government sector.

At the *secondary* level, enrolments in government schools remained steady over this period, while enrolments in non-government schools increased by 111,100 or 27.2 per cent.
Table 3.1
Long term trends in numbers of students, FTE of teachers and student to teacher ratios

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Students ('000)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Government</td>
<td>1,508.1</td>
<td>1,322.5</td>
<td>1,386.1</td>
<td>1,383.7</td>
</tr>
<tr>
<td>Non-government</td>
<td>376.1</td>
<td>441.0</td>
<td>517.8</td>
<td>545.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1,884.2</td>
<td>1,763.5</td>
<td>1,903.9</td>
<td>1,929.2</td>
</tr>
<tr>
<td>Secondary</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Government</td>
<td>810.0</td>
<td>870.8</td>
<td>862.2</td>
<td>870.9</td>
</tr>
<tr>
<td>Non-government</td>
<td>290.4</td>
<td>407.4</td>
<td>481.3</td>
<td>518.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1,100.4</td>
<td>1,278.2</td>
<td>1,343.5</td>
<td>1,389.5</td>
</tr>
</tbody>
</table>

| **Teachers ('000)** |       |       |       |       |
| Primary             |       |       |       |       |
| Government          | 74.8*  | 73.8  | 81.1  | 84.6  |
| Non-government      | 15.9*  | 22.1  | 28.9  | 31.9  |
| **Total**           | 90.7   | 95.9  | 110.1 | 116.6 |
| Secondary           |       |       |       |       |
| Government          | 66.4*  | 72.6  | 69.5  | 70.2  |
| Non-government      | 18.1*  | 30.7  | 39.5  | 42.8  |
| **Total**           | 84.5   | 103.3 | 108.3 | 113.0 |

| **Student to Teacher Ratio** |       |       |       |       |
| Primary                    |       |       |       |       |
| Government                 | 20.3* | 17.9  | 17.1  | 16.4  |
| Non-government             | 23.1* | 20.0  | 17.9  | 17.1  |
| **Total**                  | 20.8* | 18.4  | 17.3  | 16.6  |
| Secondary                  |       |       |       |       |
| Government                 | 12.3* | 12.0  | 12.4  | 12.5  |
| Non-government             | 15.6* | 13.3  | 12.5  | 12.1  |
| **Total**                  | 13.0* | 12.4  | 12.4  | 12.4  |

* for 1979;

Note: 1 Student/teaching staff ratios STRs) are calculated by dividing the number of students by the number of full-time equivalent (FTE) teaching staff. In 2003 the ABS changed its methodology for calculating STRs to include both part-time and full-time student enrolments.


Over the period 1990 - 2003 employment of teachers (in FTE terms) in Australia rose by 15.3 per cent, or 1.1 per cent per annum. This far exceeded the growth of employment in the economy at large. A large part of this increase in teacher employment was concentrated at primary level, where employment of teachers rose by 21.6 per cent (or 1.5 per cent per annum) compared to 9.4 per cent (or 0.7 per cent per annum) for secondary school teachers. Employment changes over this period were broadly similar to those in the previous ten year period (1980 to 1990), when employment of teachers rose by 1.3 per cent per annum, largely reflecting growth in secondary teacher employment.
The difference in growth in employment of teachers between primary and secondary levels in the period 1990 to 2003 was due to the greater increase in the number of students at primary level than at secondary level (9.4 per cent compared to 8.7 per cent) and the various initiatives at primary level that increased the number of teachers relative to students.

**State and Territory trends in (regular) teachers**

National figures mask differences in trends between the States and Territories as shown in Chart 3.1 for the primary and Chart 3.2 for the secondary sector (See Appendix 1 for detailed tables of teachers employed). These charts show that, essentially, States and Territories fell into two broad groups: the group including New South Wales, Queensland, Western Australia and the Northern Territory where employment of teachers increased relatively rapidly, above the national trend, and the group represented by the remaining States and Territories where employment rose less rapidly.

All State and Territory governments increased their primary teacher workforces between 1990 and 2003. Each of the States and Territories in the rapid growth group increased their teacher workforce by over 18 per cent; the States and Territories in the low growth group experienced growths of less than 11 per cent (with the exception of ACT which increased its teacher workforce by 20 per cent).

At secondary level, the high growth group increased their teaching workforces, but generally by less than the primary level. The low growth group experienced an actual decline in the (FTE) number of secondary teachers employed. In three of the four States in this group, this followed a fall in the number of secondary schools. The largest decline in secondary teacher employment occurred in South Australia and Tasmania.
Growth in FTE of Primary Teachers

Chart 3.1

Growth in FTE of secondary school teachers, States & Territories, 1984 - 2003

Growth in FTE of Primary Teachers

Chart 3.2

Growth in FTE of secondary school teachers, States & Territories, 1984 - 2003

Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years
Students and teachers in government and non-government schools

The 2003 MCEETYA report noted the continuation of the shift in the proportion of students towards non-government schools at both primary and secondary levels. The proportion of primary and secondary full time students in the non-government sector reached 32.1 per cent in 2003, up from 28.1 per cent ten years earlier (1993) and 24.3 per cent twenty years earlier. At primary level, non-government schools provided for 28.3 per cent of all primary students in 2003. At secondary level, non-government schools provided for 37.3 per cent of all secondary students in 2003, increasing from 36.8 per cent in 2002.

These trends were replicated in the case of teachers. In 1993, 27.4 per cent of primary and secondary teachers were employed in non-government schools. In 2003 the proportion had increased to 32.5 per cent. At primary level, non-government schools employed 27.4 per cent of teachers in 2003, up from 23.8 per cent in 1993. At secondary level, non-government schools employed 30.7 per cent of teachers in 1993, increasing to 37.8 per cent in 2003.

Contract teachers

Data from the DEST 2004 School Staffing surveys suggest that the numbers of teachers working under contract arrangements are increasing. The 2004 data show that 12.7 per cent of Government teachers and 18.3 per cent of Non-Government teachers were employed on a contract basis. These data represent an increase from 2002 of 0.9 percentage points for Government teachers and 1.7 percentage points for Non-Government teachers. The proportion of contract teachers identified by the survey by the Australian College of Education (ACE) in 1999, which applied to teachers across the government and non-government sectors, indicated at that time 11.3 per cent per cent of teachers surveyed were employed on a contract basis.

Teacher supply and demand imbalances during the 1990s

The 2003 MCEETYA report noted that following the recession of the early 1990s, limited labour market opportunities for teaching graduates meant demand for new teachers was met relatively evenly. Burke and Preston noted that, as a result, resignations from teaching fell, leading to a decline in the requirement for new teachers. This created a sizable surplus of new teacher graduates and others seeking teaching appointments.

This is consistent with data from the Graduate Destination survey reported annually by the Graduate Careers Council of Australia (GCCA). The employment outcomes for the period 1989 to 2003 shown in Chart 3.3 indicate that slightly less than 60 per cent of all new 1992 initial teacher education graduates (Bachelor of Education graduates) available for full-time work had

6 It should be noted that these data exclude 347 teachers whose status could not be ascertained.
7 N Dempster, C Sim, D Beere and L Logan, Teachers in Australian Schools – a report from the 1999 National Survey, Centre for Leadership and Management in Education, Faculty of Education, Griffith University, September 2000.
obtained a full-time job by April of the year after graduation. This was down from 88 per cent three years before. The proportion stayed relatively low until the mid 1990s, especially for graduates trained as primary school teachers. In part reflecting these trends, demand for places in university initial teacher education courses fell although Burke notes that university course restructuring at about this time also had an impact on initial teacher training course places on offer.

As the economy improved during the latter half of the 1990s, the factors which had led to low demand for new teachers began to diminish. As the demand for new teachers increased, the employment outcomes for new initial teacher education graduates began to improve and by the late 1990s approached the levels experienced in the 1980s.

Chart 3.3

Education graduates working in full time employment as a proportion of those available for full-time employment

Note: full-time employment refers to any type of full-time employment not just in teaching.

The other cohort supplying new teachers is the post-initial/other education graduates. This group did not experience a major deterioration in employment outcomes in the early 1990s recession as did their initial education graduate colleagues. Since 1991 about 85 per cent of those available have been employed as teachers, the share falling since 2000.

Most recently, the competition for places from the stock of teachers without a teaching appointment built up in the early to mid 1990s appears to have been easing. Most indicators point to the fact that up to the late 1990s the supply of new teachers (essentially new graduates and previous graduates in the surplus pool) was adequate to meet the rising demand.

In 1999 Shah published research which provided a basis for comparing in broad terms the requirements for new teachers and the number of new graduates during the 1990s. Shah
estimated that in the period 1986 - 87 to 1997 - 98 the net replacement rate for teachers was around 2.9 per cent a year.\textsuperscript{11} In effect, this estimate measures the net loss from the teaching profession.

Using overall teacher workforce data, the replacement estimate by Shah corresponded to a net loss of approximately 6210 full-time-equivalent teachers a year during the five year period to 2001. During the same period the average yearly growth in teacher (FTE) numbers was 2,080. The requirement for new teachers over that period, estimated as the sum of net loss of teachers and growth in employment of teachers, would therefore have been around 8,300 (FTE) or 9,200 teachers a year. By contrast, the average number of graduates and postgraduates from initial education courses during the period 1996 to 2000 was 9,870 or, assuming that only 75 - 85 per cent enter the market, around 7,400 – 8,400 a year. This would point to a degree of possible teacher shortage in the late 1990s.

The situation differed, however, across States and Territories. As a generalisation, States which experienced lower than average teacher growth rates (South Australia, Victoria, Tasmania and the Australian Capital Territory) had substantial surpluses of teachers throughout the 1990s. By contrast, in States where employment of teachers grew faster than average (such as Queensland, Western Australia and the Northern Territory), the stronger demand for teachers led to some tightening of the labour market for teachers in the second half of the 1990s, notably in some secondary teaching specialisations. In some instances, shortages in some secondary specialisations may have been caused by an undersupply of teacher education graduates in those specialisations.

Analysis of ABS Labour Mobility Survey data for 1998, 2000 and 2002 by Webster, Wooden and Marks suggests that about 6 per cent of both primary and secondary school teachers leave teaching each year. Approximately one in five of those who leave primary school teaching take up work in another occupation, with the remainder stopping work. One in four secondary school teachers who leave secondary teaching move to other occupations.\textsuperscript{12}

\begin{table}[h]
\centering
\caption{Outflows of people from primary and secondary teaching over the last year, average flows from 1998, 2000 and 2002, Australia} 
\begin{tabular}{l|cc|cc}
\hline
Occupation last February & \multicolumn{2}{|c|}{Current Employment Status (\%)} & \multicolumn{2}{|c}{Other} \\
& Teaching & & & Not working \\
& Primary & Secondary & & \\
\hline
Primary teacher & 93.4 & 0.0 & 1.4 & 5.0 \\
Secondary teacher & 0.0 & 93.4 & 1.6 & 4.9 \\
Other & 0.0 & 3.0 & 93.2 & 6.6 \\
Not working & 0.5 & 2.8 & 75.6 & 23.6 \\
\hline
\end{tabular}
\end{table}


Data generated for this and the previous MCEETYA report suggest that replacement demand may be increasing. Between 1996 and 2003, the extent of losses due to retirement, resignation, death, retrenchment, dismissals and transfers in government schools rose from 2.9 per cent to 4.8 per cent in the primary teaching workforce, and from 4.0 to 5.7 per cent in the secondary teaching workforce. In the non-government sector, losses for 2003 in both primary and secondary schools remained significant (9.0 per cent in the primary teaching workforce, 8.8 in the secondary teaching workforce), but were lower than the figures recorded in 2001 (10.4 per cent and 10.8 percent respectively.  

This change becomes all the more significant when viewed against the age profile of the teaching workforce. As flagged in the 2003 MCEETYA report, losses due to retirement have the potential to increase significantly in the next five to ten years.

---

13 It should be noted, however, that the non-government schools staffing survey is voluntary; response rate is approximately 43%, so data may be more subject to variability. In the 2004 staffing survey, an additional data item of “Separations - Transfers within System” was added to the questionnaire, to account for those teachers who effectively transferred from one school to another within their non-government system. This may also contribute to the difference between the rates recorded for 2001 and 2003, as this category of separation was not included in the “losses” figures above.
PART B
The National Teacher Labour Market in 2003
Chapter 4
The state of the teacher labour market in Australia in 2003

This chapter discusses the state of the teacher labour market at the national level in 2003 and by State and Territory. The last section of the chapter provides information on measures taken by the State and Territory education authorities to promote teaching as a career and assist teacher recruitment.

Primary level

Government

At primary level, government education authorities generally reported an adequate supply of generalist teachers, although recruitment difficulty was experienced in some geographic locations. Four jurisdictions (Victoria, Queensland, South Australia and the Australian Capital Territory) reported difficulties in meeting demand for teachers of Languages other than English (LOTE). Likewise, four jurisdictions (New South Wales, Victoria, Queensland and South Australia) reported difficulties in meeting demand for Special Education teachers.

Compared to the results reported on the 2001 year, these data suggest that the primary teacher labour market may be tightening.\(^{14}\) This may be an indication that the ageing of the teacher workforce is beginning to have an impact. As in 2001, LOTE and Special Education present as the primary teaching areas creating the most cause for concern.

Table 4.1
Recruitment Issues for 2003 year

<table>
<thead>
<tr>
<th>Teaching Area</th>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>SA</th>
<th>WA</th>
<th>NT</th>
<th>TAS</th>
<th>ACT</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td>None</td>
<td>Minor</td>
<td>Minor</td>
<td>None</td>
<td>Minor</td>
<td>None</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Languages other than English</td>
<td>N/A</td>
<td>Moderate</td>
<td>Dificult</td>
<td>Moderate</td>
<td>Minor</td>
<td>None</td>
<td>Minor</td>
<td>Moderate</td>
</tr>
<tr>
<td>Special Education</td>
<td>Moderate</td>
<td>Moderate</td>
<td>Dificult</td>
<td>None</td>
<td>Minor</td>
<td>None</td>
<td>Minor</td>
<td></td>
</tr>
<tr>
<td>Visual, Performing Arts</td>
<td>N/A</td>
<td>Minor</td>
<td>Moderate</td>
<td>Minor</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Other</td>
<td>N/A</td>
<td>Moderate</td>
<td>Minor</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>Minor</td>
</tr>
<tr>
<td>Counts of Moderate/Difficult</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: School Staffing Survey, Government Primary Education, DEST 2004

Description of Ratings

- **Difficult**: Broad recruitment deficit (chronic shortfalls)
- **Moderate**: Unable to satisfactorily meet demand in some locations (some shortfalls)
- **Minor**: Just able to satisfy the demand for teachers (significant shortfalls avoided)
- **None**: Abundant teacher supplies (easily able to satisfy demand)

For this report, government education authorities provided data on the specific subjects and locations where difficulties were being reported as “moderate” or “difficult” within the Key Learning Area.

In the LOTE key learning area, difficulties were quite broad spread. Most jurisdictions reporting difficulties nominated Asian Languages (particularly Indonesian) and Italian as the subjects for which recruitment was most difficult.

\(^{14}\) It should be noted, however, that the definition for the most severe recruitment issue has changed. In the report published in 2003, the most severe rating was “Acute - broad recruitment deficit (widespread shortfalls). In this report, the equivalent rating is “Difficult - broad recruitment deficit (chronic shortfalls)”.
In the key learning area of Special Education, three of the four government jurisdictions most affected reported “moderate” levels of recruitment difficulty in specific locations. New South Wales and South Australia reported recruitment difficulties across all subjects and in all locations; South Australia assessed the issue as “Difficult”, New South Wales considered it “moderate”. In Victoria, the specific difficulties related to recruitment of teachers of the hearing impaired in both metropolitan and rural/regional locations. Queensland reported moderate difficulties in recruiting teachers for all disabilities and intellectual impairment in rural/regional areas, for teachers of Autistic Spectrum Disorder (ASD) in metropolitan areas; and for Guidance/Behaviour Management in remote areas.

Victoria was the only government jurisdiction reporting a significant level of recruitment difficulty in the key learning area of Health and Physical Education, reflecting a moderate recruitment difficulty for Physical Education teachers in the metropolitan area.

Queensland was the only government authority reporting a significant level of recruitment difficulty for the Visual and Performing Arts key learning area, reflecting a moderate recruitment difficulty for Music teachers in rural/regional areas.
### Table 4.2

**Recruitment Issue by Subject for 2003 year**  
**Key Learning Area: Languages Other than English (LOTE)**

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Metropolitan</td>
</tr>
<tr>
<td>VIC</td>
<td>Italian</td>
<td>Moderate</td>
<td>•</td>
</tr>
<tr>
<td></td>
<td>Indonesian</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>French</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Japanese</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Indonesian</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Italian</td>
<td></td>
<td></td>
</tr>
<tr>
<td>QLD</td>
<td>All Asian languages</td>
<td>Moderate</td>
<td>•</td>
</tr>
<tr>
<td></td>
<td>All areas</td>
<td>Moderate</td>
<td>•</td>
</tr>
</tbody>
</table>

**Key Learning Area: Special Education**

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Metropolitan</td>
</tr>
<tr>
<td>NSW</td>
<td>All areas</td>
<td>Moderate</td>
<td>•</td>
</tr>
<tr>
<td>VIC</td>
<td>Teachers of the Deaf in Primary and Special schools</td>
<td>Moderate</td>
<td>•</td>
</tr>
<tr>
<td>QLD</td>
<td>All disabilities</td>
<td>Moderate</td>
<td>•</td>
</tr>
<tr>
<td></td>
<td>Autism Spectrum Disorders</td>
<td>Moderate</td>
<td>•</td>
</tr>
<tr>
<td></td>
<td>Intellectual Impairment</td>
<td>Moderate</td>
<td>•</td>
</tr>
<tr>
<td></td>
<td>Guidance, Behaviour Management</td>
<td>Moderate</td>
<td>•</td>
</tr>
<tr>
<td>SA</td>
<td>Special Schools, Units and Classes</td>
<td>Difficult</td>
<td>•</td>
</tr>
</tbody>
</table>

**Key Learning Area: Health and Physical Education**

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
</tr>
</thead>
<tbody>
<tr>
<td>VIC</td>
<td>Physical Education</td>
<td>Moderate</td>
<td>•</td>
</tr>
</tbody>
</table>

**Key Learning Area: Visual and Performing Arts**

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
</tr>
</thead>
<tbody>
<tr>
<td>QLD</td>
<td>Music</td>
<td>Moderate</td>
<td>•</td>
</tr>
</tbody>
</table>

Source: School Staffing Questionnaire, Government Primary Education, DEST 2004

Note:
1. Victoria's classification "Rural/Region" means "Non-metropolitan".
Non-government

The experience for Non-government providers was similar, as reflected in the table below. The highest level of recruitment difficulties were recorded consistently across the States and Territories in the teaching areas of LOTE and Special Education.\(^{15}\) In Special Education, all instances of recruitment were classified as “moderate” or “difficult”. Across Australia, recruitment for primary teachers of LOTE was reported as “moderate” or “difficult” for 69.4 per cent of activity. These data are fairly consistent with that reported by the Government sector, and suggest that, comparing 2003 to 2001 data, the labour market for teachers of LOTE and Special Education is continuing to tighten.

Table 4.3

<table>
<thead>
<tr>
<th>Teaching Area</th>
<th>NSW/ACT</th>
<th>VIC</th>
<th>QLD</th>
<th>SA/NT</th>
<th>WA</th>
<th>TAS</th>
<th>AUST</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td>11.6</td>
<td>25.9</td>
<td>8.2</td>
<td>45.9</td>
<td>18.2</td>
<td>8.8</td>
<td>15.9</td>
</tr>
<tr>
<td>LOTE</td>
<td>60.0</td>
<td>75.0</td>
<td>59.6</td>
<td>82.4</td>
<td>76.9</td>
<td>100.0</td>
<td>69.4</td>
</tr>
<tr>
<td>Special Education</td>
<td>100.0</td>
<td>100.0</td>
<td>0.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td>Visual, Performing Arts</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Other</td>
<td>22.0</td>
<td>7.1</td>
<td>14.3</td>
<td>100.0</td>
<td>25.0</td>
<td>40.0</td>
<td>22.2</td>
</tr>
</tbody>
</table>

Source: Non-government Schools Staffing Survey, DEST 2004

Note: * Due to small numbers of respondents in the Territories, their data has been combined with the neighbouring State.

\(^{15}\) State-level data for the non-government sector may not be representative. The survey was voluntary, so a small number of respondents in one State may skew the data.

\(^{15}\) Of Recruitment Issues

- **Difficult**: Unable to fill a vacancy satisfactorily (i.e. did not find permanent solution to teaching need)
- **Moderate**: Able to fill vacancies only after extensive effort (e.g. after re-advertising a position)
Secondary level

At secondary level, States and Territories commonly reported difficulties in filling vacancies located in rural, remote and “difficult-to-staff” metropolitan locations, and for particular specialisations. Increasingly, finding relief staff is exacerbating the difficulties. More detailed information from the Government and Non-Government Schools Staffing Surveys provides an enhanced picture of the degree of difficulty in filling vacancies in key learning areas (Tables 4.5 to 4.7). It should be noted that government data relate to 2003 (Tables 4.4 and 4.5) and non-government data relate to 2004.16

Government

At Secondary level, the Government sector continues to experience recruitment difficulties.17 In the larger States, NSW, Victoria, Queensland and South Australia, the number of key learning areas where significant recruitment difficulties have occurred has increased since the last report.

Based on Table 4.4 below, the main points to note are:

- Mathematics, Science and Technology continue to present the greatest recruitment difficulties across Australia;
- The level of recruitment difficulty for teachers of Languages other than English (LOTE) appears to be increasing, with five government jurisdictions (compared to three in 2001) reporting moderate/difficult levels;
- The KLAs of Health and Physical Education and English are presenting more recruitment difficulties than in 2001, with three jurisdictions reporting “moderate” levels of difficulty;
- The KLA presenting the lowest level of recruitment difficulty was SOSE, where no jurisdiction reported higher than “minor” difficulties;
- With the exception of Queensland (which reported “Moderate” difficulties), Visual and Performing Arts presented no worse than “minor” difficulties;

More detail on specifics of location and subject are reported in Table 4.5.

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16 Government schools data were collected at jurisdiction level, while non-government schools data were collected from a combination of individual schools and System Offices (approximately 43 per cent response rate across non-government schools.) The definitions used to assess “recruitment issues” differ between the Government and Non-Government Surveys to allow for assessment at individual school level in the non-government sector.

17 It should be noted, however, that the assessment definitions have changed slightly. In the report published in 2003, the most severe rating was “Acute - broad recruitment deficit (widespread shortfalls). In this report, the equivalent rating is “Difficult - broad recruitment deficit (chronic shortfalls).
Table 4.4

Recruitment Issues for 2003 year

<table>
<thead>
<tr>
<th>Key Learning Area</th>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>SA</th>
<th>WA</th>
<th>NT</th>
<th>TAS</th>
<th>ACT</th>
<th>Australia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health, Physical Education</td>
<td>None</td>
<td>Moderate</td>
<td>Minor</td>
<td>Moderate</td>
<td>None</td>
<td>Moderate</td>
<td>Minor</td>
<td>Minor</td>
<td>3</td>
</tr>
<tr>
<td>LOTE¹</td>
<td>None</td>
<td>Moderate</td>
<td>Difficult</td>
<td>Moderate</td>
<td>None</td>
<td>Minor</td>
<td>Moderate</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Mathematics</td>
<td>Difficult</td>
<td>Minor</td>
<td>Difficult</td>
<td>Difficult</td>
<td>Minor</td>
<td>Difficult</td>
<td>Minor</td>
<td>Minor</td>
<td>4</td>
</tr>
<tr>
<td>English</td>
<td>Moderate</td>
<td>None</td>
<td>Moderate</td>
<td>Moderate</td>
<td>None</td>
<td>Minor</td>
<td>Minor</td>
<td>Minor</td>
<td>3</td>
</tr>
<tr>
<td>Science</td>
<td>Difficult²</td>
<td>None</td>
<td>Difficult</td>
<td>Difficult</td>
<td>None</td>
<td>Difficult</td>
<td>Minor</td>
<td>Minor</td>
<td>4</td>
</tr>
<tr>
<td>SOSE²</td>
<td>None</td>
<td>None</td>
<td>Minor</td>
<td>Minor</td>
<td>None</td>
<td>None</td>
<td>Minor</td>
<td>None</td>
<td>0</td>
</tr>
<tr>
<td>Visual, Performing Arts</td>
<td>None</td>
<td>None</td>
<td>Minor</td>
<td>Moderate</td>
<td>None</td>
<td>Minor</td>
<td>None</td>
<td>None</td>
<td>1</td>
</tr>
<tr>
<td>Technology</td>
<td>Moderate</td>
<td>Moderate</td>
<td>Difficult</td>
<td>Difficult</td>
<td>Minor</td>
<td>Moderate</td>
<td>Minor</td>
<td>Minor</td>
<td>5</td>
</tr>
<tr>
<td>VET³</td>
<td>Minor</td>
<td>None</td>
<td>Minor</td>
<td>Moderate</td>
<td>None</td>
<td>Minor</td>
<td>Minor</td>
<td>Minor</td>
<td>1</td>
</tr>
<tr>
<td>Special Education</td>
<td>Moderate</td>
<td>Minor</td>
<td>Difficult</td>
<td>None</td>
<td>Moderate</td>
<td>Minor</td>
<td>Minor</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>0</td>
</tr>
</tbody>
</table>

Counts of Difficult/Moderate: 5 3 6 9 1 5 0 1 30

Source: School Staffing Questionnaire, Government Secondary Education, DESt 2004

Description of Ratings

- **Difficult**: Broad recruitment deficit (chronic shortfalls)
- **Moderate**: Unable to satisfactorily meet demand in some locations (some shortfalls)
- **Minor**: Just able to satisfy the demand for teachers (significant shortfalls avoided)
- **None**: Abundant teacher supplies (easily able to satisfy demand)

Notes:

1. Languages Other than English
2. Studies of Society and the Environment
3. Vocational Education and Training
4. NSW difficulties relate to specific recruitment of physics teachers.
### Table 4.5
Recruitment Issue by Subject for 2003 year

#### Key Learning Area: Health and Physical Education

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
<th>Metropolitan</th>
<th>Rural /Regional</th>
<th>Remote</th>
<th>Short Term Relief</th>
<th>Extended Relief</th>
</tr>
</thead>
<tbody>
<tr>
<td>VIC</td>
<td>Physical Education</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>Physical Education</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NT</td>
<td>Physical Education</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### Key Learning Area: LOTE

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
<th>Metropolitan</th>
<th>Rural /Regional</th>
<th>Remote</th>
<th>Short Term Relief</th>
<th>Extended Relief</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACT</td>
<td>All LOTE</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>VIC</td>
<td>Indonesian</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>QLD</td>
<td>Japanese, Indonesian, French, German</td>
<td>Difficult</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>All Asian Languages</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WA</td>
<td>Indonesian</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### Key Learning Area: Mathematics

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
<th>Metropolitan</th>
<th>Rural /Regional</th>
<th>Remote</th>
<th>Short Term Relief</th>
<th>Extended Relief</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW</td>
<td></td>
<td>Difficult</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>QLD</td>
<td>Senior Subjects (A, B, C)</td>
<td>Difficult</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>All</td>
<td>Difficult</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NT</td>
<td></td>
<td>Difficult</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### Key Learning Area: English

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
<th>Metropolitan</th>
<th>Rural /Regional</th>
<th>Remote</th>
<th>Short Term Relief</th>
<th>Extended Relief</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>QLD</td>
<td>Senior English</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>Senior English</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### Key Learning Area: Science

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
<th>Metropolitan</th>
<th>Rural /Regional</th>
<th>Remote</th>
<th>Short Term Relief</th>
<th>Extended Relief</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW</td>
<td>Physics</td>
<td>Difficult</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>QLD</td>
<td>Senior Subjects (Physics &amp; Chemistry)</td>
<td>Difficult</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>All</td>
<td>Difficult</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NT</td>
<td></td>
<td>Difficult</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### Key Learning Area: Visual and Performing Arts

<table>
<thead>
<tr>
<th>State</th>
<th>Subject</th>
<th>Level</th>
<th>Nature of Difficulty</th>
<th>Metropolitan</th>
<th>Rural /Regional</th>
<th>Remote</th>
<th>Short Term Relief</th>
<th>Extended Relief</th>
</tr>
</thead>
<tbody>
<tr>
<td>SA</td>
<td>Drama</td>
<td>Moderate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dance</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Surveys on Teacher Shortages are undertaken by the Australian Secondary Principals’ Association (ASPA) in February and August each year. ASPA’s most recent dissemination of the results of this research suggests that Technology, Computing and LOTE are the areas most affected by teacher shortages, as measured by the number of subjects principals reported as being “lost” and the degree of difficulty in finding relief staff. ¹⁸

The Department of Employment and Workplace Relations National and State Skill Shortages List also provides an assessment of recruitment difficulties/shortages. The March 2004 list

---

identifies the subject areas of LOTE, Maths/Science and Technology/Manual Arts as providing
the most difficulties across the States, although the levels of difficulty vary.

Table 4.6
National and State Skill Shortages, 2004

<table>
<thead>
<tr>
<th>Occupation</th>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>SA</th>
<th>WA</th>
<th>TAS</th>
<th>NT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary Teacher*</td>
<td>D*</td>
<td>*</td>
<td>R-D*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>S*</td>
</tr>
<tr>
<td>Physical Education</td>
<td>S</td>
<td></td>
<td>S</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>LOTE*</td>
<td>S*</td>
<td>D</td>
<td>S*</td>
<td></td>
<td>R-D*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maths*</td>
<td>S*</td>
<td>D</td>
<td></td>
<td>R-D*</td>
<td></td>
<td></td>
<td>S</td>
</tr>
<tr>
<td>Maths/Science</td>
<td>D*</td>
<td></td>
<td>D</td>
<td></td>
<td>R-D*</td>
<td></td>
<td>S</td>
</tr>
<tr>
<td>Physics/Chemistry*</td>
<td>D</td>
<td></td>
<td></td>
<td>R-D*</td>
<td></td>
<td></td>
<td>S</td>
</tr>
<tr>
<td>General Science*</td>
<td>S*</td>
<td>D</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Technology/Manual Arts*</td>
<td>D*</td>
<td>S*</td>
<td>D</td>
<td></td>
<td>S</td>
<td></td>
<td>R-D*</td>
</tr>
<tr>
<td>Information Technology</td>
<td>S</td>
<td>D</td>
<td>S</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Home Economics*</td>
<td></td>
<td>S</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>R-D*</td>
</tr>
<tr>
<td>Special Education*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>R-D*</td>
</tr>
<tr>
<td>Religious Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>S</td>
</tr>
</tbody>
</table>

Source: National Skill Shortage (NSS) List - Australia 2004, DEWR, at

Notes:
- Shortages may be restricted to specialist skills. Occupations thus marked have qualifying
  comments below.

N National shortage
S State-wide shortage
R-D Recruitment difficulties in regional areas
D Recruitment difficulties
Non-government

As in 2002, responding non-government schools have identified the Key Learning Areas of Mathematics, Science and Technology as presenting the most significant recruitment difficulties. At a national level, over one-third of schools who recruited in these KLAs reported moderate or difficult recruitment issues.\textsuperscript{19}

The degree of difficulty at State level varies. For example:

- NSW/ACT reported significant levels of difficulty in recruiting teachers in the KLAs of Mathematics, Science and VET;
- VIC schools reported significant difficulties in recruiting teachers of LOTE and Technology;
- QLD schools reported significant difficulties in recruiting teachers of Mathematics, Science and Technology;
- SA/NT schools recorded significant levels of difficulty in recruiting teachers in a number of KLAs, including Health and Physical Education, Mathematics, Visual and Performing Arts, and Technology;
- WA schools reported significant difficulties in recruiting Science, SOSE and VET teachers;
- TAS schools recorded significant levels of difficult in recruitment activity for Technology teachers; and
- For Science teachers, Queensland schools reported a high of 55.8 per cent and Tasmania a low of 12.5 per cent of “moderate” or “difficult” recruitment activity.

\textsuperscript{19} State-level data for the non-government sector may not be representative. The survey was voluntary, so a small number of respondents in one State may skew the data.
Table 4.7

Percentage of responding non-government secondary schools reporting moderate/difficult recruitment issues by subject area, 2004 (%)\(^\text{\#}\)

<table>
<thead>
<tr>
<th>Key Learning Areas ^</th>
<th>NSW/ACT</th>
<th>VIC</th>
<th>QLD</th>
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<th>WA</th>
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</table>

Source: Non-government Schools Staffing Survey, DEST 2004

Note:

\^ Key Learning Areas may be called by different names in some jurisdictions.
\# Due to small numbers of respondents in the Territories, their data has been combined with the neighbouring State.
1. Languages other than English
2. Studies of Society and the Environment
3. Vocational Education and Training

\(\text{\# Scale of Recruitment Issues}\)

<table>
<thead>
<tr>
<th>Difficult</th>
<th>Moderate</th>
</tr>
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<tbody>
<tr>
<td>Unable to fill a vacancy satisfactorily (i.e. did not find permanent solution to teaching need)</td>
<td>Able to fill vacancies only after extensive effort (e.g. after re-advertising a position)</td>
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</tbody>
</table>

Strategies to promote teaching as a career and assist teacher recruitment

Australian Government

The Australian Government has also undertaken work addressing the issue of teaching and its attractiveness as a career. The Review of Teaching and Teacher Education was established to provide recommendations and action plans on ways to attract and retain the best people into the teaching profession, especially in the fields of science, technology and mathematics. The Review Committee’s Final Report, *Australia’s Teachers: Australia’s Future – Advancing Innovation, Science, Technology and Mathematics* was released in October 2003. It recommended 15 actions relating to attracting and retaining teachers, such as improving teacher workforce planning, incentives to encourage prospective teachers to complete their training and take up employment in areas of teacher shortage, facilitating career change entry to teaching and investigating superannuation arrangements to encourage longer retention.

The Australian Government Minister for Education, Science and Training, the Hon Dr Brendan Nelson, recently announced a National Inquiry into Teacher Education. The House of Representatives Standing Committee on Education and Vocational Training will include an examination of:

- whether teacher trainees are being effectively prepared to deal with all the challenges they will face in the classroom;
- the adequacy of funding provided by universities to their educational faculties;
- how teaching can become a more appealing career option;
• how the needs of mature-age entrants to the profession can be better met; and
• the educational philosophy underpinning the teacher-training course (including the
teacher methods used, course structure and materials, and methods for assessment and
evaluation) and an assessment to the extent to which it is informed by research.20

The Australian Government Quality Teacher Programme (AGQTP) has the following objectives:
• Teachers’ skills and understanding are updated and improved in specified priority areas; and
• The status of teaching in both government and non-government schools is enhanced.

The Programme has three components:
• Component one - State/Territory education authority professional learning projects which
involve the provision of professional learning activities in priority areas;
• Component two - national strategic initiatives which involve a range of different projects,
including research, investigation, and evaluation of teacher, teaching and school
leadership related issues; and
• Component three - The National Institute for Quality Teaching and School Leadership.21

The National Institute for Quality Teaching and School Leadership (NIQTSL) has been
established to support and advance the effectiveness and standing of the teaching profession in
Australia, driving innovation and excellence in schools and providing intellectual leadership for
the profession.

The Institute will work collaboratively with other professional bodies to contribute to the quality,
reputation and standing of the education profession in the interests of achieving the best
possible educational outcomes from Australia’s schools. It aims to provide support to and be a
major resource for teachers and school leaders.

In its business plan, NIQTSL has identified the following areas of work:
• Establishing a national system for accreditation of pre-service teacher education;
• Establishing a national system for assessing teachers against advanced standards for
teaching;
• Increasing the role of the profession in professional learning;
• Establishing a national system for assessment against standards for school leadership;
• Strengthening the national research and evidence base to inform quality teaching and
school leadership;
• Increasing recognition of highly accomplished teaching and school leadership; and
increasing the pool of people who want to be teachers because of a more positive image
of the profession.22

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20 Dr Brendan Nelson, *National Inquiry into Teacher Training*, Media Release,
21 p.4, DEST, Australian Government Quality Teacher Programme Updated Client Guidelines, 2004 - 05, at
Government Schools

All States and Territory Government education authorities have a range of strategies and initiatives in place to assist teacher recruitment and retention, and promote teaching as a career. The data provided in the DEST 2004 survey and from other sources suggest that the initiatives can be summarised under the following categories:

- Promotion of teaching as a career;
- Financial incentives;
- Initiatives for increasing the number of teachers in the particular subject areas;
- Measures for attracting teachers to remote and rural areas;
- Measures for retaining teachers;
- Other measures addressing quality teaching and school leadership; and
- Stakeholder Liaison.
1. **Promotion of teaching as a career**

All State and Territory education authorities provide Internet resources of varying detail on the teaching career within their jurisdiction. At the basic level, pages provide links to information on salaries and leave conditions and a reference point for materials on the teaching profession. Some jurisdictions provide testimonies from new teachers, include multi-media files. These websites include:


The NSW Department of Education and Training’s success in promoting teaching and enhancing the status of teachers has improved significantly in recent years, largely as a result of the *teach.NSW* initiative. This extensive teacher promotion and recruitment initiative incorporates a comprehensive media and marketing campaign, a range of promotional recruitment materials, a *teach.NSW* shopfront and information centre, a customer service centre accessible through a toll-free number, a *teach.NSW* website, a dedicated team of support staff in state office and outreach promotion teams.\(^{23,24}\)

In addition, an overseas advertising campaign featuring the caption “Teach Under a Blue Sky” was conducted in July 2003 in association with *teach.NSW* to target teachers from the United Kingdom who were relocating permanently to Australia and were teachers of Mathematics, Science and Technological and Applied studies or visiting Australia on a working holiday.

The marketing programs of the State and Territory education departments also involve participation in university and career markets and visits and presentations at teacher training institutions. For example, recruitment teams from the ACT Department of Education and Training visit over 30 universities to talk to final year education students about teaching in the ACT. Each team usually consists of a beginning teacher who trained through the university and an Executive Teacher from the Teacher Recruitment Unit in the Department. Visits usually occur between April and June.\(^ {25}\)

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\(^{23}\) NSW DET response, *Government Schools Staffing Survey*, DEST, 2004


2. **Financial incentives**

Initiatives providing financial incentives to potential and existing teachers vary from jurisdiction to jurisdiction. They are often targeted to areas of specific need. For example:

- Most States and Territories have schemes offering scholarships to final year Education students. The terms and conditions of these vary, but most provide for guaranteed employment for two years following graduation – often in areas of greatest need – e.g. particular subject areas or geographic areas.
- NSW piloted a Retention Benefit program, to attract and retain quality teachers in very difficult-to-staff positions and schools. The program was piloted in 20 schools where staffing difficulties were identified. From 2002, teachers who completed their service requirement of 3 years (or 2 years in designated schools) were paid an annual retention benefit of $5,000. Eligible teachers continue to receive the benefit for a maximum of 5 years. From 2004 the benefit has been expanded to cover the remaining most difficult-to-staff schools for teachers who have met the service requirement.

3. **Initiatives for increasing the number of teachers in the particular subject areas**

At State and Territory level, a number of strategies and initiatives have been introduced to increase teacher numbers in particular subject areas. These include:

- NSW offers a program to accredited teachers to enable them to retrain in the areas of (secondary) technological and applied studies (TAS), mathematics, and science (physics), and to support them in gaining accreditation in the specialist teaching areas of special education, school counselling, careers adviser, teacher-librarian, English as a second language and reading recovery. The retraining programs include university study with mentoring support from experienced teachers. Teachers who successfully complete the retraining program are appointed to schools in areas of need – often in western and south western Sydney, or country NSW.
- NSW also offers Accelerated Teacher Training where the Department of Education and Training sponsors people with appropriate industry backgrounds to become mathematics and technology and applied studies (TAS) teachers. Recipients of the sponsorship undertake an 18-month university teacher education program, where their skills and industry experience are recognised. DET meets the cost of tuition and course administration fees (approximate value of $18,000), provides a one-off training allowance of $1500 towards the cost of incidentals and textbooks, and guarantees employment as a teacher. In return, students sign a deed of agreement committing them to teach in an area of staffing need in NSW and to remain in that appointment for a minimum of three years.

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• In the ACT, the Maths Retraining Initiative enables teachers to retrain in mathematics, an area of teacher shortage. Under this flexible delivery course, which began in February 2004, 15 permanent teachers (the majority of whom were primary-trained) study three specially-designed subjects at the University of Canberra over one semester and spend one day per week in high schools observing best practice mathematics. On completion, the participants receive a graduate certificate in high school mathematics and will teach high school mathematics, mainly to year 7 and 8 students.29

• The Department of Education and Training in Victoria also runs teacher retraining programs in specific curriculum areas. Currently these are a Graduate Certificate Science Program and the LOTE Training Program.

In 2002 - 03, sixty teachers graduated in the Graduate Certificate in Science Teaching (Primary) program as part of the Science in Schools professional development program. The aim of the course is to update primary teachers’ knowledge and understanding of science.

The LOTE Training Program is designed to assist practicing teachers in government schools to gain LOTE teaching qualifications, by enabling them to undertake credit-bearing language and LOTE Methodology courses. The program also enables teachers currently teaching LOTE to upgrade their qualifications, and assist teachers qualified in other curriculum areas to take up or continue LOTE studies, with the aim of increasing the number of qualified LOTE teachers available to Victorian Schools.30

The Refresher Training Courses offer refresher courses for experienced teachers seeking to re-enter the teaching workforce in government schools, to work in areas of teacher recruitment difficulty. The initiative aims to build the capacity of and encourage 300 qualified teachers back into government schools each year. The courses are to be provided for teachers in both country and metropolitan locations and offered through the year to a minimum of 300 teacher participants per year.-

The ongoing Australian Government Quality Teacher Programme, which commenced in 2000, supports the updating and improvement of the knowledge and skills of teachers re-entering the workforce, and casual teachers in the subject areas of mathematics, science, information technology and VET in schools.

4. Measures for attracting teachers to remote and rural areas

Recruitment remains a severe problem in rural and remote areas. A number of initiatives are in place to attract teachers to remote and rural areas, including:

• The WA Student Teacher Rural Experience offers financial support to student teachers who wish to experience teaching in government rural schools in the district in which they hope to work the following year.31

31 Teach WA - Scholarships - Student Teacher Rural Experience Program, Department of Education and Training,
• SA Country Teaching Scholarships provide up to $10,000 to students from country locations who are completing a teacher education course in South Australia. At the successful completion of their studies, scholarship holders are offered permanent employment in a DECS country school for a minimum of two years following the completion of their teacher education program.\(^{32}\)

• The WA Remote Teaching Service Package offers a range of benefits to teachers in remote schools, including free government employee housing, a Remote Service allowance of between $8,500 and $11,500, locality allowance, transportation to the location, additional leave entitlements, ongoing employment (subject to satisfactory performance) and the prospect of permanency after two years.\(^ {33}\)

• The NSW incentives scheme for teachers in rural and isolated locations provides for additional training and development days, a range of locality allowances, a 90 per cent rental subsidy in some locations, additional leave entitlements in some locations, and priority transfer arrangements.

• The NSW Beyond the Line program offers teaching students from the city and large regional centres the opportunity to experience country schools in Broken Hill, Deniliquin, Dubbo, Griffith and Moree. Teaching students spend a week with teachers from the local area, gaining valuable insights into rural education.\(^ {34}\)

• In Tasmania, the Professional Experience in Isolated and Remote Schools (PEIRS) program provides support for accommodation and travel to enable pre-service teachers to undertake school experience in rural and isolated schools.\(^ {35}\)

• In Queensland, the Remote Area Incentive Scheme (RAIS) provides a range of benefits, including compensation cash benefits, extended emergent leave provisions, induction programs and transfer priority scheme, to encourage experienced teachers to teach and remain in rural and remote locations.\(^ {36}\)

• Queensland’s Bid O’Sullivan Scholarship Scheme offers scholarships (valued at $20,000 each) to aspiring teachers in rural and remote areas who undertake full-time undergraduate teaching degrees at Queensland universities.\(^ {37}\)


• The Victorian Teaching Scholarship Scheme offers final year student teachers up to $8,000 to start their careers in hard-to-staff schools in country Victoria. The scholarship covers hard-to-staff subjects such as mathematics, physical education, special education, Languages other than English and information technology.  

• In the Northern Territory, a range of incentives is available to remote teachers in the form of study leave, fares for employees and family members, business days and an allowance to compensate for professional isolation.

• The Northern Territory has a "special offer" where they will pay return airfares and provide accommodation assistance, for eligible teachers prepared to commit to teaching in the Territory for a minimum of one term (or a minimum of two terms for teachers from overseas). The offer applies to specific vacancies.

5. Measures for retaining teachers

The previous MCEETYA report, published in 2003, suggested that in light of the ageing teacher workforce, retaining teachers would present a major challenge for education providers in the next decade. State and Education jurisdictions have a number of strategies in place to ultimately achieve the goal of retaining teachers. These include:

• Improved and increased access to Professional Development activities. For example:
  
  o the ACT Department of Education and Training is implementing an additional support program for teachers in their first three years of teaching. The program will provide schools with 15 days worth of "release" over three years so that beginning teachers and others (e.g. mentors) can undertake activities outside the classroom as part of an individually defined development program.
  
  o The Tasmanian Department of Education has developed the Beginning Teacher Time Release (BeTTR) program to provide support for permanent/fixed-term teachers in their first year of employment. Under BeTTR, beginning teachers are required to access a minimum release of two hours per week, with funding made available to the schools to cover relief for this time. The purpose of the release time will vary according to the needs of the individual, but might include school, District or Department induction programs; ongoing ‘feedback meetings with senior staff and/or other experienced teachers; attendance at professional development programs; observation of experienced teachers in the classroom; additional ‘time out’ for lesson preparation; visits to District Offices or other schools; collaboration with, and attendance at, meetings with other beginning teachers.

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43 Beginning Teacher Time Release Program, Department of Education, Tasmania, at
The NSW Department of Education and Training introduced the Teacher Mentor Program in 2003. Under the program, which was piloted in 51 schools in 2003\(^4\), schools with significant numbers of new teachers are staffed with a teacher mentor who works collaboratively with new teachers to support quality teaching in classrooms, guide professional development and provide new teachers with a reduced teaching load.\(^4\) The teacher mentor may also support the development of other newly appointed teachers in the school, including permanent teachers in their second or third year of teaching, and temporary teachers.\(^4\)

In March 2004, the Adelaide Advertiser reported that the South Australian Department of Education and Children’s Services was developing an induction program to improve teacher retention and help direct young teachers into long-term career paths. \(^4\) The program includes a “Welcome Aboard Ceremony”, where new staff can meet and be officially welcomed by senior departmental personnel; a Beginning Teachers’ Conference; and an Orientation Kit.\(^4\) In April 2004, the Education Minister, Jane Lomax-Smith, announced the first full-day workshop - one of two to be held during the year - to support new school teachers. Seminars were to cover issues such as behaviour management, literacy, numeracy and information communication technology, as well as teaching and living in Aboriginal communities.\(^4\) The Orientation Kit is a district-based resource designed to give new teachers information about lifestyle, environment and services of an area. The kit provides a DVD, a generic booklet on a range of topics relevant to the Department, contact numbers and website information to assist the new teacher, and a folder of local tourist information and information provided by the district office.

From 2004 the Victorian Government adopted a systemic approach to ensure good practice in teacher induction by introducing an induction program for beginning teachers, to be complemented by mentoring programs for beginning teachers. The objectives of the programs are to ensure that each beginning teacher is supported through provision of a planned and responsive school-based induction program and receives ongoing professional support provided by a trained teacher mentor.

\(^{44}\) p. 17, Kelvin Bissett, *Mentoring saves new teachers*, *Daily Telegraph*, Sydney, 29 January 2004
• In 2003, the Queensland State Government commenced four new programs to recognise and reward exemplary work by the State’s teachers. The programs built on the three New Professionalism initiatives introduced in 2002 - the Premier’s Smart State Teacher Excellence Scholarships, Westfield Premier’s Education Scholarships and ICT’s for Learning Teacher Awards:
  o Ten Continued Learning Scholarships of $50,000 each, recognised exemplary practice by outstanding state school teachers with between three and ten years of classroom teaching experience;
  o Professional Learning Grants of $1,000 each were offered to 72 state school teachers to undertake professional learning activities; an additional 36 Professional Learning Grants were designated for Teacher Aides.
  o The Teacher Excellence Career Milestones awards program recognised continuous outstanding service by state school teachers at key times in their careers (5, 10 and 20 years of service) at a cost of approximately $40,000\(^50\).

6. **Other measures addressing quality teaching and school leadership**

• A number of jurisdictions have established teacher institutes and/or registration boards to ensure the development and maintenance of high professional standards in the teaching workforce. These include:
  o In Queensland, the new statutory authority, the Queensland College of Teachers, will continue and enhance the work of the Board of Teacher Registration. Two new sets of professional standards will be developed: Professional Standards for Graduate Teachers, and Professional Standards for Registered Teachers. These standards will be used to determine eligibility to gain provisional and full registration as a teacher. The College will also develop guidelines about gaining and retaining teacher registration.\(^51\)
  o The NSW Institute of Teachers has a charter to advance the status and standing of the teaching profession. The Institute oversees a system of accreditation and recognition of teachers' professional capacity against professional standards and provides a process for the profession to influence the quality of teacher training and continuing professional development.\(^52\)
  o The Victorian Institute of Teaching was established by an Act of Parliament in 2001. The Institute registers all teachers, works to develop high professional standards, provides advice on professional learning, approves teacher education courses, works to promote the standing of the profession, and investigates instances of serious misconduct.\(^53\)

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\(^{50}\) *New Government Incentives to Teach in State Schools, 17 July 2003, Media Release, Department of Education and the Arts, Queensland, at [http://statements.cabinet.qld.gov.au](http://statements.cabinet.qld.gov.au)*


In Tasmania, the Teachers Registration Board was established by the Teachers Registration Act 2000, which provides that only teachers who are registered may be employed in Tasmanian schools. Teacher registration ensures that all children in Tasmanian schools are taught by skilled and qualified teachers, who are of good character. The Board also promotes the teaching profession, takes action to improve professional teaching standards, undertakes relevant reviews and research projects and develops and maintains a code of professional ethics for the teaching profession.\(^{54}\)

The Teachers’ Registration Board of South Australia was established in 1972. New legislation was proclaimed in 2004. The object of the new Act is to establish and maintain a teacher registration system and professional standards to ensure members are competent and fit and proper persons to have the care of children. The Board’s functions include promoting the teaching profession and professional standards for teachers; and conferring and collaborating with teacher education institutions, employers, teachers, unions and other teacher regulatory authorities.\(^{55}\)

The Western Australian College of Teaching was established by law on 15 September 2004 as an independent professional body representing all members of the WA teaching profession. The College has a legislated mandate to maximise support for the teaching profession in WA classrooms, to enhance the status of the profession and to undertake a regulatory function by registering all teachers working in WA.\(^{56}\)

The Teacher Registration Board of the Northern Territory was established by an Act of Parliament in 2004. The Board is responsible for registering teachers, or granting authorisation to an employer to employ an unregistered person; liaising with providers of teacher education and professional development in the Northern Territory; supporting the development of appropriate teacher education courses; and developing a code of ethics for Territory teachers.\(^{57}\)

A number of jurisdictions have also established programmes and initiatives to address their school leadership needs. Some examples include:

- The School Leadership Unit, within the Leadership and Teacher Development Branch of the Victorian Department of Education and Training coordinates statewide training and support for school leaders. The range of programs and activities coordinated by the Unit acknowledges the needs of school leaders at differing stages of their careers, from those aspiring to school leadership positions through to the requirements of experienced school leaders.\(^{58}\)

- The NSW School Leadership Development Strategy 2003 to 2007 provides for accessible and flexible delivery of leadership development opportunities with an

\(^{54}\) Teachers Registration Board, Tasmania, at http://trb.tas.gov.au/

\(^{55}\) Teachers Registration Board of South Australia, at http://www.trb.sa.edu.au/main2.htm

\(^{56}\) Western Australian College of Teaching, at http://www.collegeofteaching.wa.edu.au/

\(^{57}\) Teacher Registration Board of the Northern Territory, at http://www.trb.nt.gov.au/

emphasis on self-assessment, individual planning, mentoring, and professional learning. The strategy aims to encourage school leaders and those who aspire to leadership positions to access learning opportunities that take into account the personal and professional experience, career stage and aspirations of individuals.  

- The South Australian Centre for Leaders in Education (SACLE) is the centre for leadership development within SA’s Department of Education and Children’s Services. SACLE collaborates with state, national and international partners to design services and programs to support leadership learning and enable principals and preschool directors to meet the challenges of contemporary education contexts. SACLE has recently published a new *Leaders Learning Framework*, providing a coherent systemic approach to leadership capacity building.

- The Leadership Centre, Western Australia, is a collaborative initiative of the Professional Associations representing school leaders, the Australian Education Union WA (AEUWA) and the WA Department of Education and Training. The Centre aims to develop a contemporary understanding for the profession of school leadership; raise the professional standards and standing of school leadership; and provide opportunities for professional growth and development for Government school leaders.

- The ACT Department of Education and Training’s School Leadership Preparation Program is designed to prepare teachers, executive teachers and deputy principals who aspire to formal leadership responsibilities in schools, wish to further develop their current leadership skills and understandings and seek support in anticipation of future appointments.

- In the Northern Territory, the Department of Employment, Education and Training’s People and Learning Division coordinates leadership programs and initiatives for all staff. The range of programs acknowledges leadership needs at different stages of people’s careers (Leadership At All Levels). The Division works closely with the AEU and with the Association of Northern Territory School Educational Leaders (ANTSEL) to ensure an aligned commitment to contemporary leadership development, succession planning, and a workforce able to respond to the emerging needs of the Territory.

- In recent years, parliamentary committees have undertaken a range of inquiries into issues related to quality teaching, teacher training and school leadership. Some examples include:
  - The NSW Legislative Council Standing Committee on Social Issues has recently initiated an inquiry into the recruitment and training of teachers.

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60 *South Australian Centre for Leaders in Education*, at http://www.sacle.edu.au/  
- The Parliament of Victoria’s Education and Training Committee has recently released a report on its inquiry into the Suitability of Pre-Service Teacher Training Courses;\(^{63}\) and
- The Legislative Assembly for the ACT Standing Committee on Education recently released a report on its inquiry into teacher numbers and recruitment.\(^{64}\)

7. **Stakeholder Liaison**

States and Territories have established and maintain ongoing working relationships with a range of organisations, including universities, in response to teacher supply and demand issues. For example:

- The Tasmanian Department of Education has established a close relationship with the University of Tasmania to ensure that pre-service teacher training includes study and experience in behaviour management, inclusive practice and mentoring by experienced teachers.
- Officers from the SA Department of Education and Children’s Services meet regularly with the Deans of Education from their State’s universities. The Deans are informed about areas of teacher shortage.
- Officers from the NSW Department of Education and Training also meet with the Deans of Education to inform them of key supply and demand factors affecting teaching in NSW government schools.

**Non-Government Schools**

As in 2002, the DEST Non-Government Schools Staffing Survey 2004 sought responses on the strategies employed by non-government secondary schools to deal with recruitment difficulties. A number of respondents expressed concern that they were having to employ “less than ideal” teachers because of the difficulties they had experienced in finding any teachers. One principal commented “It is becoming increasingly difficult to attract teachers: We advertised three times for an English/RE teacher and still only appointed in desperation... It took two years to find a drama coordinator...”

“What strategies, if any, have been employed to deal with recruitment difficulties (tick appropriate box/es)?

- Advertising more broadly;
- Using qualified relief teachers;
- Encouraging existing staff to undergo specialised training;
- Temporarily using teachers from other subject areas;
- Not offering classes;
- Other.


Nationwide results showed that 27.5 per cent of respondents chose to advertise more broadly. Almost one-quarter used qualified relief teachers (24.4 per cent) or temporarily used teachers from other subject areas (24.2 per cent).

Non-government schools have employed a range of additional strategies to deal with recruitment difficulties:

- Using specialist recruitment agencies;
- Recruiting from overseas, including overseas teachers on short-term visas;
- Encouraging job-sharing and negotiating with part-time teachers to “increase their fraction”;
- Establishing and maintaining relationships with local university teaching faculties. Schools who host teaching students for their practicum experiences are reporting that this provides an opportunity to access new teachers, give them a feel for the school environment and even offer ongoing support. As one respondent described it, “we encourage university students thru financial support. They act as interns when free from university studies.” Another “regularly recruits Dip Ed students who complete a teaching round here.”

Other schools have tried different approaches to provide appropriate teaching for their students. For example:

- Class-sharing with neighbourhood schools;
- Using alternate delivery (e.g. online) for some classes;
- Developing a cooperative cluster with other local schools to recruit and scholarship university graduates…"

Respondents from schools in rural and remote areas acknowledged their difficulties in recruiting and retaining suitable staff. One principal reported “Recruitment for rural/remote areas ... is very difficult. Applicants are generally local from a large close or regional centre and are not always of the calibre sought. We have even considered incentive payments and other benefits to entice a new teacher.”

### Table 4.8

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<td>Temporarily use teachers from other subject areas</td>
<td>23.4</td>
<td>21.2</td>
<td>26.7</td>
<td>21.4</td>
<td>31.1</td>
<td>23.1</td>
<td>24.2</td>
</tr>
<tr>
<td>Not offering classes</td>
<td>3.6</td>
<td>8.5</td>
<td>15.2</td>
<td>0.0</td>
<td>13.3</td>
<td>7.7</td>
<td>8.2</td>
</tr>
</tbody>
</table>

*Source: Non-government Schools Staffing Survey, DEST 2004*
Chapter 5
The state of the teacher labour market in selected English-speaking countries

This chapter provides a short review of the state of the teacher labour market in four English speaking countries – the United Kingdom (UK), the United States of America (USA), New Zealand and Canada – whose teacher labour market arrangements are similar to those in Australia. Comparisons with the Australian teacher labour market can then be put into a global context.

United Kingdom

In England the annual school-based Survey of Teacher Vacancies provides information on vacancies by type of school, region and subject area. The survey results are published by the Department for Education and Skills (DfES).

An important measure derived from this survey is the “vacancy rate” which is the ratio of vacancies to the number of permanent full-time teachers employed. The survey results do not refer to shortages as such but recruitment difficulties can be expected to be greater when the vacancy rate is high. As the National Union of Teachers points out, however, the data gives no indication of the number of schools using teachers for subjects in which they are not qualified, instructors and unqualified people.  

Between 1997 and 2004 the overall vacancy rate (for maintained nursery, primary and secondary schools) has risen from 0.5 per cent to 0.7 per cent. The rate for secondary schools in January 2004 was 0.9 per cent. It peaked during this period at 1.5 per cent in 2001. The vacancy rates have fallen since 2001 in most secondary subjects, except for social sciences and geography which have remained the same. The highest vacancy rates exist in the subject areas of information technology (1.5 per cent), mathematics (1.4 per cent) and religious education (1.4 per cent). Other subject areas also have comparatively high vacancy rates: sciences; English; design and technology; and music, but these rates are still considerably lower than in previous years.

Vacancy rates continued to be higher in some geographical areas. London and the East/South East England areas have consistently experienced high vacancy rates over time.

The UK Government has taken a number of steps to address recruitment difficulties. Details are available on the Teacher Training Agency (TTA) website at http://www.teach.gov.uk. The TTA, established in 1994, sets out to raise the standard of teaching by attracting able and committed people to teaching and improving the quality of teacher training courses. The website provides comprehensive information on the skills required to be a good teacher, routes into teaching, career prospects; support for trainees, etc.

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A range of financial incentives are available to encourage the take-up of teacher training, especially in areas of high demand. These incentives include:

- Training bursaries of £6,000 to most postgraduate trainee teachers and bursaries of £7,000 for students undertaking secondary mathematics or science courses (from August 2005);
- Payment of tuition fees for eligible education students;
- The Secondary Shortage Subject Scheme, a means-tested hardship fund for eligible trainees in secondary subjects where there is a national shortage of teachers including: design and technology; information and communications technology; mathematics; modern languages; music; religious education; science; applied ICT; applied science; engineering; and, manufacturing. The maximum award is £6,000.
- The opportunity to enter teacher training by employment as an “unqualified teacher” while undertaking an individualised training programme. (Graduate Teacher Programme) The programme is aimed at mature people with a UK bachelor’s degree who want to continue earning while they train. The employing school receives a £13,000 grant towards the trainee’s salary and up to £4,000 for their training costs. The programme normally takes one year but may be completed in less time if trainees have teaching experience.
- The Registered Teacher Programme (RTP) which similarly allows candidates who have completed two years of higher education to qualify as a teacher while employed in a school. Employed as an “unqualified teacher” and following an individual programme leading to Qualified Teacher Status, the candidates completes a degree. The Teacher Training Agency pays up to £4,000 to cover training costs and the programme normally takes two years though may take less time depending on experience.
- Repayment of Teachers Loans (RTL). Under the RTL scheme, which is being piloted from 2002 to 2005, the Government will re-pay the student loans of newly qualified teachers in shortage subjects such as English (including drama), mathematics, modern languages, design and technology, information and communications technology, science and Welsh. The teachers must go straight into teaching after qualifying and teach one or more of these subjects for at least half of their teaching time during a normal week.
- Availability of “Golden Hellos” of £4,000 to eligible postgraduates teaching at a maintained school or non-maintained special school in England in a priority subject including: mathematics; science; English (including drama); modern languages; design and technology; or, information and communications technology, who successfully complete induction and are working in eligible teaching positions within 12 months after completing induction. Trainees in mathematics and science may be eligible for a £5,000 “Golden Hello”. In Wales, Welsh is also a priority subject.
- Financial incentives and support for people returning to teaching. Returners courses, bursaries of up to £1,500 and childcare support for individuals wishing to return to teaching are available. The Returning to Teach programme provides information on

developments in the profession, jobs and training opportunities to teachers who are
taking a break from teaching to keep them up-to-date.\(^{70}\)

On 22 October 2002 the Minister for School Standards, David Miliband, and the then Secretary of State, Estelle Morris, released a series of publications, *Time for Standards* outlining the future of the teaching profession and plans for remodelling the school workforce. Change was considered necessary because research had shown that teachers worked an average of 52 hours per week, of which 20 per cent was spent on non-teaching tasks (which could be undertaken by other adults). The situation could not be tackled simply by recruiting more teachers. “Teacher numbers are already at their highest point for 20 years. And yet we still need to recruit 10 per cent of new graduates to teaching, and in subjects like mathematics, the figure is 40 per cent.”\(^{71}\)

The remodelling programme aimed to “give teachers more time, extra support and renewed leadership” by investing £12.8 billion annually by 2005 – 06 to allow more time for lesson planning, preparation and student assessment and relief from administrative burdens. Additional support staff include administrative staff, teaching assistants and ICT technicians. Employing business, personnel, lead-behaviour and facilities management experts aims to allow Head teachers to focus on leadership of teaching.

On 15 January 2003 an agreement was signed by government, employers and the majority of school workforce unions which underpins reform of the school workforce.\(^{72}\) Phase one of implementation of the agreement was scheduled for 2003 and included reductions in excessive hours and routine delegation of 24 non-teaching tasks. Phase two scheduled for 2004 included new limits on covering for absent teachers. Phase three scheduled for 2005 includes guaranteed time for planning, preparation and assessment (a minimum of 10 per cent of their timetabled teaching time) and new invigilation arrangements.\(^{73}\)

According to an online survey conducted in June 2004 during phase two of the remodelling programme, 98 per cent of respondents reported positive changes as a result of the remodelling, 87 per cent of teachers in the schools who responded experienced an improvement in work/life balance and 91 per cent were able to focus more of their time and energy on teaching and learning.\(^{74}\)

**United States of America**

The most comprehensive and widely quoted study on teacher supply and demand issues in the USA, *What Matters Most: Teaching for America’s Future*, published by the National Commission on Teaching and America’s Future (NCT&AF) in 1996, stated that recurring shortages of teachers have characterised the US labour market for most of the 20\(^{th}\) century. According to that report, shortages as measured by the vacancy rate and more qualitative measures of recruitment difficulty, were most pronounced in 1996 in bilingual education, special

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\(^{71}\) [http://www.teachernet.gov.uk/wholeschool/remodelling/](http://www.teachernet.gov.uk/wholeschool/remodelling/)


education, physics, chemistry, mathematics and computer science. Black American teachers were also particularly highly sought after. Shortages were most severe in the poorest districts.

The Schools and Staffing Survey (SASS), conducted on behalf of the National Centre for Education Statistics (NCES), covers public and private schools and has components providing information about teacher demand and shortages, the views of school principals and of teachers, and data on the school and school district. The information is published by the NCES on their web site, www.nces.ed.gov. However, analysis of these data has not produced a general consensus in the USA about the extent of teacher recruitment difficulty.

There is little recent data on teacher supply and demand issues in the USA and much of the work done was around 2000 - 01. The OECD report, Attracting, Developing and Retaining Effective Teachers: Background Report for the United States produced in October 2004 notes that there are no reliable data on teacher shortages in the United States but does refer to some analyses that have been done. The report cites Murphy (2003) and his analyses of SASS data for the 1999 - 2000 school year and says that there are acute shortages of mathematics and science teachers, compared to subjects such as English and history, given competition from other professions. There are also shortages in the supply of other areas such as English as a second language and special education teachers. Further, schools in the Southwest and West of the US report acute shortages of qualified teachers and low income urban and rural areas also have difficulty in attracting qualified teachers.

The National Teacher Recruitment Clearinghouse (www.recruitingteachers.org) also notes that there are several geographic areas (particularly rural and urban) and subject areas that consistently report a high need for qualified teachers. States with rapidly growing populations such as California, Texas, Nevada, North Carolina and Florida are experiencing chronic shortages. Subject areas most in need are special education, mathematics, science, bilingual education and English as a second language. “Teachers of colour” are also in need in all subjects, grade levels and geographic areas to reflect the school-age population which is becoming more multicultural and multi-ethnic.

A media release from the US Secretary of Education, Mr Rod Paige, dated 15 October 2002, described the critical need for teachers in curriculum areas such as mathematics, science, foreign language, ESL, reading and special, with the prospect of the problem worsening with increased student enrolments and teacher retirements.

A list of federally designated teacher shortage areas, used in part to determine the allocation of a range of grants and scholarships, is available on the Department of Education website at http://www.ed.gov/offices/OSFAP/Students/repayment/teachers/tsa.html. The most recent data is for 2000 - 02 and the most commonly listed specialisations in designated teacher shortage areas in those years were special education, mathematics, foreign languages (especially Spanish), technology and science.

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At a federal level, the US Department of Education places great emphasis on alternative teacher programs such as Troops to Teachers. Troops to Teachers, which received nearly $US15 million in the 2004 - 05 financial year has been running since 1994. The purpose of the program is to assist eligible military personnel to begin a new career as public school teachers in 'high need' schools. Selection priority is given to those “who have educational or military experience in science, mathematics, special education, or vocational or technical subjects and agree to seek employment as science, mathematics, or special education teachers in elementary schools or secondary schools or in other schools under the jurisdiction of a local educational agency.

Under the Transition to Teaching Program grants totalling $45.3 million were approved for the 2003 - 04 financial year to recruit and retain highly qualified mid-career professionals (including highly qualified paraprofessionals), and recent graduates of an institution of higher education, as teachers in high-need schools, including recruiting teachers through alternative routes to certification.

According to the OECD country background report for the US, there are various incentives and initiatives used at a state and school district level to attract people to public school teaching. Financial incentives include federal student loan “forgiveness”, scholarships, waiving of licensing fees, housing assistance and signing bonuses. But according to the 2003 report ‘Quality Counts’ cited in the OECD report, only 18 of the 24 states offering assistance target the aid to attract teachers to specific subject-area shortages and only 7 target assistance to fill positions in poorer schools. In some states, signing bonuses have not proved very effective in attracting or retaining teachers in high need schools.

Other initiatives have included ‘alternative certification’ programs that allow candidates to some existing certification requirements allowing them to begin teaching more quickly and often complete preparatory coursework after school hours. These programs have had some success in attracting minorities to the profession.

The OECD report also notes that schools in the United States are being held more accountable and retention policies are shifting more towards a view of quality teaching that is linked to student achievement. As a result of the No Child Left Behind Act of 2001, several potential strategies to ensure teacher quality which have been suggested by the US Department of Education address the question of teacher retention including: new teacher induction and mentoring programs; reduced class schedules to lessen the teaching responsibilities of new teachers; performance-based pay; and the development of carer paths that involves the creation of differentiated positions that qualified teachers can pursue while remaining in the classroom. However, the report notes that few of the suggested strategies have been widely implemented. Although change is occurring the process will take time.

78 http://www.ed.gov/legislation/ESEA02/pg27.html#sec2303
80 Attracting, Developing and Retaining Effective Teachers: Background Report for the United States, OECD, October2004, p.28.
81 Attracting, Developing and Retaining Effective Teachers: Background Report for the United States, OECD,
The National Teacher Recruitment Clearinghouse (NTRC) (www.recruitingteachers.org) provides a resource for prospective teachers seeking jobs, and for school districts and States seeking qualified teachers. The website provides advice and presents research on teacher recruitment and retention. In particular it gives examples of successful recruitment strategies employed by school districts and offers advice on induction programs as a retention strategy.

**New Zealand**

New Zealand derives rich data on teachers and teacher movements from the annual surveys of state and state integrated schools\(^82\) conducted by the Ministry of Education.

Enrolments in New Zealand schools have increased significantly in the past few years. An increase in births during the late 1980s and early 1990s contributed to an increase in student numbers in primary schools from 1995 onwards. Primary enrolments are expected to decrease, however, over the next few years and growth in secondary schools is beginning to occur as students move into the secondary sector. The demand for secondary teachers will therefore remain high over the next few years.\(^83\)

Despite this predicted high demand, compared with 2003, at both levels of schooling, both primary and secondary, fewer schools indicated difficulty in filling vacancies in 2004 compared with 2003. In secondary schools, vacancies represented 1.4 percent of all entitlement positions, compared with 1.7 percent in 2003.\(^84\) In the secondary sector, teachers of English (17.6 per cent of vacancies), sciences (14 per cent), technology (12.8 per cent), mathematics (9.7 per cent) and Maori (9 per cent) are in greatest demand.\(^85\) Vacancies are more likely to occur in rural areas, schools with larger concentrations of Maori students and in schools in lower socio-economic areas.\(^86\)

In recent years New Zealand has been active in assisting the growth in the supply of teachers with various initiatives. Current initiatives\(^87\) include:

- Teach NZ Secondary Subject Trainee Allowances for Biology, Chemistry, English, Computing, te reo Maori, Physical Education and Physics, worth up to $10,000.

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\(^82\) The New Zealand Ministry of Education website states: ‘Integrated schools are schools that used to be private and have now become part of the state system. They teach the New Zealand Curriculum but keep their own special character (usually a philosophical or religious belief) as part of their school programme. Integrated schools receive the same government funding for each student as state schools but their buildings and land are privately owned so they charge attendance dues to meet their property costs.’

\(^83\) Monitoring Teacher Supply: Survey of Staffing in New Zealand Schools at the Beginning of the 2004 School Year, Research Division, Ministry of Education, June 2004, p.3.

\(^84\) Monitoring Teacher Supply: Survey of Staffing in New Zealand Schools at the Beginning of the 2004 School Year, Research Division, Ministry of Education, June 2004, p.3.

\(^85\) Monitoring Teacher Supply: Survey of Staffing in New Zealand Schools at the Beginning of the 2004 School Year, Research Division, Ministry of Education, June 2004, p.15.

\(^86\) Monitoring Teacher Supply: Survey of Staffing in New Zealand Schools at the Beginning of the 2004 School Year, Research Division, Ministry of Education, June 2004, p.11.

\(^87\) Monitoring Teacher Supply: Survey of Staffing in New Zealand Schools at the Beginning of the 2004 School Year, Research Division, Ministry of Education, June 2004, p.3.
(According to the TeachNZ website, as of January 2005, technology will be added and physical education will be removed from the list. Computing will be removed from 2006. The allowances are available to graduates and near-graduates committing to become secondary teachers in these targeted subjects.\(^{88}\))

- Loan support for teachers of te reo Maori, Physics and Mathematics in their second to fourth years of teaching. (According to the Teach NZ website, a payment of $2,500 will be made in each of the teacher’s second, third and fourth years of teaching.)
- Retraining for former secondary teachers.
- Returning to teaching allowances.
- Maori, Pasifika and rural scholarships worth $10,000 each. (TeachNZ Scholarships worth $10,000 are available to people from rural areas wanting to teach in rural areas and people wanting to teach using the Maori language.\(^{89}\))
- Conversion courses to assist existing primary teachers with degree qualifications to teach in secondary schools.
- National relocation grants of NZ$5,000 to encourage New Zealand teachers overseas to return home.
- International relocation grants of $3,000 to encourage overseas trained teachers to come to New Zealand to teach.

Teach NZ scholarships are also available to people wanting to teach in early childhood education. Details of these scholarships and initiatives, and information on teaching careers are available on the TeachNZ website at [www.teachnz.govt.nz](http://www.teachnz.govt.nz).

**Canada**

The coverage and quality of information concerning teacher shortages in Canada is varied and is not as comprehensive as for the other countries discussed in this chapter. As noted in previous MCEETYA reports, there appears to be a lack of official sources of information at the national level. This may be due to the fact that Canada does not have a national department of Education, although there is a Council of Ministers of Education, Canada (CMEC), comprised of provincial and territory ministers.\(^{90}\) Also, according to the Canadian Teachers’ Federation, quoted in a report by the Australian Council for Education Research, ‘teacher employers in Canada have been somewhat resistant to the idea that any problems exist in recruiting and retaining teachers’.\(^{91}\) This may help explain the apparent lack of research done since that discussed in the 2003 MCEETYA report. There is little information on the current situation and a dearth of information on current initiatives in the provinces to address supply and demand issues reported in the earlier research. As is noted in one recent report by the Nova Scotia provincial government, concerns about possible teacher shortages in the late 1990s have

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\(^{89}\) [http://www.teachnz.govt.nz](http://www.teachnz.govt.nz)


lessened in recent years although there remain concerns about shortages in specific subject areas and geographical locations.\footnote{Nova Scotia Public Education Teacher Supply and Demand: 2004 Update Report, Nova Scotia Department of Education, December 2004, p.2.}

In January 2002 a report on a situational analysis of Canada’s education sector human resources was released. The \textit{ABC’s of Educator Demographics} reported on a project undertaken by CS/RESORS Ltd on behalf of a steering group composed of representatives from Association of Canadian Community Colleges, Canadian School Boards Association, Canadian Teachers’ Federation, Movement for Canadian Literacy, National Association of Career Colleges and Statistics Canada.

The situational analysis had three main purposes:

\begin{itemize}
  \item To provide a snapshot of Canada’s education sector;
  \item To review current discourse on the issue of potential human resource shortages in the sector; and
  \item To consider directions for future research on the sector that would be useful for long-term human resource planning.\footnote{The ABCs of Educator Demographics, The Steering Group for the Situational Analysis of Canada’s Education Sector Human Resources, January 2002, p.iii.}
\end{itemize}

The report noted the key findings on a range of reports on teacher shortages in Canada:

\begin{itemize}
  \item The Canadian Teachers Federation Survey of Canadian School Boards on Supply/Demand Issues found that teacher shortages were the most prevalent in science subjects in the four years prior to the survey.\footnote{CTF Survey of Canadian School Boards on Supply/Demand Issues, Canadian Teachers Federation Economic Services Bulletin, October 2000.} Recruitment had become more difficult, with shortages possibly exacerbated by the size or location of the school district. Retirement was seen as the major cause of recruitment difficulties.
  \item In November 2000, the British Columbia Teacher’s Federation reported that there were teacher shortages in some geographic areas and in the subject areas of mathematics, science, technology, French, special education, home economics, ESL and counselling.\footnote{Teacher Supply and Demand in British Columbia – Enhancing the Quality of Education: Attracting, Recruiting and Retaining the Best Teachers, brief to the government of British Columbia, British Columbia Teachers’ Federation, November 2000.} Retirement was a major contributing factor to shortages. While province-wide enrolment patterns were expected to level out or slightly decline, some urban areas were experiencing high enrolment growth.
  \item A report prepared by the Ministry of Education for the British Columbia Teacher Supply and Demand Consortium advised that slightly more than half the reported shortages were at secondary level, with the most acute being in the subject areas of technology, mathematics, science and languages. Nearly one-quarter of the total teacher shortage was anticipated in elementary schools, with the three main subject areas affected being French immersion, special education and counselling.
  \item The Alberta Learning Teacher Supply and Demand Committee reported that Alberta benefited from in-migration of teachers from other Canadian provinces and other
\end{itemize}
countries due to its “vibrant economy”. Aggregate teacher supply exceeded demand and was likely to continue to do so until sometime between 2003 and 2005 when supply and demand might equalise.

- The subject areas where teachers were in the most demand were senior high school level science, mathematics, technology, French and special education. Nearly 90 percent of respondents reported no difficulty in recruiting elementary school “generalists”.

- The Ontario Teacher’s Federation reported in April 2001 that demand for qualified teachers had increased at a faster rate than supply over the previous three years. Shortages were being experienced in mathematics, physics, technology, French as a second language, special education and computer studies. It was estimated that 56,000 teachers would retire, meaning Ontario would require an additional 10,000 teachers for following years until enrolment growth was expected to level out in 2004.

- The Quebec Ministry of Education produces projections of teaching staff in Quebec school boards and recruitment requirements. The latest projections, extending to 2011-12 indicated that the teaching workforce was decreasing in numbers, but more slowly than the anticipated student enrolment (projected 15 cf 17 percent between 2000-01 and 2011-12); numbers of teachers would decline in all fields, except for language of instruction; mathematics, science, pre-school education and vocational education would decline less than all other fields of education; there would be increased need for French and social studies teachers, due to policy and curriculum changes; and elementary school teaching would increase until 2002-03 and then decline rapidly.

- Work by the Memorial University of Newfoundland found no overall teacher shortage in 2000-01, although there was high demand for teachers in rural and remote areas, and shortages in subject areas of mathematics, chemistry, physics, special education and French. Mathematics, science and technology positions were particularly difficult to fill due to more appealing opportunities in private industry. Declining birth-rates were expected to soften the demand for teachers.

- The Federation of Independent Schools of Canada advised that the patterns for recruitment difficulties appeared similar to those in the public sector, including great difficulty in finding teachers for senior mathematics, French and music. There were no difficulties in recruiting teachers in English, social studies or physical education. Schools in small or rural communities also experienced a greater degree of recruitment difficulty than their urban counterparts.

- A December 2001 report by a Nova Scotia Education Consultative Forum subcommittee, made up of members of the Department of Education, School Boards, Teacher’s Union, and local universities reported that enrolments were projected to decline by 16.1 percent from 2000-01 to 2009-10, while the anticipated rate of decline in teacher numbers was 10 per cent. New supply was expected to exceed new demand from 2002-03 to 2004-05 and in 2009-10. New demand was expected to exceed new supply from 2005-06 to 2008-09.

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97 Teaching for Success: Will Ontario have the teachers it needs?, Ontario Teachers Federation, April 2001
Projections also indicated there would be shortages in the subject areas of mathematics, general and other sciences, technology, family studies, and special education, and shortages could also occur in physics, chemistry, physical education, speech therapy and guidance.

In March 2002 an Inter-organisational Committee presented their report, *Teacher Supply and Demand in Manitoba* to the Minister of Manitoba Education, Training and Youth. Findings included: the Manitoba school age population was increasing, student-teacher ratios were stable, and the teaching workforce was ageing, with the number of annual teacher retirements increasing. While the demand for new teachers varied across divisions/districts, the greatest need was in the subjects of senior high mathematics, natural sciences, vocational/industrial, computer science and French immersion.

Since the previous MCEETYA report, as stated above, there has been little information produced by which to assess whether the situation in Canada has changed or remained much the same.

In Nova Scotia, an update report has been produced, *Nova Scotia Public Education Teacher Supply and Demand: 2004 Update Report*. The report concludes that the status of the teacher labour market in Nova Scotia has improved since the 2001 Update report. The projections in the report indicate that there will not be an aggregate shortage of teachers in Nova Scotia in future years assuming current levels of supply continue. Projections in the report are for the years 2004-05 to 2012-2013. For particular subject areas, it is projected that there will be: an oversupply of English, social studies and biology teachers; a shortage of mathematics teachers; and a tight labour market for physics, physical education, fine arts (other than music) and family studies teachers.

According to the OECD report, *Attracting, Developing and Retaining Effective Teachers in Quebec*, overall there is no shortage of teachers in the province but there are shortages in some outlying regions and some subject areas (mathematics and science). There is some difficulty in attracting candidates to education faculties in some fields such as mathematics, science and second languages, however teacher retention is not currently a problem in Quebec. However, the Quebec Ministry of Education is currently looking at ways of recruiting secondary level mathematics and science teachers and keeping them in the profession. The Ministry is also looking at ways to minimise the movement of teachers from remote regions to urban centres, from multigrade classes to ordinary classes, and from native establishments to Anglophone and Francophone schools.

In Alberta, according to the Alberta Government website, Alberta is not currently experiencing an overall teacher shortage but in some school jurisdictions there is difficulty hiring teachers in

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102 *Attracting, Developing and Retaining Effective Teachers in Quebec*, OECD, November 2003, p.75.
the fields of mathematics, science, second languages and career technology studies. There is also a need for special needs and Aboriginal teachers.\textsuperscript{103}

The degree and extent of teacher shortages across Canada varies but there are common areas of current or projected teacher shortages/recruitment difficulties which remain similar to those in 2003. These common areas are in mathematics, science, technology, French and special education, and in some rural areas.

**Summary of teacher supply and demand in selected English-speaking countries**

<table>
<thead>
<tr>
<th>Key learning area</th>
<th>UK</th>
<th>USA</th>
<th>NZ</th>
<th>Canada</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health/Physical Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Languages other than English</td>
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<tr>
<td>Mathematics</td>
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<tr>
<td>English</td>
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<tr>
<td>Science</td>
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<td>.</td>
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<tr>
<td>Studies of society and the environment</td>
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<tr>
<td>Visual and performing arts</td>
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<tr>
<td>Technology</td>
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<tr>
<td>Special education</td>
<td>.</td>
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<tr>
<td>Other</td>
<td>.</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Specific localities\textsuperscript{2}</td>
<td>.</td>
<td>.</td>
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</tr>
</tbody>
</table>

Table 5.1

Summary\textsuperscript{1} of recruitment difficulties/shortages in selected English-speaking countries

As the 2003 MCEETYA report pointed out, information on teacher recruitment difficulties is not of a consistent quality or currency from the four English speaking countries discussed in this chapter. From the information available, however, it appears that some degree of teacher recruitment difficulty is being experienced by them all. The difficulties are generally in subject areas such as mathematics, sciences, special education and technology. As in Australia, vacancies in rural and remote geographic locations tend to be more difficult to fill, and factors such as an ageing workforce, competition from other careers for maths, science and IT graduates, and variations in student numbers and class sizes remain common underlying causes of recruitment difficulties.

\textsuperscript{1} Recruitment difficulties/shortages identified from reports specified in this chapter.

\textsuperscript{2} Includes rural/remote areas and difficult-to-staff metropolitan areas

\textsuperscript{103} http://www.education.gov.ab.ca/FactsStats/teachersupply.asp
Chapter 6
OECD Attracting Developing and Retaining Effective Teachers

Background
In April 2002, the Organisation for Economic Cooperation and Development (OECD) Education Committee launched the project Attracting, Developing and Retaining Effective Teachers. The main objectives of the project were to synthesise research on issues related to policies on attracting, recruiting, retaining and developing effective teachers; identify innovative and successful policy initiatives and practices; facilitate exchanges of lessons and experiences among countries; and identify options for policymakers to consider.

The project, conducted over the 2002-04 period, involved two complementary approaches:
- an analytical review, including Country Background reports from the 25 participating countries, including Australia, literature reviews, data analyses and commissioned papers to analyse the factors that shape attracting, developing and retaining effective teachers; and
- a thematic country review, drawing on external review teams to provide in-depth analysis of context, key factors and policy responses in participating countries.104

Outcomes
Reporting on the project, the OECD Directorate for Education acknowledged that although the information was inconsistent, and not all countries were in the same position, a number of concerns were consistently raised:

- Concerns about the attractiveness of teaching as a career;
  - About half of the participating countries reported serious concerns about maintaining an adequate supply of good quality teachers, especially in high-demand subject areas;
  - There were widespread concerns about long-term trends in the composition of the teaching workforce - e.g. fewer "high achievers’ and fewer males;
  - There were concerns about the image and status of teaching, with teachers often feeling their work is undervalued;
  - Teachers relative salaries were declining in most countries;
- Concerns about developing teachers’ knowledge and skills;
  - Most countries reported concerns about “qualitative” shortfalls - whether enough teachers have the knowledge and skills to meet school needs;
  - Major concerns were expressed about the limited connections between teacher education, teachers’ professional development, and school needs;
  - Many countries lacked systemic induction programmes for beginning teachers;
- Concerns about recruiting, selecting and employing teachers;

There were concerns in most countries about the inequitable distribution of teachers among schools, and whether disadvantaged students had the quality teachers that they needed;

- Schools often had little direct involvement in teacher appointments;
- Some countries have a large over-supply of qualified teachers, raising its own policy challenges;

- Concerns about retaining effective teachers in schools
  - Some countries experienced high attrition rates, especially for new teachers;
  - Teachers expressed concerns about the impact of high workloads, stress and poor working conditions on job satisfaction and teaching effectiveness;
  - There were only limited means in most countries to recognise and reward teachers’ work;
  - Processes for responding to ineffective teaching were often cumbersome and slow.\(^\text{105}\)

Ageing of the teaching workforce compounds many of these concerns. Across the 25 countries participating in the project, 25 per cent of primary and 30 per cent of secondary teachers were aged over 50.\(^\text{106}\)

### Chart 6.1  
**Ageing of the teaching workforce**

The activity focussed on four main policy themes: policies intended to attract more able people into the teaching profession; policies to improve teacher education, development and


\(^{106}\) p 5, ibid
certification; policies to improve teacher recruitment, selection and assignment to schools; and policies to retain effective teachers in schools. Priorities within each of these themes are discussed separately below.

**Attracting able people into teaching**

Around half of the participating countries report serious concerns about maintaining an adequate supply of good quality teachers. There are several key research components the OECD activity has assessed to attract teachers into the teaching workforce including:

*Improving teaching’s salary competitiveness* – empirical evidence suggests that relative pay influences the decision to become a teacher, the decision to remain a teacher, and the decision to return to teaching. In 15 of the 21 countries with relevant data, the statutory salary of a primary classroom teacher with 15 years experience fell relative to GDP per capita between 1996 and 2001. The long-term decline in teachers’ relative salaries is likely to have affected not only the numbers who wish to teach but also their quality. Although an increase in teachers’ relative salary can be reasonably expected to reduce shortages, whether or not the quality of the teacher workforce also improves depends on which teachers join and which teachers stay.

Target policy initiatives are also evident in regard to attracting particular types of teachers, with a number of countries introducing special programmes and incentives designed to attract more teachers for particular subjects. Fee waivers, scholarships and forgivable loans are some of the financial incentives being provided to attract such people into teaching, and salary bonuses and recognition of work experience are being provided for those who already have qualifications that are in short supply.

*Improving the image and status of teaching* – many countries are concerned about the image and status of teaching, with teachers feeling that the community does not recognise the nature of their work or the value of what they do. Promotional programs to increase awareness of the teaching profession are vital to reflect the importance and rewards of a teaching career.

*Making reward mechanisms more flexible* – evidence suggests that in a number of countries the current incentives are insufficient to attract teachers to work in challenging schools or in difficult locations. Rigidity in teacher salary structure in some countries gives no premium for teachers who work with disadvantaged students or in remote or high cost areas. Substantial salary allowances for teaching in difficult areas, transportation assistance for teachers in remote areas, or bonuses for teachers with skills in short supply will help ensure that all schools are staffed with teachers of similar quality.

*Using non-financial incentives to reward teachers* – Time allowances, sabbatical periods, fee support for post-graduate courses and courses for teacher increase the attractiveness of the profession and help ensure that skills and knowledge are up to date.

*Making hurdles throughout the career more even* – Short periods of employment can result for teachers beginning their career in some countries as teachers may be given initial temporary employment status. Job security and salary rises over time are generally acquired by permanent teachers thus creating uneven hurdles for some teachers in their teaching career.
Expanding the supply of potential teachers – The teaching profession could benefit from potential teachers with relevant skills and experience obtained outside of education. Supply of teachers can be augmented by the increased mobility of teachers across educational levels, ensuring sufficient opportunities for retraining and re-skilling and maintaining contact with former teachers.

Targeting policies at particular types of teachers – Across the board policy approaches in some OECD countries fail to reflect the diverse and specific experiences of particular schools and teachers. Teacher shortages may vary by subject, level of schooling and regional location and a more productive policy approach may be one that involves attracting particular types of people into teaching, and teachers to particular schools. Policies for part-time teachers or for older teachers considering retirement could be of value.

Rethinking the trade-off between the student-to-teacher ratio (STR) and average teacher salary – In general terms those OECD countries with the highest STR paid their teachers the highest salary relative to GDP per capita, and those with the lowest STR paid their teachers least. Countries with relatively high average teacher salaries are more likely to report an over-supply of teachers, while those with relatively low teacher salaries are more likely to report teacher shortages. Reductions in class sizes can be beneficial for some students (especially for students in the early years of school or from disadvantaged backgrounds), however reductions in class-sizes are unlikely to lead to substantial learning gains in the class sizes currently existing in most OECD countries.

Capitalising on an oversupply of teachers – As some countries have many more qualified applicants than teaching positions, opportunities exist for more scope to be selective about those who are employed. This can be achieved by focussing on a range of other selection criteria (and not just from examination results). The oversupply of teachers also permits a rethink of policy (for institution of education also) in the ease in which traineeships and other professional development activities are distributed.

Educating, developing and certifying teachers

The reduction in the provision of teacher education in many OECD countries has emerged as an issue for policy makers given low completion rates. Coupled with the expectations placed on teachers to deal with students from different cultural backgrounds, the demands on schools and teachers are becoming more complex. A range of strategies has been canvassed to improve teacher education provision including:

Improving selection into teacher education – entry to teacher education is largely unrestricted for upper secondary school completers. While this provides open access to higher education for secondary school graduates, it also puts pressure on resources and raises concerns about the preparation and aptitude of many of those enrolled. Introducing more competitive entry into teacher education can help to assess whether individuals wanting to teach have the motivation, skills, knowledge and personal qualities to become teachers.

Providing more flexible forms of initial teacher education – training routes to become teachers differ between countries. Teacher education programmes vary with the regard to their duration,
with the range across OECD countries between 3 to 8 years. In some countries, courses for secondary teachers can have longer durations than courses for primary teachers. With greater use of modular curriculum, teachers are able to gain qualifications in other levels of education or subject areas, with a range of common elements in the qualifications so that teachers can change specialisations and teach in other schools.

Changing the emphasis in initial teacher education – the emerging view is that initial teachers need to develop skills for reflective practice and research on-the-job. Schools have identified concerns about new teachers’ pedagogical skills and their capacity to work in socially diverse schools.

Strengthening partnerships between teacher education institutions and schools – many participating countries express concern about the limited co-operation between teacher education institutions and schools. More overt and deliberate forms of partnerships between schools and teacher education institutions are necessary to provide trainee teachers with a more integrated experience. Feedback loops ensure that content and methodology of teacher education is informed by actual school and classroom needs.

Using teacher profiles to align teacher education and school needs – teacher profiles, used to provide a common set of objectives for teacher development, can be a powerful mechanism for a more responsive system of teacher education, leading to the comparability of qualifications and contributing to enhanced teacher mobility.

Strengthening induction programmes – Structured induction programmes can provide the coaching necessary to bridge the gap between training and reality, and can have positive effects on retention rates during the first years of teaching. Mentors can also be beneficial in providing guidance and supervision to beginning teachers.

Integrating professional development throughout the career – teachers’ participation varies widely across countries (as well as within countries), from less than 10 per cent in one country to 70 percent in another. There are substantial challenges in ensuring that all teachers, and not just the motivated ones, are lifelong learners. Three strategies are evident in participating countries to ensure lifelong learning of teachers including ones that are entitlement-based (time release/financial support for undertaking recognised professional development activities); incentive-based (linking professional development with performance management for salary advances) and a school-based strategy which links teacher development with school improvement needs.

Improving the provision of professional development – participation in professional development activities is mandated in some countries and as a result incentives for innovation and quality improvement are reduced. Opening up the market for professional development by encouraging a range of providers in response to school and teacher demand, evaluating impacts of different approaches to professional development and informing schools and teachers about effective strategies and programmes can help overcome supply restrictions.
Maximising the benefits of professional development – successful developmental programs are ones which learning activities are similar to ones they will experience in the classroom and are ongoing.

**Recruiting, selecting and assigning teachers**

In some countries teachers are selected on the basis of very limited criteria and schools themselves play little or no role in the selection or appointment process. School systems more often use more easily measured qualification criteria (qualification held or years of experience) as opposed to a broader assessment of candidates that may give a better guide to teaching quality. Several strategies have been examined to address issues of teacher quality including:

*Using more flexible terms of employment* – in a number of countries teachers are employed as public servants with tenured employment once permanency is obtained. Tenured employment can also make it difficult to adjust teacher numbers when enrolments change, and may mean the burden of adjustments can fall on teachers who lack tenure. Considerations of renewable, fixed term contracts for teachers (with a minimum duration) subject to assessment and performance criteria may be one approach for teachers to improve their practice.

*Involving schools in teacher recruitment and selection* – there is a broad trend towards giving school principals and local authorities a greater say in the selection of teachers in public school systems. This can however lead to an inequitable distribution of teachers and the possibility of favouritism in teacher selection by schools. Broader selection criteria and greater weight to characteristics that are hard to measure may be more directly related to the quality of teaching and learning than traditional emphases on qualifications and years of experience.

*Meeting short-term staffing needs* – replacement pools of relief teachers provide quick responses to imbalances to supply and demand and provide opportunities for beginning teachers who may be facing difficulties in obtaining regular teaching positions.

*Encouraging greater teacher mobility* – limited mobility of teachers between schools, teaching and occupations can hinder the spread of new ideas and approaches with fewer opportunities for diverse career experiences for teachers. Providing incentives for greater mobility and removing barriers are important policy responses.

*Improving information flows* – the development of transparent and prompt systems to close the information gaps between teachers and schools is essential for an effective functioning of the teacher labour market particularly where schools are more directly involved with teacher recruitment and selection. Creating websites where job information and vacancies is centralised or establishing a network of agencies to co-ordinate and foster recruitment activities is an increasing requirement in some countries.
Retaining effective teachers in schools

Attrition rates are highest in the first few years of teaching, and decline with age, however in most countries there are still reasonably large numbers of older teachers who leave before retirement. Leaving the profession for reasons other than retirement is more common for younger teachers; males rather than females; teachers in hard to staff schools and regions; teachers with higher qualifications and secondary teachers rather than primary teachers. Several policies for retaining teachers have been identified including:

*Improving job satisfaction* – teachers place a lot of importance on the quality of their relations with students and colleagues, on feeling valued and supported by school leaders, and having good working conditions and opportunities to develop their skills. Although attractive salaries are clearly important in improving teaching's appeal, policy needs to address issues other than pay.

*Improving recognition and rewards for effective teaching* – a number of countries have introduced, or in the process of introducing, schemes to better identify, recognise and reward effective teaching. Varying between countries, these form part of a broader movement towards a stronger focus on educational outcomes.

*Providing more opportunities for promotion* – with an increasing trend toward greater school-level decision-making, teachers should be encouraged to develop a greater range of roles within schools given that promotional prospects can influence whether teachers remain in the job. Such roles represent the introduction of “middle management” positions in schools.

*Reducing workload and stress* – the lack of explicit recognition of the wide variety of tasks that teaching actually entails can create stress through uncertainty as to who is responsible for what and adds to workload because adequate resources are not always made available. Teacher workload, in terms of classroom teaching hours, is only one aspect of a complex job profile, with other responsibilities not explicitly recognised and therefore not reflected in industrial negotiations.

*Improving leadership and school climate* – school leadership is an important influence on teacher retention by helping to foster a stimulating and supportive school culture as well as helping teachers cope with mounting and sometimes contradictory external pressures. Many countries have identified priorities for improved training, selection and evaluation processes for school leaders, upgraded support services, and providing more attractive compensation packages.

*Providing more flexible working hours and conditions* – programmes that enable teachers to work part-time, take more leave opportunities and reduce their working hours without jeopardising their long-term employment and pension rights can increase teacher retention and reduce career burn–out.
Policy implications

The OECD highlights the links between teacher quantity and quality issues. In the short term, school systems often respond to teacher shortages by: lowering qualification requirements for entry into the profession; assigning teachers to teach in subject areas in which they are not fully qualified; increasing the number of classes allocated to teachers; or by increasing class sizes. These solutions present problems about the quality of teaching and learning. On the other hand, while a country may not have a shortage of qualified teachers, this does not necessarily mean that the quality of their teaching is adequate.\textsuperscript{107}

The quality of teaching is determined by the “quality” of the teachers and also by the environment in which they work. Where teachers work in settings that fail to provide appropriate support, challenges and reward, able teachers may not necessarily achieve their potential. The OECD suggests that to attract and retain effective teachers, education provider policies need to provide support and incentives for professional development and on-going performance at high levels. To this end, policy initiatives are required at two levels:
- Directed towards the teaching profession as a whole - largely in relation to its status;
- Targeted to particular types of teachers and schools.\textsuperscript{108}

These main policy directions are summarised in Table 6.2. It should be noted, however, that not all these policy implications apply equally across the participating countries; in many instances they may already exist, or may have less relevance.


\textsuperscript{108} p.8, ibid
Table 6.1 Policy Implications

<table>
<thead>
<tr>
<th>Policy objective</th>
<th>Directed towards the teaching profession as a whole</th>
<th>Targeted to particular types of teachers or schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Making teaching an attractive career choice</td>
<td>-- Improving the image and status of teaching</td>
<td>-- Expanding the supply pool of potential teachers</td>
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<td></td>
<td>-- Improving teaching’s salary competitiveness</td>
<td>-- Making reward mechanisms more flexible</td>
</tr>
<tr>
<td></td>
<td>-- Improving employment conditions</td>
<td>-- Improving experience conditions for new teachers</td>
</tr>
<tr>
<td></td>
<td>-- Capitalising on an over-supply of teachers</td>
<td>-- Rethinking the trade-off between the student-teacher ratio and average teacher salary</td>
</tr>
<tr>
<td>Developing teachers’ knowledge and skills</td>
<td>-- Developing teacher profiles</td>
<td>-- Improving selection into teacher education</td>
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<td></td>
<td>-- Viewing teacher development as a continuum</td>
<td>-- Improving practical field experiences</td>
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<td></td>
<td>-- Making teacher education more flexible and responsive</td>
<td>-- Certifying new teachers</td>
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<tr>
<td></td>
<td>-- Accrediting teacher education programmes</td>
<td>-- Strengthening induction programmes</td>
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<td></td>
<td>-- Integrating professional development throughout the career</td>
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</tr>
<tr>
<td>Recruiting, selecting and employing teachers</td>
<td>-- Using more flexible forms of employment</td>
<td>-- Broadening the criteria for teacher selection</td>
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<tr>
<td></td>
<td>-- Providing schools with more responsibility for teacher personnel management</td>
<td>-- Making a probationary period mandatory</td>
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<tr>
<td></td>
<td>-- Meeting short-term staffing needs</td>
<td>-- Encouraging greater teacher mobility</td>
</tr>
<tr>
<td></td>
<td>-- Improving information flows and the monitoring of the teacher labour market</td>
<td></td>
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<tr>
<td>Retaining effective teachers in schools</td>
<td>-- Evaluating and rewarding effective teaching</td>
<td>-- Responding to ineffective teachers</td>
</tr>
<tr>
<td></td>
<td>-- Providing more opportunities for career variety and diversification</td>
<td>-- Providing more support for beginning teachers</td>
</tr>
<tr>
<td></td>
<td>-- Improving leadership and school climate</td>
<td>-- Providing more flexible working hours and conditions</td>
</tr>
<tr>
<td></td>
<td>-- Improving working conditions</td>
<td></td>
</tr>
<tr>
<td>Developing and implementing teacher policy</td>
<td>-- Engaging teachers in policy development and implementation</td>
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<td></td>
<td>-- Developing professional learning communities</td>
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<tr>
<td></td>
<td>-- Improving the knowledge base to support teacher policy</td>
<td></td>
</tr>
</tbody>
</table>

Source: Teachers Matter: Attracting, Developing and Retaining Effective Teachers, OECD, 2004

Recruitment Difficulties

Many of the participating countries in the OECD project provided information about teacher shortages in their Country Background reports, particularly in relation to the potential problems created by ageing workforces where large numbers of teachers would be retiring in the next decade.

The following table summarises information provided in individual Country Background Reports and Country Notes. Based on these data, recruitment difficulties would appear to be more of an issue at the secondary level. In most countries, the majority of teachers are aged over 40 and women.\(^{109}\)

\(^{109}\) Although Australia participated in the project, data is not included, as it is covered across this report.
Table 6.2
Summary of Recruitment Difficulties/Shortages, Level of Schooling

<table>
<thead>
<tr>
<th>Country</th>
<th>Primary</th>
<th>Secondary</th>
<th>Potential Shortages flagged</th>
<th>Feminisation(^1)</th>
<th>Ageing Workforce(^2)</th>
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</thead>
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<td>P, S</td>
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</tbody>
</table>

Notes: 1) Feminisation - over 50% of workforce is female
2) Ageing Workforce - over 50% aged over 40
P = Primary
S = Secondary
N/a - Information not provided in report

Source: Respective Country Background Reports and Country Notes, Attracting, Developing and Retaining Effective Teachers, OECD, at http://www.oecd.org/searchResult/0,2665,en_2649_201185_1_1_1_1_1_00.html

Table 6.3 provides a summary of the subject areas in which the participating countries have experienced recruitment difficulties. In some instances, for example, Finland and Germany, recruitment difficulties tend to be regional rather than nationwide. Recruitment difficulties in the subjects of Mathematics, Science and Foreign Languages are most frequently identified.
<table>
<thead>
<tr>
<th>Country</th>
<th>Health/Physical Ed</th>
<th>Foreign Languages</th>
<th>Maths</th>
<th>Mother Tongue/s</th>
<th>Science</th>
<th>SOSE/</th>
<th>VPA/</th>
<th>Tech</th>
<th>VET/</th>
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<th>Specific Locations</th>
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</tbody>
</table>

Notes:  1) Mother Tongue/s refer to the national language/s of the country
        2) Studies of Society and the Environment
        3) Visual and Performing Arts
        4) Vocational Education and Training
        5) Level of difficulty varies greatly according to location

Source: Respective Country Background Reports and Country Notes, Attracting, Developing and Retaining Effective Teachers, OECD, at http://www.oecd.org/searchResult/0,2665,en_2649_201185_1_1_1_1_1.00.html
PART C
Future Outlook
This part of the report examines the outlook for the demand and supply of teachers in Australia over the period to 2009. This is the last year for which estimates of graduations can be based on actual commencements. Chapters 7 and 8 discuss the factors that need to be taken into account in estimating demand and supply of teachers respectively. Chapter 9 uses the framework developed in the previous two chapters to calculate estimates of demand and supply up to 2007.

Chapter 10 explores a number of issues which are likely to have a significant impact on teacher supply and demand at least in the period immediately after 2009 and towards 2014.

**A schema of stocks and flows in the teacher labour market**

As an aid to the discussion in chapters 7 and 8, Chart C.1 provides a diagrammatic representation of stocks and flows in the teacher labour market. The key stocks and flows are:

Key stocks:
- numbers of classroom teachers (or employed teachers);
- those who are relief and casual teachers or awaiting placement; and
- people qualified as teachers but not working as such. This issue was examined in detail in the 2003 MCEETYA report, in the complementary paper, *Career Paths of People with Teaching Qualifications*. The subject is discussed briefly in Chapter 8. Importantly, people qualified as teachers but not employed as teachers, especially those who qualified some years earlier, may not be readily available for employment as teachers – i.e. this is a potential rather than actual stock of teachers.

Key in-flows:
- graduates;
- teachers returning from leave;
- teachers (other than those returning from leave) who are returning into teaching; and
- inward migration.

Key out-flows:
- retirements;
- resignations and other exits (e.g. dismissals and deaths);
- teachers going on extended leave; and
- outward migration.
Chart C.1

Teacher labour markets—main stocks and flows
Chapter 7
Factors affecting the demand for teachers

Demand for teachers is largely met through continuing employment of permanent staff and re-engagement of existing contract or casual staff. Each year, however, new teachers have to be found because some teachers leave and also because the requirement for teachers varies due to a range of factors. Changes in requirements, generally upwards in the past because of population increases, are referred to as ‘growth demand’ for teachers. Teachers leaving and needing to be replaced generates ‘replacement demand’ for teachers. These two factors – new or growth demand and replacement demand - together make up the demand for new teachers.

Growth demand for teachers

During the 1990s growth in the teaching workforce was of the order of 1.1 per cent a year, compared to 1.0 per cent a year in the previous decade.

The total number of teachers required and whether or not additional teachers are required depends on a number of factors. These include: the size of the school age population; participation rates at various ages and especially the retention rate to Year 12; the level of government and private funding of schools, and teacher and ancillary costs; and policies regarding class sizes and curricula (which can affect class sizes). These factors can be encapsulated in two variables which together determine the number of teachers:

- enrolment levels; and
- student to teacher ratios (STRs).

Between 1989 and 2003, enrolments grew and STRs generally declined. This combination led to a relatively strong growth in teacher employment, with the two factors reinforcing each other.

Recent Enrolment trends

Between 1998 and 2003, enrolments increased by 3.8 per cent, with secondary enrolments growing more strongly (4.6 per cent) than primary enrolments (3.2 per cent). Senior secondary school student enrolments grew faster (7.4 per cent) than junior secondary enrolments (3.2 per cent). The strongest growth was for senior secondary enrolments in the non-government sector (13.6 per cent or 2.6 per cent per annum). Projections of enrolment trends are presented in Chapters 9 and 10, which provide projections of demand and supply of teachers to 2009 and 2014 respectively.

Student to teacher ratios

Education providers do not normally use STRs as targets to be achieved. Rather, the STRs are the outcome of decisions made by the education authorities and governments about curricula, learning outcomes and the allocation of resources. However, the STR is useful for projection purposes because it captures all of these factors in a single indicator.
### Table 7.1

**Student to teacher ratios by sector and category of school, 2003**

<table>
<thead>
<tr>
<th></th>
<th>Primary</th>
<th></th>
<th>Secondary</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Government</td>
<td>Non-government</td>
<td>Government</td>
<td>Non-government</td>
</tr>
<tr>
<td>NSW</td>
<td>17.3</td>
<td>17.5</td>
<td>12.6</td>
<td>12.0</td>
</tr>
<tr>
<td>VIC</td>
<td>16.2</td>
<td>16.5</td>
<td>12.1</td>
<td>12.0</td>
</tr>
<tr>
<td>QLD</td>
<td>15.5</td>
<td>16.7</td>
<td>13.0</td>
<td>12.6</td>
</tr>
<tr>
<td>SA</td>
<td>15.9</td>
<td>17.6</td>
<td>12.9</td>
<td>12.2</td>
</tr>
<tr>
<td>WA</td>
<td>16.8</td>
<td>17.3</td>
<td>12.2</td>
<td>12.5</td>
</tr>
<tr>
<td>TAS</td>
<td>16.0</td>
<td>17.2</td>
<td>13.4</td>
<td>12.4</td>
</tr>
<tr>
<td>NT</td>
<td>13.9</td>
<td>18.3</td>
<td>11.6</td>
<td>10.2</td>
</tr>
<tr>
<td>ACT</td>
<td>15.1</td>
<td>18.1</td>
<td>11.9</td>
<td>12.9</td>
</tr>
<tr>
<td><strong>Australia</strong></td>
<td><strong>16.4</strong></td>
<td><strong>17.1</strong></td>
<td><strong>12.5</strong></td>
<td><strong>12.1</strong></td>
</tr>
</tbody>
</table>

Source: *Schools Australia*, Cat No 4221.0, ABS 2003

Note: Student to teacher ratios are derived by using data for full- and part-time students and FTE for teachers.

In this context, it is instructive to compare STRs by State and Territory, level (primary/secondary) and sector of school (government/non-government) as shown in Table 6.1. There is a significant difference in STRs between the States in the government and non-government sectors. In all States and Territories, STRs are higher in non-government primary schools. The differences between government and non-government schools at secondary level, where they exist, are much smaller.

### Chart 7.1

**Student to Teacher ratio, Australia 1984-2003**

![Graph showing student to teacher ratios from 1984 to 2003](chart71.png)

Source: *Schools Australia* (Cat No: 4221.0), ABS, 2003 and earlier years
In the last 19 years, STRs in both levels and sectors of school have, with one exception, progressively fallen at the national level (Chart 7.1) although the trends across levels and type of school have been different. For instance:

- the primary school STR, in both the government and non-government sectors, has declined continuously so that the level in 2003 was respectively 2.3 and 3.6 percentage points lower than in 1984;
- the secondary school STR for government and non-government schools declined but the government secondary STR then rose for a few years before falling again in 1999 and 2000. As a result in 2003 the government secondary STR was higher than at the beginning of the decade; and
- the non-government school STRs have declined at a faster rate than the government STR. Non-government school STRs are generally higher than those of government schools.

Replacement demand for teachers

Replacement demand arises because of losses to teaching from retirements, resignations, deaths and dismissals. The sum of these components is referred to technically as total separations.

Assessment of annual replacement demand relative to growth demand shows that replacement demand has generally been the major source of demand for teachers. Between 1996 and 2003, (gross) annual separations in the government sector have been in the range of 1.6 to 18.4 per cent of the teaching workforce per year. By contrast, growth demand has tended to average slightly more than 1 per cent a year. A separation rate of 2 to 19 per cent of the current teaching workforce (of 250,000) represents the need to replace between 5,000 and 47,500 teachers a year.

Separation rates vary by State, sector and type of school; by the demographic composition of the teaching workforce; and by conditions in the teaching workforce relative to the wider economy. These are discussed further below.

Teachers separating from teaching

In preparing this report States and Territories were asked to provide information on the following categories of (gross) separation:

- Age retirement;
- Resignations below the age of 55;
- Resignations of 55 years old or more;
- Redundancy;
- Contract expired (and not renewed);
- Going on extended leave of at least one term duration; and
- Dismissed or deceased;
- Other.
The data provided by the education authorities form the basis for estimating the extent of separations and the relative importance of the various categories.

**Categories of separation and their importance**

*Redundancies* have not featured as a common means of separation in recent years. *Contract teachers* are a significant part of the teaching workforce. In some States, contract teaching has been an established institutional arrangement, especially for new teachers. In these instances, contract teachers are used both to fill in for teachers going on leave and to occupy an on-going position. In other cases, teachers going on leave are backfilled from the casual teaching labour force. These casual teachers may be employed on contract for the period of the break or, most often, as a casual for the entire period. For these reasons, contract teacher separations can be quite numerous.

*Resignations* can occur for a number of reasons and not all are associated with moves out of teaching. Some resignations actually involve teachers moving from one education system to another or from one State to another.

Research indicates that resignations from teaching are affected significantly by the state of the economy and the characteristics of the teaching labour force. During the early 1990s, resignations fell, reflecting reduced opportunities for other employment in the labour market.\(^{110}\) When this happens, other teachers, who may have wished to take some time off teaching with the intention of re-entering at a later date, may be deterred from doing so, knowing that in the future opportunities for re-entering may be curtailed if fewer teachers resign. As a corollary, resignation rates tend to rise when the general labour market conditions, such as low unemployment rates, favour job seekers.

*Age retirement* depends on the age distribution of teachers, their retirement intentions and superannuation arrangements. Environmental factors, such as wages, conditions and job satisfaction, will also influence teachers’ decisions.\(^{111}\)

Some government sector defined benefit schemes contain superannuation provisions which appear to trigger resignation/retirement decisions at ages such as 54 years and 11 months, 55 or 58 years. The 54/11 provisions apply to now closed schemes in Victoria (Revised Scheme) and the ACT (Commonwealth Superannuation Scheme - CSS). NSW offers full benefits to qualifying females at 55 in one of its schemes, and at 58 for both men and women in another. The Association of Superannuation Funds of Australia (ASFA) notes a relatively high incidence (80 per cent or more) of retirement at these trigger ages for teachers in these schemes, but points out that some of these teachers continue to teach on a casual or part-time basis.

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ASFA suggests that the impact of the 54/11 provisions appears to be particular marked in the ACT, given that around half of the teachers aged over 50 are in the CSS. The design of the CSS offers a resignation benefit just before reaching 55 that is generally superior to the benefit at 55. Similar provisions in the Revised Scheme in Victoria link the resignation benefit to the amount of members’ own contributions plus interest. Due to increases in contributions and relatively high levels of investment earnings not foreseen by the designers of the scheme, resignation benefits have become more valuable just before reaching 55 than benefits after 55. The administrators of the Revised Scheme reported an average take-up rate of 72 percent between 1999 and 2002 of those teachers eligible to claim benefits at 54/11.

112 P.12, ASFA Research Centre, ibid
Table 7.2
Summary of Superannuation arrangements for Australian teachers, 2003

<table>
<thead>
<tr>
<th>State</th>
<th>Superannuation Fund</th>
<th>Sector</th>
<th>Status for new members</th>
<th>Average retirement age 54/11</th>
<th>Maximum Benefits</th>
<th>Type of scheme</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>ACT</td>
<td>Commonwealth Superannuation Scheme (CSS)</td>
<td>Govt</td>
<td>Closed since 1990</td>
<td>57.0</td>
<td>Yes</td>
<td>60 to 65</td>
</tr>
<tr>
<td>ACT</td>
<td>Public Sector Superannuation Scheme (PSS)</td>
<td>Govt</td>
<td>Open</td>
<td>55</td>
<td>55</td>
<td></td>
</tr>
<tr>
<td>NSW</td>
<td>State Authorities Superannuation Scheme (SASS)</td>
<td>Govt</td>
<td>Closed since 1992</td>
<td>58</td>
<td>58</td>
<td></td>
</tr>
<tr>
<td>NSW</td>
<td>State Superannuation Scheme (SSS)</td>
<td>Govt</td>
<td>Closed since 1985</td>
<td>55 or 60</td>
<td>55</td>
<td></td>
</tr>
<tr>
<td>NSW</td>
<td>First State Super (FSS)</td>
<td>Govt</td>
<td>Open</td>
<td>55 or 58</td>
<td></td>
<td></td>
</tr>
<tr>
<td>NT</td>
<td>Government and Public Authorities Superannuation Scheme (NTGPASS)</td>
<td>Govt</td>
<td>Closed since 1999</td>
<td>55 onwards</td>
<td></td>
<td></td>
</tr>
<tr>
<td>QLD</td>
<td>QSuper</td>
<td>Govt</td>
<td>Open</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>QLD</td>
<td>QSuper State</td>
<td>Govt</td>
<td>Closed since 1991</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>State Pension Scheme</td>
<td>Govt</td>
<td>Closed since 1986</td>
<td>55 onwards</td>
<td></td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>State Lump Sum Scheme</td>
<td>Govt</td>
<td>Closed since 1994</td>
<td>55 onwards</td>
<td></td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>Southern State Superannuation (Triple S) Scheme</td>
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<td>Open</td>
<td></td>
<td></td>
<td></td>
</tr>
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<td>TAS</td>
<td>RBR Contributory Scheme</td>
<td>Govt</td>
<td>Closed since 2002</td>
<td>60.0</td>
<td>60.0</td>
<td>After 55</td>
</tr>
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<td>TAS</td>
<td>Tasmanian Accumulation Scheme</td>
<td>Govt</td>
<td>Open</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>VIC</td>
<td>Revised Scheme</td>
<td>Govt</td>
<td>Closed since 1988</td>
<td>Yes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>VIC</td>
<td>New Scheme</td>
<td>Govt</td>
<td>Closed since 1993</td>
<td>After 40 years employment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WA</td>
<td>West State Super</td>
<td>Govt</td>
<td>Open</td>
<td>61.2</td>
<td>59.8</td>
<td></td>
</tr>
<tr>
<td>WA</td>
<td>Gold State Super</td>
<td>Govt</td>
<td>Closed since 1995</td>
<td>59.2</td>
<td>59.6</td>
<td></td>
</tr>
<tr>
<td>WA</td>
<td>Pension Scheme</td>
<td>Govt</td>
<td>Closed since 1986</td>
<td>60.2</td>
<td>57.2</td>
<td>60 or 65</td>
</tr>
<tr>
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<td>Non-Government</td>
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<td></td>
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<tr>
<td></td>
<td>Schools Superannuation Non-Govt fund</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Unemployed Schools Superannuation Trust</td>
<td>Non-Govt</td>
<td>Open</td>
<td>63.0</td>
<td>61.0</td>
<td></td>
</tr>
</tbody>
</table>


Notes:
1 Not fully vested until after 10 years of service. Longer service - greater entitlement
2 Benefit calculation includes number of years service - the longer the service, the greater the entitlement.
3 Depends on the division of the scheme - one before 1994, one after, and whether employee has achieved maximum relevant employment of between 30 and 40 years, depending on contributions.
4 Depends on member contributions

Tables 7.3 to 7.8 provide rates of retirement, resignations and other forms of separations (other than leave of absence) for permanent teachers in government and non-government schools respectively. These data show that:

- although retirements have not been as important a reason for separations among the teaching profession as resignations, retirement rates continue to rise in the government sector, accounting for approximately 5 per cent of the permanent teaching workforce in 2003;
while retirement rates are not too different in the primary and secondary government sectors, the resignation rates have been higher at secondary level. This is the major reason for the higher separation rates at secondary compared to primary level in the government sector;

in line with expectations, relatively strong economic performance of the Australian economy in the period of comparison (1996 to 2003) resulted in relatively high rates of resignations in the non-government sector (about 9 per cent of the teaching workforce);

rising rates of resignation from teaching were also observed at the secondary government level (from 2.5 per cent in 1996 to 3.5 per cent in 2003);

Separation rates also vary across States and Territories, as shown in Tables 7.3 and 7.6, for a variety of factors. In 2003, the Australian Capital Territory had the highest separation rate in the government sector at primary level; at secondary level, the highest separation rates in the government sector were recorded by the Northern Territory and the Australian Capital Territory. The lowest separation rates at both government primary and secondary levels were recorded by Western Australia and South Australia. In non-government schools, the separation rates of Queensland and Western Australia are the highest at primary level; at secondary level, the highest rates are recorded by Queensland and NSW/ACT.

Table 7.3

Government sector separations (other than through leave of absence) from the permanent teaching workforce as a percentage of that workforce, 1996, 2001 and 2003

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Retirement²</td>
<td>0.9</td>
<td>1.6</td>
<td>1.9</td>
<td>0.8</td>
<td>1.7</td>
<td>2.1</td>
</tr>
<tr>
<td>Resignation³</td>
<td>1.8</td>
<td>1.6</td>
<td>2.8</td>
<td>2.5</td>
<td>2.7</td>
<td>3.5</td>
</tr>
<tr>
<td>Other⁴</td>
<td>0.2</td>
<td>0.2</td>
<td>0.1</td>
<td>0.7</td>
<td>0.4</td>
<td>0.1</td>
</tr>
<tr>
<td>Total</td>
<td>2.9</td>
<td>3.4</td>
<td>4.8</td>
<td>4.0</td>
<td>4.8</td>
<td>5.7</td>
</tr>
</tbody>
</table>


Note 1: Data used in this table were headcounts of teachers (not FTE)

Note 2: Includes medical/illhealth retirements (NSW and QLD)

Note 3: VIC - includes teachers who transferred to non-teaching service positions within the Department.

Note 4: The 'Other' category includes deaths, retrenchments, dismissals and transfers to the public service within the State/Territory
Table 7.4

Government sector separations (other than through leave of absence) from the permanent teaching workforce, as a percentage of that workforce, 1996, 2001 and 2003 by State/Territory

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW²</td>
<td>3.1</td>
<td>4.0</td>
<td>4.6</td>
<td>3.6</td>
<td>5.2</td>
<td>5.5</td>
</tr>
<tr>
<td>VIC</td>
<td>2.5</td>
<td>3.2</td>
<td>4.4</td>
<td>4.6</td>
<td>4.2</td>
<td>5.4</td>
</tr>
<tr>
<td>QLD</td>
<td>2.3</td>
<td>3.7</td>
<td>6.7</td>
<td>3.3</td>
<td>5.8</td>
<td>7.7</td>
</tr>
<tr>
<td>SA</td>
<td>3.0</td>
<td>3.8</td>
<td>1.6</td>
<td>4.4</td>
<td>2.6</td>
<td>3.1</td>
</tr>
<tr>
<td>WA</td>
<td>2.2</td>
<td>2.5</td>
<td>2.0</td>
<td>3.6</td>
<td>3.9</td>
<td>2.6</td>
</tr>
<tr>
<td>TAS</td>
<td>3.7</td>
<td>3.6</td>
<td>3.8</td>
<td>5.5</td>
<td>4.7</td>
<td>4.7</td>
</tr>
<tr>
<td>NT</td>
<td>12.4</td>
<td>3.9</td>
<td>4.5</td>
<td>16.6</td>
<td>3.0</td>
<td>18.4</td>
</tr>
<tr>
<td>ACT</td>
<td>4.0</td>
<td>9.0</td>
<td>8.6</td>
<td>5.0</td>
<td>9.4</td>
<td>10.6</td>
</tr>
</tbody>
</table>


Note 1: Data used in this table were headcounts of teachers (not FTE)
Note 2: NSW data for 2001 include separations under the Career Change Scheme.

Table 7.5

Government sector separations (other than through leave of absence) from the permanent teaching workforce as a percentage of that workforce, 1996, 2001 and 2003, Extended Leave

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Extended Leave, Australia</td>
<td>8.4</td>
<td>3.3</td>
<td>9.5</td>
<td>8.3</td>
<td>3.0</td>
<td>8.4</td>
</tr>
</tbody>
</table>


Note 1: Data used in this table were headcounts of teachers (not FTE).
Note 2: This calculation does not include WA, NT data (not available).

Table 7.6

Non-government sector separations (other than through leave of absence) from the permanent teaching workforce, as a percentage of that workforce, 2001 and 2003

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Retirement</td>
<td>0.6</td>
<td>0.5</td>
<td>0.9</td>
<td>0.6</td>
</tr>
<tr>
<td>Resignation</td>
<td>9.4</td>
<td>8.2</td>
<td>9.6</td>
<td>8.0</td>
</tr>
<tr>
<td>Other</td>
<td>0.3</td>
<td>0.2</td>
<td>0.3</td>
<td>0.2</td>
</tr>
<tr>
<td>Total</td>
<td>10.4</td>
<td>9.0</td>
<td>10.8</td>
<td>8.8</td>
</tr>
</tbody>
</table>

Source: Non-Government Schools Staffing Survey, DEST, 2002 and 2004
Table 7.7
Non-government sector separations (other than through leave of absence) from the permanent teaching workforce, as a percentage of that workforce, 2001 and 2003, by State/Territory

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW/ACT(^1)</td>
<td>13.4</td>
<td>8.1</td>
<td>14.5</td>
<td>8.5</td>
</tr>
<tr>
<td>VIC</td>
<td>8.2</td>
<td>4.5</td>
<td>9.6</td>
<td>7.6</td>
</tr>
<tr>
<td>QLD</td>
<td>6.0</td>
<td>14.4</td>
<td>7.8</td>
<td>13.9</td>
</tr>
<tr>
<td>SA/NT(^2)</td>
<td>6.1</td>
<td>4.5</td>
<td>9.6</td>
<td>0.4</td>
</tr>
<tr>
<td>WA</td>
<td>9.1</td>
<td>12.6</td>
<td>7.5</td>
<td>8.2</td>
</tr>
<tr>
<td>TAS</td>
<td>8.0</td>
<td>3.2</td>
<td>6.9</td>
<td>5.6</td>
</tr>
</tbody>
</table>

Source: Non-Government Schools Staffing Survey, DEST, 2002 and 2004
Note: 1, 2 Data from the Territories were combined with adjacent States due to small number of respondents

Table 7.8
Non-government sector separations (other than through leave of absence) from the permanent teaching workforce, as a percentage of that workforce, 2001 and 2003, Extended Leave

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3.3</td>
<td>2.0</td>
<td>2.4</td>
<td>2.5</td>
</tr>
</tbody>
</table>

Source: Non-Government Schools Staffing Survey, DEST, 2002 and 2004

Leave is provided to teachers for a variety of purposes. The types of leave and their availability vary from system to system. One important reason for taking leave among the female teaching workforce is to look after children while they are still young and not at school. States may offer extended leave periods for such purposes, ranging from five to seven years. For example, for the MCEETYA report published in 2001, Queensland provided data which show that maternity accounted for around 40 per cent of extended leave taking in recent years.

Government sector teachers are more likely to take extended leave lasting at least one term. In 2001 about 3.2 per cent of the permanent government workforce took advantage of this type of temporary separation from teaching. This was considerably higher than the exit rate due to retirements, resignations and other non-leave related separations. Data from 2003 sees this figure increase substantially, so that Extended Leave accounts for almost the same proportions of separations as resignations. The incidence of extended leave separations appears to be less frequent for non-government school teachers. For 2003 only 2.0 per cent of non-government primary and 2.5 per cent of non-government secondary teachers were recorded as having taken extended leave.

In part the extent to which extended leave is taken may reflect Australia’s relatively old teaching workforce. The national survey of teachers indicated that, on average, survey respondents had worked as teachers for 17.3 years.\(^{113}\) Such long service provided the opportunity to build up significant long service leave entitlements. It should be noted, however, that while some teachers go on leave, others return. It can be expected that some teachers going on leave will resign while they are on leave, so that there will be a net loss of teachers through this process.

The findings of the DEST 2004 survey of government education authorities and other studies suggest that typically in the government sector separations fluctuate over the business cycle.

and across States. As Table 7.3 shows, the rate at primary level tends to be lower than at secondary level. In 1996 retirements were just below 1 per cent a year but edged past 3 per cent in 2003 (primary 2.8 per cent, secondary 3.5 per cent). Data from the 2002 and 2004 Government School Staffing Surveys and other analyses suggest retirements are on the rise as "baby boomers" start to retire.

**Estimate of net separations from the teacher labour market as a whole**

The estimate of replacement demand for the government sector added to the replacement demand from the non-government sector is likely to over-estimate replacement demand for the teacher labour market as a whole, as there is considerable movement of teachers between sectors. When a teacher resigns from a sector to move to another, the movement counts towards the replacement demand for the sector from which the resignation occurs, but it does not contribute to the replacement demand for the teacher labour market as a whole. Only resignations which lead to exits from the teaching profession contribute to replacement demand for the teacher labour market.

Because of this churning effect, replacement demand for the teacher labour market can be lower than the sum of replacement demand for the sectors within it.

Work undertaken by Monash University on 'net replacement demand' for various occupations provided some indication of the past net separation from the teaching profession. That research suggested that 'net replacement demand' for school teachers in Australia averaged around 2.9 per cent a year over the ten year period to 1996. Net replacement demand in that study was estimated by analysis of labour force data by age and was calculated, effectively, as exits from the teaching profession (gross replacement demand estimated at around 11 per cent) net of entries (other than new graduates) and re-entries into the teaching workforce – hence the term 'net replacement demand'. Because net replacement demand so calculated incorporates additional entry and re-entry categories such as the return of teachers from leave, the Monash University net replacement demand provides a lower bound for the rate of net separation of teachers as defined above.

It should be noted, however, that net replacement demand appears to have risen between 1996 and 2001, and may increase further due to ageing of the teaching workforce.

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114 Centre of Policy Studies Briefing, The Economic Outlook for the Labour Market, Centre of Policy Studies/Impact project, Monash University, 27 November 2002, p.20
Chapter 8
Factors affecting the supply of teachers

The analysis in this chapter centres on the sources of supply of additional (or new) teachers to meet other new or growth demand and or replacement demand for teachers.

The principal sources of supply for additional teachers at an aggregate level are:
- New graduates;
- Teachers returning from leave;
- Former teachers returning to teaching;
- The pool of relief and casual teachers;
- Unemployed teachers and teachers marginally attached to the labour force;
- Overseas migration.

There are two main routes for gaining a teaching qualification: a four year undergraduate degree in initial teacher training, or a one or two year graduate diploma in teaching (generally called a Graduate Diploma of Education), following completion of an undergraduate degree in a non-teaching area, such as science or arts. Both streams provide a source of graduate teachers.  

Applications for undergraduate teacher training (education) courses

In the ten years 1995 to 2004, the number of applications made to Admissions Centres for undergraduate education courses peaked in 1993 (25,816 applications) and then fluctuated to a low of 17,783 in 1998, before starting to climb in 1999. The number of applicants of undergraduate education courses in 2004 was at the highest level since 1993 (24,832).

The number of offers to eligible applicants for undergraduate education courses increased to 14,991, an increase of 441 over the 2003 figure. This was the highest level since 1997 (15,136).

The proportion of eligible applicants receiving offers peaked in 1997, when 82 per cent received offers. Since then, the proportion has steadily decreased. The 2003 and 2004 levels are very similar (60.22 and 60.37 per cent respectively).

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At State level, the number of applicants for undergraduate education courses in 2004 has also generally increased over 2003 numbers, with the exception of Victoria and Queensland, where
the numbers have dropped slightly (by 0.2 and 2.2 per cent respectively). Otherwise, applicant numbers have not grown to the extent recorded in the 2001 - 2002 period.

Chart 8.3

With the exception of New South Wales (where the number of eligible applicants receiving offers had dropped slightly in 2004 from the 2003 figure), States generally recorded minor increases in the number of eligible applicants receiving offers.
Chart 8.4

Proportion of eligible applicants receiving an offer by Broad Field of Study (Education), 2004, Australia

An offer, however, does not necessarily translate into a commencement. Even students who accept an offer may choose not to commence their accepted course for various reasons such as making other choices about their career plans, deferring, deciding against undertaking the course, etc.

The number of applicants for undergraduate education courses is an indicator of the interest in teaching as a profession. The greater the number of applicants for a limited number of places, the more competitive these places become, meaning an increase in the entry scores demanded of applicants and a possible increase in the status of the course. A relatively high entrance score equally makes undergraduate teaching courses less obvious targets for potential university students seeking a “foot in the university door” when they’ve been unsuccessful in gaining entry to other courses.

Following the Review of Higher Education, the Australian Government introduced a reform package to commence in 2005, which allows higher education institutions to increase student contribution rates by a maximum of 25 percent of the current HECS rate. Under these reforms, teaching and nursing were identified as National Priorities, quarantining them from increases beyond the current HECS growth rate. In 2005, students studying Education will pay a maximum of $3,840.117

Teacher training commencements

Total numbers of initial teacher training commencements and completions, covering undergraduate courses and postgraduate diploma courses, for the last 16 years for which data are available are shown in Chart 7.4. Total commencements fell in the mid 1990s before recovering in the second half of the decade.

Chart 8.5

The breakdown of commencements into undergraduate courses and post-graduate diploma courses is shown in Chart 8.6 and Chart 8.7. Commencements fell sharply in 1992 and by smaller amounts in the next two years but recovered strongly until 2000. In 2001 commencements fell by 5.6 per cent but climbed to 2004, with a slight dip in 2003.
Commencements in primary initial teaching courses dropped below 5,000 in 1994 before commencing a steady climb to a peak of just over 8,000 in 2000. The number of primary commencements dipped in 2000, before climbing to almost 8,000 in 2004.
Commencements in secondary teaching courses remained around the 6,000 mark between 1993 and 1996 before reaching a high of almost 7,000 in 1997 and then falling. From 2001, the number of secondary commencements climbed steadily to a new high of almost 7,200 in 2004.

However, overall data mask the difference in commencement trends between undergraduate and postgraduate courses. Postgraduate commencements are a significant component of secondary teaching commencements, representing about 41 per cent of total commencements in 2004 in this area. By contrast, postgraduate commencements represent a relatively minor component of commencements in primary teaching courses (9 per cent in 2004).

**Teacher training completions**

Chart 8.8 below shows trends in completions of initial teacher training qualifications between 1991 and 2003. 118 Completions fell from over 12,000 in 1991 to 9,000 in 1994, and have since recovered, reaching 15,597 in 2003.

**Chart 8.8**

Completions, shown in Charts 8.9 and 8.10, generally mirror commencements but with a four year lag. This relationship is complicated by the proportion of students undertaking one year postgraduate diploma courses.

Between 2001 and 2003, the majority (73 per cent) of initial teacher training completions were at undergraduate level. Undergraduate initial teacher completions peaked over the 9,000 mark in 1991 and then steadily declined until 1996. After this time, the trend reversed. In 2001 the

118 Note that data prior to 2001 was coded using Field of Study Classification of Higher Education Courses (FOSCHEC). From 2001 data is coded using ASCED Field of Education. While these data were selected using the Australian Bureau of Statistics ASCED-FOSCHEC Correspondence table, there may be some variation.
number of completions was above the previous 1991 peak and the trend has continued upwards to 11,676 in 2003.

The charts show the importance of postgraduate completions as a source of new graduates in the period 1990 to 1998. The data suggest that this type of qualification was used increasingly as an entry point to teaching especially for secondary teaching (Chart 8.10). The trend rise in postgraduate completions also helped to stabilise the output of teacher trainees. However, in both 1999 and 2000 the number of postgraduate completions dropped, before increasing again from 2001 and slightly falling in 2003.

Chart 8.9

Undergraduate course completions in teaching, Australia, 1992 to 2003

Note: From 2001, data was coded using the ASCED Field of Education classifications, and course codes 070101, 070103, 070104 and 070105. Data prior to this used Field of Study Classification of Higher Education Courses (FOSCHEC).
Chart 8.10

Postgraduate course completions in teaching, Australia, 1992 to 2003

Note: From 2005, data was coded using the Australian Classification of Education (ACE) and course codes 070102, 070101, 070103 and 070105. Data prior to this used Field of Study Classification of Higher Education Courses (FOSCHEC).
Destination of new graduates

Not all graduates from initial teacher education courses become employed as teachers.

Data from the Graduate Destination Survey conducted by the Graduate Careers Council of Australia (GCCA) indicate that most, but not all teaching graduates go into the labour market immediately after graduating. Some graduates do not enter or seek full-time employment. As shown in the table below, a significant minority of bachelor degree graduates with initial teaching qualifications who responded to the GCCA survey were not in employment or seeking full-time employment at the time of the survey. Some students who go on to further study after graduating as teachers may later work as teachers, but data is not available on this group.

Table 8.1
Bachelor degree graduates from initial training course available for full-time employment

<table>
<thead>
<tr>
<th>Employment Status</th>
<th>1998 %</th>
<th>2000 %</th>
<th>2001 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employed full-time</td>
<td>54.5</td>
<td>63.8</td>
<td>60.5</td>
</tr>
<tr>
<td>Seeking full-time employment</td>
<td>15.3</td>
<td>13.6</td>
<td>16.8</td>
</tr>
<tr>
<td>Total available for full-time employment</td>
<td>69.8</td>
<td>77.4</td>
<td>77.3</td>
</tr>
<tr>
<td>Not available for full-time employment</td>
<td>30.2</td>
<td>22.6</td>
<td>22.7</td>
</tr>
</tbody>
</table>


Not all graduates employed full-time are working as teachers. For example, data from the Graduate Destinations Survey showed that in 1998, 20 per cent of graduates in full-time employment were working in fields other than teaching. In 2001, 14.6 per cent of initial teacher education graduates who were employed full-time did not work as teachers. That is, only around 80 per cent of graduates were available for full-time work, not all of whom were employed, and of those employed, around 15 per cent were not working as teachers.\(^\text{119}\)

In combination, this suggests that around 30 to 35 per cent of teaching graduates are unlikely to work as teachers within a year of completing their qualifications. While some students go on to further study after completing their teaching qualifications, data are not available on the proportion of these students who subsequently become teachers.

In 2004 the Australian Government Department of Education, Science and Training undertook a pilot survey of Final Year Teacher Education students, in collaboration with the Australian Council of Deans of Education. The scope of the pilot survey was limited and the results somewhat subject to bias due to the limited number of universities able to participate, and the non-random selection of respondents. The results showed that over 80 per cent of respondents intended to look for a teaching job after graduation. Almost 70 per cent of respondents intended to undertake a career as either a classroom teacher or to progress into educational leadership positions (e.g. school principal).\(^\text{120}\)

\(^{119}\) No information is available from the GDS about the nature of employment of recent graduates who are seeking to work part-time.

\(^{120}\) Results from this survey should be regarded as indicative only. Survey of Final Year Teacher Education Students, DEST, 2004 (unpublished)
The 2004 DEST Government Schools Staffing Survey sought data from State and Territory education departments detailing the specialisations of new graduates recruited in 2003, and the location of the school in which they were employed. The data could not be supplied in the requested format by all jurisdictions. The supplied data are summarised in Table 8.2 below.

The data do not consistently reflect identified areas of recruitment issues in each jurisdiction. High proportions of graduates recruited in a particular KLA may reflect a particular targeting strategy of the jurisdiction to deal with possible recruitment issues, or a broad availability of quality graduates in these KLAs. On the other hand, low proportions of graduates recruited may reflect the non-availability of quality graduates in the KLA, or a lower priority placed on graduates in these areas.

The data show a reasonable distribution of new graduates by location, with 45 per cent or more of newly recruited graduates employed in metropolitan areas in all reporting States except Tasmania. The proportions of newly employed graduates employed in “hard-to-staff” schools would appear to reflect the policies and conditions of employment. In Victoria, for example, the data supplied related to new teachers employed under the Teaching Scholarship Scheme. One of the conditions of the scholarship was that the recipient be prepared to accept employment in “hard-to-staff” schools.
Table 8.2

Graduate Recruitment by State Education Departments, 2003*

<table>
<thead>
<tr>
<th>Graduates employed</th>
<th>NSW</th>
<th>VIC</th>
<th>QLD</th>
<th>SA</th>
<th>WA</th>
<th>TAS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>By Key Learning Area</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Health, Physical Education</td>
<td>7.6</td>
<td>5.2</td>
<td>17.8</td>
<td>11.3</td>
<td>15.2</td>
<td>22.1</td>
</tr>
<tr>
<td>LOTE</td>
<td>2.5</td>
<td>4.4</td>
<td>3.8</td>
<td>2.3</td>
<td>2.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Mathematics</td>
<td>7.6</td>
<td>17.7</td>
<td>5.7</td>
<td>1.5</td>
<td>4.4</td>
<td>11.6</td>
</tr>
<tr>
<td>English</td>
<td>15.1</td>
<td>14.1</td>
<td>14.1</td>
<td>3.8</td>
<td>15.5</td>
<td>17.4</td>
</tr>
<tr>
<td>Science</td>
<td>12.5</td>
<td>6.0</td>
<td>11.1</td>
<td>3.8</td>
<td>20.4</td>
<td>11.6</td>
</tr>
<tr>
<td>SOSE</td>
<td>11.9</td>
<td>4.0</td>
<td>8.5</td>
<td>3.0</td>
<td>14.3</td>
<td>16.3</td>
</tr>
<tr>
<td>Visual &amp; Performing Arts</td>
<td>9.2</td>
<td>7.3</td>
<td>20.6</td>
<td>9.0</td>
<td>4.7</td>
<td>12.8</td>
</tr>
<tr>
<td>Technology</td>
<td>27.2</td>
<td>14.1</td>
<td>12.6</td>
<td>2.3</td>
<td>6.1</td>
<td>7.0</td>
</tr>
<tr>
<td>VET</td>
<td>1.0</td>
<td>0.0</td>
<td>0.8</td>
<td>0.0</td>
<td>5.2</td>
<td>0.0</td>
</tr>
<tr>
<td>Special Education</td>
<td>2.5</td>
<td>0.4</td>
<td>0.5</td>
<td>0.8</td>
<td>4.1</td>
<td>1.2</td>
</tr>
<tr>
<td>Other/Unknown</td>
<td>3.1</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>8.2</td>
<td>0.0</td>
</tr>
<tr>
<td><strong>Primary/Junior Primary/Middle Schooling</strong></td>
<td>N/A</td>
<td>26.6</td>
<td>3.3</td>
<td>62.4</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td><strong>By Location of School</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Metropolitan</td>
<td>55.8</td>
<td>48.8</td>
<td>53.8</td>
<td>46.6</td>
<td>45.2</td>
<td>39.5</td>
</tr>
<tr>
<td>Rural/Regional</td>
<td>26.0</td>
<td>51.2</td>
<td>39.5</td>
<td>39.1</td>
<td>51.9</td>
<td>51.2</td>
</tr>
<tr>
<td>Remote</td>
<td>18.2</td>
<td>0.0</td>
<td>6.7</td>
<td>14.3</td>
<td>2.9</td>
<td>9.3</td>
</tr>
</tbody>
</table>

**Designated "Hard-to-staff"**

|                | 10.6 | 80.6 | N/A | 16.5 | 26.5 | N/A |

Source: Government School Staffing Surveys, DEST, 2004

* Note:
NSW does not collect data in terms of "hard to staff" - Schools in NSW attract "transfer points" based on a number of factors including location. Schools in the top two (of five) categories have been included in the category for "hard to staff".

VIC data refers to Graduates employed under the Teaching Scholarship Scheme and has not been disaggregated to Primary/Secondary. VIC data refers to "non-metropolitan", rather than Rural/Regional or Remote.

SA data includes primary/junior primary/middle schooling graduates

TAS recruited Maths/Science teachers and English/SOSE teachers. The numbers have been split 50/50 under each of the respective KLAs.

**Teachers returning from leave and former teachers returning to teaching**

The counterpart of teachers going on leave (discussed in Chapter 6) is teachers who return to the classroom as permanent, full- or part-time teachers after a period of extended leave. These teachers form a very large annual flow.

Teachers returning from leave are an important source of new teachers in the annual intake in all States. Data previously provided to MCEETYA indicate that around six per cent of government permanent workforce in 1999 was made up of teachers returning from leave. The percentages were more or less the same in both the primary and secondary sectors.

In any one year, the number of teachers returning from leave may exceed or be less than those going on leave. However, over a longer period, it can be expected that the number of teachers who return is less than the number of teachers who leave as some teachers resign while on leave. Data from 1999 previously supplied to MCEETYA by the States and Territories indicate
that teachers going on leave exceeded those returning. The difference expressed as a percentage of the permanent teaching workforce was around two percentage points.

A second and related group is those teachers who resign and leave teaching altogether, only to return at a later stage. Information on this group is limited.

The teacher pool

The teacher pool refers to teachers not currently employed as on-going teachers who, nonetheless, are available for such positions. The pool consists broadly of three groups:

- teachers on waiting lists for on-going jobs;
- relief and casual teachers who may be available for on-going positions; and
- former teachers not currently actively involved in teaching who may be encouraged to return to teaching.

The role of the teaching pool in balancing supply and demand for teachers remains somewhat uncertain. First, persons on such lists may attain employment elsewhere while waiting for teaching positions. Second, persons seeking employment may not have appropriate skills to meet vacancies, or may not be willing to work in locations where vacancies exist. Third, this source of labour is important in meeting day-to-day teaching needs and hence may be of less value in balancing the labour market in the longer term. The survey of school principals conducted by the Australian Secondary Principals Association in 2003 highlighted significant short term absences by teachers, especially due to sick leave.

Number of teachers on ‘employment lists’ and other recording mechanisms in government schools

States and Territories are increasingly employing database systems where people with teaching qualifications can indicate their interest in teaching and be placed on an employment list for positions in teaching. Such systems are employed by the majority of jurisdictions.

As at February 2005, there were approximately 21,000 persons seeking employment as teachers in New South Wales government schools.

The New South Wales Department of Education and Training Casual.Direct employment facility provides a state-wide automated service to all public schools to encourage suitably qualified casual teachers to cover approved short term and long term relief needs. Casual teachers who have current approval to teach as a casual or temporary teacher in NSW Government Schools register their interest and availability to teach with Casual.Direct, a list of preferred schools, their accreditation and the subject areas they are willing to teach. The data submitted by prospective casual employees can only be accessed by principals or their delegates. School principals or their delegates can contact Casual.Direct by telephone, email, and fax or through the Department’s website, http://www.det.nsw.edu.au/casualdirect 24 hours a day and make a request to book a qualified casual teacher who has listed their school as a preference.
In 2004, the NT Department of Employment Education and Training launched a new recruitment website (www.teaching.nt.gov.au) which allows applicants to apply to the Department online. In this short period of time, the website has attracted over 2000 applicants.

The Department of Education and the Arts in Queensland provides a step-by-step guide to obtaining employment as a teacher in state schools through its education.qld.gov.au website. A comprehensive list of applicants for employment with the department is maintained. In 2005 there were 8,500 applicants actively seeking permanent or temporary (contract) employment with the department. Of these, 7,663 had a preference for permanent employment.

South Australia maintains a central database of teacher applicants. The database also records up to two teaching areas. As at February 2005, there were 7,312 active applicants on file. Of these, 5,237 are seeking contract or permanent employment as a teacher and 2,075 are seeking temporary relief teacher work only.

In Western Australia the Department of Education and Training keeps a computerised, centralised system of qualified teachers who are seeking employment. Experience suggests that there are usually between 1,500 to 2,000 graduates and re-entrants seeking employment in the government sector.

A teacher recruitment database was developed as part of the Victorian Department of Education Teacher Recruitment campaign, launched on 13 September 2002. The database, “Recruitment Online” allows qualified teachers to register their interest in employment in Victorian government schools and offers principals a new recruitment tool providing an increased pool of candidates available for teaching vacancies.

Qualified teachers (including those currently teaching and those not currently teaching) interested in teaching in Victorian government schools can register their details for employment on Recruitment Online through the http://www.teaching.vic.gov.au website. Principals can then search the database of teachers interested in teaching in Victorian government schools by location, subjects, etc. They can then select candidates and invite them to apply for teaching vacancies in their school.

Recruitment Online will become the Victorian Government’s main instrument for advertising all Government school education positions. Additional enhancements scheduled for release in April 2005 will provide users with a fully interactive online job search application and recruitment tool.

Tasmania maintains a database of applicants for fixed term and relief employment, Epool. Currently there are approximately 1,500 active applicants on this register. Branches and principals can search the database by skill, geographic and part-time /full-time preference. All prospective fixed term and relief employees must be registered on Epool to be considered for employment. The web-based application generates the fixed-term employment contract.
Relief and casual teachers in government schools

Some indication of the size of the stock of teachers who may be available for permanent positions in teaching can be obtained by looking at the pool of relief and casual teachers. Every State and Territory has a system of relief and casual teachers, some of whom are only available for relief work, but others are available for permanent and/or contract positions.

An indicative estimate of the national pool of relief and casual teachers can be obtained by comparing the ABS data from the Labour Force Survey and the ABS Schools Collections. In the previous MCEETYA report, it was estimated that in August 2000 there were at least 29,500 relief and casual teachers in Australia\(^{121}\). As then, it must be emphasised that this figure was a snapshot. The figure is likely to be substantially larger, however, because not all relief teachers get work during the ABS survey period and therefore do not get picked up in the employed stock.

More direct evidence on the number of relief and casual teachers is available from the State and Territory education authorities. As at February 2005, 2,075 teachers were recorded on South Australia’s central database as seeking only casual relief teaching. In Queensland, education districts maintain registers of teachers who are available for relief (as opposed to contract) teaching in state schools. In 2005, there were approximately 11,000 teachers who expressed interest in relief teaching. In Western Australia, there were approximately 6,000 teachers available for relief teaching in 2001, although the locations and type of teaching they were willing to undertake were often heavily restricted. In Tasmania around 700 teachers are recorded on the employment register, Epool, as seeking casual/relief employment. The Northern Territory Department of Employment, Education and Training also maintains a central database of all teachers, teacher applicants and relief teachers. Principals are able to access online relief teacher availability through a secure Internet site. There are currently 276 relief teachers registered for relief work within the Northern Territory, the majority of whom are based in urban centres.

Other pool teachers

Three other groups can add usefully to the supply of teachers and teachers’ time:

- those recorded as unemployed by the ABS;
- teachers who are not actively seeking employment but would be available to take up teaching if a suitable job came up; and
- contract teachers on less than their desired annual hours of work.

The 2001 MCEETYA Report noted that in the August 2000 Labour Force Survey the number of officially unemployed teachers was just over 3,000. As a relatively small number, most of these would be picked up in the employment lists mentioned above.

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\(^{121}\) The Labour Force Survey counts as employed teachers all those who were employed or had worked during the survey period, whether they were permanent, on contract or casual. The School Collection counts only permanent and contract teachers and those casual teachers who were relieving teachers on extended leave. The difference between the two estimates therefore equals the number of relief and casual workers who had been called in during the survey period.
Pool teachers, including those outside the teaching workforce, have also been important in the New Zealand teacher labour market. It is interesting to note, for example, that the primary school teacher shortages in New Zealand in the 1990s were mostly resolved by supply from the pool.

There is no information in Australia about the extent of under-employment of contract and part-time teachers. The ABS collects information in labour force surveys on part-time workers wanting to work more hours. This source could be used to provide an indication of the extent of under-employment among part-time teachers, but not for contract teachers who may not get continuous work during the year.

**Overseas migration**

Data from the Department of Immigration and Multicultural and Indigenous Affairs (DIMIA) suggest that between 2000 - 01 and 2002 - 03, Australia remained a net gainer of teachers through the migration process. Most of the migration inflow/outflow relates to Australian residents leaving to go overseas or returning, although there are significant numbers of teachers arriving and departing as visitors.

The figures in Table 8.3 show an increase in the numbers of teachers arriving and departing.

**Table 8.3**

<table>
<thead>
<tr>
<th>Period</th>
<th>Arrivals</th>
<th>Departures</th>
<th>Net</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Resident</td>
<td>Visitor</td>
<td>Settlers</td>
</tr>
<tr>
<td>1996 - 97 to 1999 - 00</td>
<td>10,966</td>
<td>4,657</td>
<td>4,918</td>
</tr>
<tr>
<td>2000 - 01 to 2002 - 03</td>
<td>14,241</td>
<td>7,161</td>
<td>5,861</td>
</tr>
</tbody>
</table>

Source: DIMIA data quoted in Birrell, Dobson, Rapson and Smith, Skilled Labour: Gains and Losses (July 2001) and Skilled Movement in the New Century: Outcomes for Australia (April 2004), Centre for Population and Urban Research, Monash University

In the three years 2000 - 01 to 2002 - 03, the United Kingdom and Northern Ireland remained the largest contributor to migration flows of teachers to and from Australia. During this period, 4,215 permanent long term residents arrived in (or returned to) Australia, along with 619 settlers and 998 visitors. Over the same period, 6,231 permanent long term residents and 479 visitors left Australia to return to the UK. Excluding visitors, these movements resulted in a net loss of 1,397 school teachers to the UK over the three years. However, as Table 8.4 shows, migration flows are not all one-way. Migration flows of school teachers between Australia and both New Zealand and South Africa have resulted in strong net gains for Australia. Equally important is the recognition that residents leaving Australia often return.
For young teachers in particular, the Working Holidaymaker scheme offers an opportunity to spend time working and travelling overseas. The Australian Government has reciprocal working holidaymaker arrangements with a range of countries, including the United Kingdom, Canada, the Netherlands, Japan, the Republic of Ireland, the Republic of Korea, Malta, Germany, Sweden, Denmark, Norway and Hong Kong.

Under the United Kingdom’s Working Holidaymaker scheme, for example, successful applicants can stay in the UK for two years from the date permission was first granted to enter the UK. There is no restriction on the amount of work they do, but working holidaymakers are expected to take a holiday during their stay. To qualify applicants must be:

- Commonwealth citizens;
- Aged between 17 and 30 at the time of application; Wanting to come to the UK to take employment as part of a working holiday;
- Single, or married to a person who also qualifies as a working holidaymaker and planning to take the working holiday together;
- Without dependent children aged 5 years or over;
- Able to support themselves and live in the UK without any help from public funds;
- Able to pay for return or onward journeys;
- Planning to leave the UK at the end of the holiday.\(^{122}\)

The former requirement that the applicant not take employment representing a continuation of their career has been removed.

The New South Wales Department of Education and Training demonstrates its preparedness to tap into the working holidaymaker market in Australia with part of its teach.NSW website (https://www.det.nsw.edu.au/employment/teachnsw/ukteach/index.htm) providing information for overseas trained teachers. The site describes the approval process for overseas teachers:

- A formal assessment of their academic qualifications;
- Probity checks including national criminal records and employment checks;

• Assessment of English language skills (if necessary); and
• Participation in the Departments Pre-employment Program for Overseas teachers (a 12 day orientation program, 5 day In-school assessment, personal suitability interview; and Bridging Course - if required). 123

Relative importance of the various sources of teacher supply

The major sources of supply of additional teachers discussed above include new graduates, teachers returning from leave, former teachers returning to teaching, the pool of relief and casual teachers, unemployed teachers, teachers marginally attached to the labour force and qualified teachers from overseas migration. The teachers that are most easily quantified are new graduates and migrations.

Data from the Non-Government Schools Staffing Survey on this issue indicate that "inexperienced recruits" generally represented around one-third of teachers recruited to non-government schools during 2003.

Table 8.5
Proportion of "inexperienced teachers" recruited in non-government schools, 2003

<table>
<thead>
<tr>
<th>Level of Schooling</th>
<th>NSW/ACT</th>
<th>QLD</th>
<th>SA/NT</th>
<th>TAS</th>
<th>VIC</th>
<th>WA</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>46.9</td>
<td>44.1</td>
<td>34.4</td>
<td>40.0</td>
<td>40.9</td>
<td>8.9</td>
<td>34.9</td>
</tr>
<tr>
<td>Secondary</td>
<td>36.7</td>
<td>16.5</td>
<td>27.4</td>
<td>28.1</td>
<td>38.6</td>
<td>11.9</td>
<td>27.5</td>
</tr>
<tr>
<td>Total</td>
<td>41.0</td>
<td>32.9</td>
<td>29.3</td>
<td>34.3</td>
<td>39.7</td>
<td>10.5</td>
<td>31.0</td>
</tr>
</tbody>
</table>

Source: Non-Government Schools Staffing Survey, DEST, 2004

In net terms, migration flows contributed about 0.2 per cent of the teaching workforce on average between 1996 – 97 and 2000 – 01 and between 2000 - 01 and 2002 - 03. Education providers appear to be more actively recruiting for overseas teachers, but equally, Australian teachers continue to be attracted to jobs overseas.

Other sources of supply are more difficult to quantify. Former teachers (not on leave) returning to teaching are recognised as being an important source, but the only evidence of this comes from overseas rather than Australia. On the other hand, there is more information on the pool of teachers on employment lists for jobs, and those who work as relief and casual teachers and who may therefore be available for ongoing positions. Data from the States and Territories indicate that as at February 2005, there were almost 40,000 people seeking employment in New South Wales, Queensland and South Australian government schools. The number of relief and casual teachers is estimated at approximately around 30,000 – 40,000 Australia wide. Taken together, this suggests that the pool of teachers available for ongoing vacancies is relatively large, although there is some overlap between the two categories.

The 2003 MCEETYA report included a complementary research paper, Career Paths of People with Teaching Qualifications which found that a relatively high number of people whose highest education qualification was in teaching were not working in the education industry. The paper

used ABS Transition from Education to Work 2001 data. Of the 367,036 with teaching qualifications, 116,881 (31.8 per cent) were working in industries outside education.

Similar analysis¹²⁴, undertaken by Webster, Wooden and Marks, used ABS 2001 Census of Population and Housing data and found that 44.8 per cent people qualified to teach primary school were actually employed as primary school teachers; over one-quarter were unemployed or not in the labour force. Of people qualified to teach secondary school, 49 percent were employed as secondary school teachers; just over one-fifth were unemployed or not in the labour force. At both levels of schooling, approximately 25 per cent were employed in other occupations (Primary qualified teachers: 27.2 percent, Secondary qualified teachers: 27.8%).¹²⁵

It is important to note that by its very nature the flow back into the teaching workforce from experienced teachers is dependent on a number of factors and can vary over time. The most important factors are likely to be the level of demand for teachers and the opportunities available in other areas of the economy. Strong demand is likely to attract more pool teachers while strong competition from new graduates and good job prospects outside teaching are likely to have the opposite effect.

¹²⁴ Beth Webster, Mark Wooden and Gary Marks, *The Labour Market for Australian Teachers*, paper presented at the Making Schools Better Conference, Melbourne Institute of Applied Economic and Social Research, 26 - 27 August 2004, Melbourne at ¹²⁵ p. 4, Beth Webster, Mark Wooden and Gary Marks,
Chapter 9
Some projections of teacher demand and supply to 2009

Building on the discussion and analysis of the previous chapters, this chapter presents projections for teacher requirements and the supply of teachers up to 2009, at the national level. The year 2009 is chosen as this was five years from the date of writing, although projections of graduations based on actual data for commencements in undergraduate courses are not possible for the final two years.

The analysis in this chapter starts by providing projections at the national level, including an assessment of whether projected graduations are likely to lead to a tightening or loosening of the labour market for teachers at the national level in the mid- to late 2000s, compared to that at the end of the 1990s. The analysis then goes on to examine projections at the State and Territory level and concludes by discussing sources of flexibility on the demand and the supply side which assist in the adjustment of the teacher labour market within a jurisdiction and across jurisdictions.

It is important to point out that the projections in this report are based on assumptions about key factors which influence demand and supply. As with all projections, some of these factors may not occur. Accordingly, these projections are not intended to be, nor should be interpreted as, forecasts of likely outcomes. The main purpose of the projections is to provide some indication of the possible direction of the labour market for teachers over the next five years as the basis for policy development.

Outlook for the teacher labour market at the national level
Likely growth or new demand

The number of school students and student-teacher ratios are key factors in determining the number of school teachers required and the extent of growth or new demand for school teachers. The next table provides projections of numbers of school students in the primary and secondary school systems in Australia between 2004 and 2009.

Table 9.1
Projected number of school students by level of schooling, Australia, 2004 - 2009

<table>
<thead>
<tr>
<th>Level of schooling</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>1,930,495</td>
<td>1,926,895</td>
<td>1,925,074</td>
<td>1,918,307</td>
<td>1,913,072</td>
<td>1,908,003</td>
</tr>
<tr>
<td>Secondary</td>
<td>1,407,085</td>
<td>1,427,678</td>
<td>1,443,881</td>
<td>1,456,446</td>
<td>1,464,143</td>
<td>1,465,543</td>
</tr>
</tbody>
</table>

Source: DEST estimates, 2004

The data indicate that there will be little overall growth in the total number of enrolments over the period between 2004 and 2009. The data does, however, suggest that the composition of the distribution of students is changing between primary and secondary levels, with the numbers of primary students on the decline, and the numbers of secondary students on the increase. Primary enrolments are projected to be at their peak during 2004 and then to slightly fall to 2009; Secondary enrolments are projected to continue rising across the period.
The number of teachers required depends on three factors:

- The extent of growth through demographic factors – which as noted above, will be limited;
- School retention patterns – which we have assumed will remain stable; and
- Student to teacher ratios, which vary between the primary and secondary systems.

We have provided two scenarios for projected teacher numbers, the first based on 2003 student to teacher ratios, the second based on improved student to teacher ratios, (as has been the case in the past decade), extrapolated forward based on recent trends.
Scenario 1 - Static student to teacher ratios

The following table provides projections of required teacher numbers, in terms of full time equivalent staff, assuming current student to teacher ratios remain constant in the primary and secondary schools sectors (16.6 students per teacher for primary schools and 12.4 students per teacher in secondary schools). The extent that student to teacher ratios either rise or fall will impact on the numbers of teachers required.

Table 9.2

Projected teacher requirements, assuming static student-teacher ratios, Australia, 2004 - 2009

<table>
<thead>
<tr>
<th>Level of schooling</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>116,295</td>
<td>116,078</td>
<td>115,968</td>
<td>115,561</td>
<td>115,245</td>
<td>114,940</td>
</tr>
<tr>
<td>Secondary</td>
<td>113,475</td>
<td>115,135</td>
<td>116,442</td>
<td>117,455</td>
<td>118,076</td>
<td>118,189</td>
</tr>
<tr>
<td>Total</td>
<td>229,769</td>
<td>231,213</td>
<td>232,410</td>
<td>233,016</td>
<td>233,321</td>
<td>233,129</td>
</tr>
</tbody>
</table>

Source: DEST estimates, 2004

This scenario suggests little overall growth at the national level in terms of teacher requirements (approximately 3,500 over the projection period), although the nature of requirements will vary by state depending on school and broader population trends. (Appendix 1 details student and teacher numbers and student-teacher ratios for government and non-government sectors by State.) The following chart shows changes in the composition of teacher requirements by sector.

Chart 9.2

Projected teacher requirements, assuming static student-teacher ratios, Australia, 2004 - 2009

Source: DEST estimates, 2004
Scenario 2 - Lower student to teacher ratios.

In this scenario we have extrapolated the trend evident over the past ten years for student to teacher ratios to fall for the projection period. Under this scenario more teachers would be required.

As shown in the table below, the number of teachers required under a scenario of falling STRs would rise slightly over that put forward in Scenario 1; with an additional 12,400 teachers being required, the majority being secondary teachers. As the projections of student enrolments remain relatively steady across the period, increased teacher requirements will cause the STR to drop. From a projection perspective, the trend for a greater fall in STR at primary level means that the requirement for primary teachers continues to rise at a steady rate. Greater projected enrolments and a trend of smaller decreases in STR at secondary level translate to increased requirements for secondary teachers at similar levels to primary teachers.

Table 9.3
Projected teacher requirements assuming falling student-teacher ratios, Australia, 2004 - 2009

<table>
<thead>
<tr>
<th>Level of schooling</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>117,707</td>
<td>118,915</td>
<td>120,245</td>
<td>121,278</td>
<td>122,416</td>
<td>123,575</td>
</tr>
<tr>
<td>STR</td>
<td>16.4</td>
<td>16.2</td>
<td>16.0</td>
<td>15.8</td>
<td>15.6</td>
<td>15.4</td>
</tr>
<tr>
<td>Secondary</td>
<td>113,816</td>
<td>115,829</td>
<td>117,496</td>
<td>118,875</td>
<td>119,863</td>
<td>120,339</td>
</tr>
<tr>
<td>STR</td>
<td>12.4</td>
<td>12.3</td>
<td>12.3</td>
<td>12.2</td>
<td>12.2</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>231,523</td>
<td>234,744</td>
<td>237,742</td>
<td>240,153</td>
<td>242,279</td>
<td>243,913</td>
</tr>
</tbody>
</table>

Source: DEST estimates, 2004

Chart 9.3
Projected teacher requirements, assuming falling student-teacher ratios, Australia, 2004 - 2009
Pressures for teacher recruitment from new or growth demand will, however, be relatively small over the projection period – 3,500 to 12,500 teachers. The main change is that the number of secondary teachers required will grow, whereas the number of primary school teachers required will decline or remain static.

**Replacement demand for teachers**

Chapter 6 provides estimates of teacher separations arising from retirement, resignation death, dismissal or redundancy for the government and non-government sectors for 1996, 2001 and 2003.\(^\text{126}\) In the government sector, losses rose from 2.9 per cent of the workforce in 1996 to 4.8 per cent of the workforce in 2003 in primary schools, and from 4.0 per cent to 5.7 per cent for secondary schools over the same period. In the non-government sector, losses fell from 10.4 per cent in 2001 to 9.0 per cent in 2003 in primary schools, and from 10.8 per cent to 8.8 per cent in secondary schools over the same period.\(^\text{127}\) It should be noted, however, that losses recorded by one school system may be gains in another system – i.e. total losses may be lower than the data suggest.

However, as the age profile of the teaching workforce outlined in Chapter 2 suggests, replacement demand is likely to increase from higher retirement levels, other things being equal.

**Potential for losses from age retirement**

As the 2003 MCEETYA report outlined, several State Governments had acknowledged the potential for greater losses from retirement in the period ahead:

- In 2001, the Victorian Auditor General's Department noted in its report on teacher supply and demand that 45 per cent of the state teaching workforce was likely to progressively retire over the next ten years.

- Submissions to the Review of Teaching and Teacher Education acknowledged that meeting overall demand in the secondary sector might become more difficult in 2006 and 2007 as a significant segment of this workforce began to retire.

- South Australia similarly expressed concern that ageing and retirement might lead to shortages of mathematics and science teachers. The average age of South Australia’s maths teachers was 44, while 53 per cent of primary teachers were aged over 45.\(^\text{128}\)

- New South Wales Premier, Mr Carr commented in 2003 that “serious issues of teacher supply will need to be tackled by 2007.”\(^\text{129}\)

Data on the age of the teaching workforce is available from a range of sources. The 2003 MCEETYA report used 2001 Census of Population and Housing data from the ABS on the age structure of the teaching workforce. This remains the most complete data on a nation-wide basis. Additional sources used in this report include surveys of government and non-government education providers (2004), and the national survey of teachers conducted in 2002.\(^\text{126}\) Data for 1996 was not collected for the non-government sector.\(^\text{127}\) It should be noted that participation in the Non-Government Staffing Survey is voluntary.\(^\text{128}\) Nhada Goodfellow, 2003, ‘So, You do the maths’ in *Adelaide Advertiser*, 21 February 2003, p.15.\(^\text{129}\) R Carr, Premier of New South Wales, quoted in Doherty, Linda 2003, “Rent discounts to lure teachers”, *Sydney Morning Herald*, 18 February 2003, p. 6
All three sources indicate that a significant proportion of Australia’s teaching workforce will be eligible for retirement over the next decade.

For example, as shown in the graph below of data from the 2001 Census, a substantial proportion of teachers are aged 50 and over. These data also show that Australia’s teaching workforce is relatively “old” compared to the broader national workforce.

**Chart 9.4**

*Age distribution of teachers and other professional employees, Australia, 2001*

Other age-group data collected for this report from the national quantitative surveys of government and non-government schools confirm the high proportion of the national teaching workforce aged 50 and over as at 2003 for the government sector, and 2004 for the non-government sector. These data show that, for both the government and non-government sectors, higher proportions of secondary teachers than primary teachers are aged 50 and over.

**Table 9.5**

*Age distribution of Government primary teachers, 2003*

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Proportion %</th>
</tr>
</thead>
<tbody>
<tr>
<td>50 - 54 years</td>
<td>18.09</td>
</tr>
<tr>
<td>55 - 59 years</td>
<td>7.77</td>
</tr>
<tr>
<td>60 years and over</td>
<td>2.33</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>28.18</strong></td>
</tr>
</tbody>
</table>

*Source: Government Schools Staffing Survey, DEST, 2004*
Table 9.6
Age distribution of Government secondary teachers, 2003

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Proportion</th>
</tr>
</thead>
<tbody>
<tr>
<td>50 - 54 years</td>
<td>20.39</td>
</tr>
<tr>
<td>55 - 59 years</td>
<td>9.26</td>
</tr>
<tr>
<td>60 years and over</td>
<td>2.51</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>32.16</strong></td>
</tr>
</tbody>
</table>

Source: Government Schools Staffing Survey, DEST, 2004

Table 9.7
Age distribution of non-government sector primary school teachers, 2004

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Proportion</th>
</tr>
</thead>
<tbody>
<tr>
<td>50 - 54 years</td>
<td>13.1</td>
</tr>
<tr>
<td>55 - 59 years</td>
<td>7.2</td>
</tr>
<tr>
<td>60 years and over</td>
<td>3.3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>23.6</strong></td>
</tr>
</tbody>
</table>

Source: Non-Government Schools Staffing Survey, DEST 2004

Table 9.8
Age distribution of non-government sector Secondary school teachers, 2004

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Proportion</th>
</tr>
</thead>
<tbody>
<tr>
<td>50 - 54 years</td>
<td>14.4</td>
</tr>
<tr>
<td>55 - 59 years</td>
<td>8.7</td>
</tr>
<tr>
<td>60 years and over</td>
<td>3.8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>26.8</strong></td>
</tr>
</tbody>
</table>

Source: Non-Government Schools Staffing Survey, DEST 2004

These data sources identify possible losses due to retirement, consistent with concerns expressed by a range of stakeholders, including State education authorities, teacher unions, etc.

The following table provides data from the 2001 census on the number of persons employed as teachers aged over 55 as at 2001 and those who will be turning 55 in the period up to 2009. Based on the 2001 data, 41,543 teachers would be aged over 55 in 2004, representing 16.4 per cent of persons employed as teachers. A further 44,762 teachers would be aged 55 and over by 2009. Between 2005 and 2009 an average of 8,952 teachers per year will turn 55, representing an average of 3.6 per cent per year of those persons employed as teachers in 2001.
As data from the Australian Superannuation Funds Association indicate in Chapter 7, most superannuation funds are geared for teacher retirement between the ages of 55 and 59. Data from the 2001 Census also indicate that only 2.2 per cent of persons employed as teachers were aged over 60. These data demonstrate that there is potential for significant losses of teachers to retirement over this period. Obviously the extent of retirement will depend on a range of factors including individual superannuation arrangements, work environment and personal preferences, but the high number of older teachers suggests losses to retirement and other factors could be significant between 2004 and 2009.

Some resignations reflect ‘churning’ in the teaching labour market, with teachers moving between states, between the government and non-government schools system and between schools in the non-government schools sector. Resignations also reflect teachers moving from their profession, and may also reflect factors like teachers resigning to maximise retirement benefits in some jurisdictions. The extent of resignations will also be influenced by the job opportunities available to teachers outside the teacher labour market, which will in turn be influenced by the extent of overall growth in the national and State economies.

Nonetheless, the data indicate that, depending on the success of strategies to retain older teachers adopted by government and non-government education providers, losses may be substantial.

Data from the DEST School Staffing Surveys 2004 show that 36.6 per cent of government primary teachers, 34.8 per cent of government secondary teachers, 30.7 per cent of non-government primary teachers, and 29.2 per cent of non-government secondary teachers were aged 40 – 49. (Although it should also be acknowledged that these proportions are slightly lower than those recorded for the surveys in 2002.) These data indicate that the problem of aged-based retirement losses will continue to be significant post 2010.

Table 9.9

<table>
<thead>
<tr>
<th>Year turned 55+</th>
<th>Age as at 2001 Census</th>
<th>Number of Teachers</th>
<th>% of 2001 Teacher Workforce</th>
<th>Cumulative Total of Teachers</th>
<th>Annual Change</th>
<th>Cumulative % of 2001 Teacher Workforce</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004</td>
<td>52+</td>
<td>41,543</td>
<td>16.4</td>
<td>41,543</td>
<td></td>
<td>16.4</td>
</tr>
<tr>
<td>2005</td>
<td>51</td>
<td>7,611</td>
<td>3.0</td>
<td>49,154</td>
<td>7,611</td>
<td>19.5</td>
</tr>
<tr>
<td>2006</td>
<td>50</td>
<td>8,425</td>
<td>3.3</td>
<td>57,579</td>
<td>8,425</td>
<td>22.8</td>
</tr>
<tr>
<td>2007</td>
<td>49</td>
<td>9,035</td>
<td>3.6</td>
<td>66,614</td>
<td>9,035</td>
<td>26.4</td>
</tr>
<tr>
<td>2008</td>
<td>48</td>
<td>9,805</td>
<td>3.9</td>
<td>76,419</td>
<td>9,805</td>
<td>30.2</td>
</tr>
<tr>
<td>2009</td>
<td>47</td>
<td>9,886</td>
<td>3.9</td>
<td>86,305</td>
<td>9,886</td>
<td>34.2</td>
</tr>
</tbody>
</table>

Comparing supply with demand

**Projected completions from initial teacher training courses**

Projections of completions from initial teacher training courses can be derived from information on commencements in these courses (discussed in Chapter 8 and shown in Charts 8.5 and 8.6) and applying a completion rate. To project completions in the period to 2008, the following assumptions have been made for the different streams:

- undergraduate completions;
  - for the period to 2008, completions equal commencements four years earlier multiplied by an average completion rate of 60 per cent;

- post-graduate completions;
  - for the period to 2008, completions equal commencements one year earlier multiplied by an average completion rate of 80 per cent;
  - for 2004, commencements in postgraduate teaching courses have been assumed to run at a level equal to the average during the previous five years; for 2005 – at a level equal to the average of the previous 4 years and for 2006 – at the level equal to the average of the previous 3 years.

The ‘completion rates’ have been calculated by comparing commencements and completions, suitably lagged, over the 1990s and averaging. While completion rates so derived can vary from one year to another, for a variety of reasons, it has been assumed that these historical average or trend completion rates will apply into the next few years.

As shown in Chart 8.5, completions are projected to remain fairly constant around the 11,000 mark. The trends for each of the teacher education types - General, Early Childhood, Primary and Secondary are consistent.
Chart 9.5

Teacher course completions by course type, actual and projected, Australia, 1997 to 2008


Chart 9.6

Undergraduate teacher course completions by course type, actual and projected, Australia, 1997 to 2008

The projections suggest a relatively flat trend in course completions after a sharp drop in 2004. Projected completions from Initial Primary and Secondary Teaching suggest that after some fluctuations, there will be a slight increase from 2006.

As discussed in Chapter 7, around 70 to 75 per cent of all initial teaching course graduates make themselves available for teaching, some after undertaking further study. On this basis, the number of new graduates available to the teacher labour market in the next three years is projected to peak at 10,050 in 2003, before holding levels in the mid 8,000s between 2004 and 2008, as shown in the table below:

**Table 9.11**

<table>
<thead>
<tr>
<th>Graduates completing initial teaching courses</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial Teacher Education (General)</td>
<td>2,031</td>
<td>1,258</td>
<td>1,595</td>
<td>1,627</td>
<td>1,710</td>
<td>1,658</td>
</tr>
<tr>
<td>Initial Early Childhood Teacher Education</td>
<td>1,816</td>
<td>1,510</td>
<td>1,460</td>
<td>1,430</td>
<td>1,323</td>
<td>1,466</td>
</tr>
<tr>
<td>Initial Primary Teacher Education</td>
<td>5,555</td>
<td>5,044</td>
<td>4,670</td>
<td>4,831</td>
<td>4,584</td>
<td>4,837</td>
</tr>
<tr>
<td>Initial Secondary Teacher Education</td>
<td>4,965</td>
<td>4,685</td>
<td>4,285</td>
<td>4,513</td>
<td>4,652</td>
<td>4,835</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>14,357</td>
<td>12,496</td>
<td>12,010</td>
<td>12,400</td>
<td>12,288</td>
<td>12,796</td>
</tr>
<tr>
<td>Graduates available for teaching jobs (70%)</td>
<td>10,050</td>
<td>8,747</td>
<td>8,407</td>
<td>8,680</td>
<td>8,588</td>
<td>8,957</td>
</tr>
</tbody>
</table>

The composition of the pool of graduates is an issue. While most growth in demand will be for secondary teachers, supply trends are not necessarily well aligned with these needs. Supply of secondary teaching specialisations in areas of need remains an issue, as highlighted by the data on recruitment difficulties in Chapter 4. Increased demand may be for teachers in particular specialisations and/or for particular locations.
Adequacy of projected graduate numbers to meet teacher requirements

We now turn to drawing together estimates of demand and supply for teachers at the national level for the period from 2004 to 2009.

**Demand**

**New demand**

We estimate that new demand or growth demand over the period from 2002 to 2007 for teachers will be limited if student to teacher ratios remain constant (+3,500). If student to teacher ratios continue to fall in line with recent trends, demand for teachers would rise by a further 9,000. However, the composition of demand for teachers appears likely to change, with slightly more secondary teachers needed.

**Replacement demand**

Replacement demand is likely to be very significant in the next five years, reflecting ageing of the teaching workforce. Actual losses will vary between employers, depending on the composition of particular teaching workforces.

**Supply**

Data from government and non-government providers suggests that around 70 per cent of new teachers have been recent graduates. This compares with projected supply of 8,500 – 10,000 persons per year who graduate and commence working as teachers relatively soon after graduation over the projection period, as discussed earlier, or 50,000 - 60,000 graduates over the six year period.

**Supply/demand imbalances**

The preceding analysis suggests that the high wastage rates in the period ahead may mean that it will not be possible to meet recruitment needs for new teachers from new graduates. This imbalance would decline, however, possibly markedly, if a higher proportion of teacher education graduates were available for full time employment as teachers. There is also a substantial ‘pool’ of teachers to draw on, and a substantial group within the community with teaching qualifications either not currently working as teachers or currently not seeking work as teachers, who could, potentially, be attracted back into the profession. Limited supply appears likely from migration, especially given strong demand for teachers by other English-speaking countries.

**Flexibilities and scope for adjustment in the teacher labour market**

While it has been possible using the available information to make an assessment of the extent to which projected graduations in the next few years may be adequate to meet the need for new teachers in the Australian teacher labour market as a whole, appropriate data to make a similar assessment at the State and Territory level are not available. In particular, there is no compatible information at the State/Territory level on net replacement rates, which are essential for making an informed assessment of the loss of teachers to the teaching profession within a State. These rates can be expected to vary significantly across the various jurisdictions, reflecting differences in operation of the teacher labour markets across the States and
Territories and differences in opportunities available for people with teacher qualifications in the broader local and State labour markets.

However, even if it were found that in one State or Territory the training rate is insufficient by itself to provide enough new graduates to ensure that the State teacher labour market remains in balance; this does not mean that the State or Territory will automatically experience shortages of teachers. As already discussed, there are other sources of teachers, and the respective State and Territory teacher labour markets have some flexibility to adjust to potential imbalances between supply and demand. These flexibilities include:

- options available to management within a single jurisdiction, such as the State education system. These can be classed as essentially ‘internal flexibilities’.
- some adjustments are possible by way of movements across jurisdictions and sectors. For instance, teachers can move from the government education system to the non-government system in the same State, and vice versa; or they can move from one State or Territory to another. These adjustments provide options for ‘external flexibility’.

This section discusses briefly some of these sources of flexibility.

**Adjustments within a jurisdiction (internal flexibilities)**

If there is an unexpected surge in demand for teachers within the jurisdiction, or a shortfall develops, which cannot be met through additional recruitment of staff because of a general shortage of teachers in the labour market, managers within the education authorities have a number of options at their disposal for dealing with the problem. These could include:

- increasing class sizes by a small amount. This impacts on the STR. A rise in the STR by one half of a percentage point in the secondary sector in any one jurisdiction is equivalent to reducing demand for teachers by about four per cent;
- delaying the granting of long service leave and other leave arrangements to retain existing teachers longer;
- providing more hours of work to those currently working part-time (on a permanent or casual basis) and extending the term of appointment to fixed term contract teachers;
- making greater use of the pool of relief teachers and those registered for vacancies in teaching; and
- re-allocating teaching tasks to make the best use of available teachers, especially if the demand/shortage is for particular types of skills (e.g. mathematics or languages other than English).
Adjustments through teacher movements between jurisdictions (external flexibilities)

Education jurisdictions and State labour markets do not operate in isolation. Significant movement of teachers occurs between jurisdictions within a State. Some movement of teachers does occur between States, providing a source of flexibility in the labour market. The extent of these movements is discussed below.

**Interstate movements of teachers**

Interstate movements can be an important source of flexibility in the teacher labour markets, with surplus teachers from one State or Territory helping to overcome shortages in other jurisdictions.

Analysis of Australian Bureau of Statistics Labour Mobility Survey data for the Review of Teaching and Teacher Education suggests that teachers have relatively low rates of movement between States or Territories. The mobility of teachers (from teaching in one State or Territory in 2001 to teaching in another in 2002) is low (1.7 per cent). It is also lower than the mobility rate of 2.4 per cent for all other occupations over the same period.\(^{130}\) Effectively, this reinforces that a surplus of teachers in a specialisation in one State cannot readily be applied to a shortfall in another.

**Interstate movement of School Teachers - Occupation at February 2002 by whether changed State/Territory of usual residence from February 2001 to February 2002 by occupation at February 2001**

<table>
<thead>
<tr>
<th>Occupation at February 2002</th>
<th>Occupation at February 2001</th>
<th>Did not change State in period '000</th>
<th>Changed State '000</th>
<th>Total Persons '000</th>
</tr>
</thead>
<tbody>
<tr>
<td>School teachers</td>
<td>School Teachers</td>
<td>253.7</td>
<td>4.3</td>
<td>258.0</td>
</tr>
<tr>
<td></td>
<td>Other occupations/not working</td>
<td>17.0</td>
<td>2.1</td>
<td>19.1</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>270.7</td>
<td>6.4</td>
<td>277.1</td>
</tr>
<tr>
<td>All other occupations</td>
<td>School Teachers</td>
<td>4.1</td>
<td>-</td>
<td>4.1</td>
</tr>
<tr>
<td></td>
<td>Other occupations/not working</td>
<td>8566.3</td>
<td>213.2</td>
<td>8779.5</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>8570.3</td>
<td>213.2</td>
<td>8783.6</td>
</tr>
<tr>
<td>Total employed</td>
<td>School Teachers</td>
<td>257.8</td>
<td>4.3</td>
<td>262.1</td>
</tr>
<tr>
<td></td>
<td>Other occupations/not working</td>
<td>8583.1</td>
<td>215.5</td>
<td>8798.6</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>8841.0</td>
<td>219.7</td>
<td>9060.7</td>
</tr>
</tbody>
</table>

Source: Analysis of ABS Labour Mobility Survey, February 2002 in Australia’s Teachers: Australia’s Future, Background Data and Analysis, Committee for the Review of Teaching and Teacher Education, October 2003, DEST.

Notes:

Other occupations/looking for work/not in the labour force (including students)

Estimates between 0.9 and 5.6 have a relative standard error between 25 and 50 per cent and should be used with caution. Estimates less than 0.9 have a relative standard error of greater than 50 per cent and are considered too unreliable for general use.

Data quoted in the 2003 MCEETYA report from the Graduate Destination Survey provided an indication of the flow of new teacher graduates across State borders to gain employment.

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These data related to new teaching graduates who obtained a job in teaching by the time of the survey (April 2002).

Table 8.12
Employed graduate teachers - State/Territory of graduation and employment, 2002

<table>
<thead>
<tr>
<th>State/Territory</th>
<th>% Employed in State in which studied</th>
<th>% Not Employed</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW</td>
<td>91.5</td>
<td>8.5</td>
</tr>
<tr>
<td>VIC</td>
<td>96.2</td>
<td>3.8</td>
</tr>
<tr>
<td>QLD</td>
<td>92.6</td>
<td>7.4</td>
</tr>
<tr>
<td>WA</td>
<td>82.9</td>
<td>17.1</td>
</tr>
<tr>
<td>SA</td>
<td>96.0</td>
<td>4.0</td>
</tr>
<tr>
<td>TAS</td>
<td>84.8</td>
<td>15.2</td>
</tr>
<tr>
<td>NT</td>
<td>89.7</td>
<td>10.3</td>
</tr>
<tr>
<td>ACT</td>
<td>72.4</td>
<td>27.6</td>
</tr>
<tr>
<td>Australia</td>
<td>92.7</td>
<td>7.3</td>
</tr>
</tbody>
</table>

Source: Graduate Destination Survey 2002, unpublished data, GCCA

Approximately 7.3 per cent of respondent teaching graduates in Australia who found employment soon after graduation moved from the State where they obtained their qualification. The data indicated that almost 28 per cent of respondent graduates from the Australian Capital Territory gained employment outside the ACT. This is hardly surprising, given that many university students in the ACT have travelled from other States to study. The next highest proportion was Western Australia (17.1 per cent). At the other end of the scale, of respondent Victorian teacher graduates, only 3.8 per cent reported employment outside Victoria.
Chapter 10
Longer term pressures on the teacher labour market

The period post 2009 has not been examined in detail earlier in this report. However, a number of pressures will influence the teacher labour market after 2009. This chapter considers key influences over the period from 2010 to 2014. It should be pointed out that analysis for this extended time frame is necessarily more speculative and will depend on actual as opposed to assumed developments. For example, the number of children born in the next few years and the number of migrants arriving with school-age children will influence enrolment trends in the outyears.

Future student enrolment trends

A key influence on future demand and supply scenarios for teachers is the number of students in the school system. DEST prepares student enrolment projections regularly. The projections are based on two sources of information:

- projections of population by age prepared by the ABS and reported in *Population Projections, Australia* (Cat. No. 3222.0). ABS projections take into account a variety of factors in making their projections, including trends in fertility and migration patterns; and
- projections of the grade progression ratio (GPR) developed by DEST using data on school enrolments by age and grade in the ABS publication *Schools, Australia* (Cat. No. 4221.0).

GPR’s at the later years of schooling, beyond the compulsory school age, are of course subject to some degree of uncertainty as they are affected by a number of social and economic factors, including the state of the labour market.

We start by looking at broad population trends using the ABS C series population projections. We then go on to examine projected enrolment trends. The following chart provides data on actual and projected numbers of school-aged children for the period from 2002 to 2014.
The data highlight growth in the secondary sector to 2007, with the numbers of primary aged children (ages to 11) continuing to fall to the point where the populations of primary- and secondary-aged children are very similar by the end of the projection period.\textsuperscript{131}

\textsuperscript{131} ABS population projections are based on extrapolating census and other population data, while schools data comes from the ABS \textit{Schools Collection}, so there are variations between the two data sources.
Projections of enrolments remain fairly static, with primary enrolments continuing their overall gradual decline from 2004, while secondary enrolments remain fairly level, suggesting that enrolment movements of themselves will be creating less demand for additional teachers in the period post 2010.

**Demand for teachers, 2010 to 2014**

**Growth demand or new demand**

The following table provides projections of teacher requirement, based on the projections of school enrolments presented above, for Australia for the period 2004 to 2014, assuming student to teacher ratios remain at 2003 levels.

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary</td>
<td>113,475</td>
<td>115,135</td>
<td>116,442</td>
<td>117,455</td>
<td>118,076</td>
<td>118,189</td>
<td>117,287</td>
<td>117,125</td>
<td>117,104</td>
<td>117,174</td>
<td>117,265</td>
</tr>
</tbody>
</table>

*Source* DEST estimates, 2004

The data suggest there will be no "growth demand" for teachers from 2010 to 2014.

Indeed, the data indicate that over this period total requirements for teachers will slightly decline, for both primary and secondary teachers, in the absence of any marked change in demographic trends from those projected by the Australian Bureau of Statistics.
Total teachers required will return to 2004 levels, and the number of primary teachers required would decline by 4.5 per cent between 2004 and 2014. The number of secondary teachers required rises to a peak in 2009 before falling again.

It should be noted, however, that there is an inter-relationship between student-teacher ratios and teacher requirements. Demand for teachers will influence changes in student-teacher ratios.

**Replacement demand**

As noted in Chapter 8, there will be substantial replacement demand for teachers in the period from 2004 to 2009, with the level of demand depending on the extent to which persons employed as teachers and eligible to retire do so. This problem persists into the latter part of the projection period.

The next table provides estimates of the likely losses to the teaching workforce depending on the wastage rate, assuming a workforce as per 2002 of 250,000 employees.

**Table 10.2**

<table>
<thead>
<tr>
<th>Wastage rate (% p.a.)</th>
<th>Workforce (persons)</th>
<th>Losses (Persons)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>250,000</td>
<td>12,500</td>
</tr>
<tr>
<td>2</td>
<td>250,000</td>
<td>25,000</td>
</tr>
<tr>
<td>3</td>
<td>250,000</td>
<td>37,500</td>
</tr>
<tr>
<td>4</td>
<td>250,000</td>
<td>50,000</td>
</tr>
<tr>
<td>5</td>
<td>250,000</td>
<td>62,500</td>
</tr>
<tr>
<td>6</td>
<td>250,000</td>
<td>75,000</td>
</tr>
<tr>
<td>7</td>
<td>250,000</td>
<td>87,500</td>
</tr>
</tbody>
</table>

The extent of wastage will depend on the extent of losses to resignation and retirement. Estimates of these are speculative. Census and other data do, however, highlight the substantial numbers of teachers who will reach the typical retirement age of 55 in the period from 2010 to 2014.

**Table 10.3**

<table>
<thead>
<tr>
<th>Year turned 55+</th>
<th>Age as at 2001 Census</th>
<th>Number of Teachers</th>
<th>% of 2001 Teacher Workforce</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>46</td>
<td>10,085</td>
<td>4.0</td>
</tr>
<tr>
<td>2011</td>
<td>45</td>
<td>10,091</td>
<td>4.0</td>
</tr>
<tr>
<td>2012</td>
<td>44</td>
<td>10,175</td>
<td>4.0</td>
</tr>
<tr>
<td>2013</td>
<td>43</td>
<td>9,427</td>
<td>3.7</td>
</tr>
<tr>
<td>2014</td>
<td>42</td>
<td>8,660</td>
<td>3.4</td>
</tr>
</tbody>
</table>

Over this period, an average of 9,700 teachers per year, or 3.9 per cent of the teacher workforce as at 2001, will turn 55. It may be that retention strategies to reduce demand-supply imbalances earlier in the decade may lead to greater replacement demand later in the decade.

Losses due to resignation need to be factored in. Losses to resignations persisting at current levels will continue to be significant. It should, however, be noted that although the 2003 resignation rate is higher than for 2001 for the government sector at both primary and secondary levels, this may well reflect an increasing number of “early” retirements. Another proportion of resignations may reflect churning in the labour market, with teachers not lost, but moving from one sector to another.

**Supply issues**

Projections of supply of teachers post 2009 depend on the numbers of people undertaking teacher training courses. It is difficult to project numbers with any certainty in the outyears. If similar levels of course completions are assumed between 2010 and 2014 as for the earlier part of the projection period, this suggests supply of 8,000 to 8,900 graduates entering the labour market as teachers each year, or 40,000 to 44,500 graduates between 2010 and 2014.

**Comparing demand with supply**

We have already acknowledged that this more extended analysis is necessarily more speculative than that for the earlier period (2004 to 2009) where better data are available. The extent of replacement demand in the outyears is very much a matter for conjecture, and the supply of new teachers could change, possibly markedly, during this time. Policy initiatives in the intervening period could have a significant impact on key factors underpinning the projections.

However, on the basis of the data available, new growth demand for teachers is unlikely between 2010 and 2014. This, however, is balanced by the substantial replacement demand likely to persist as a result of ageing of the teacher workforce.

Jurisdictions have already started introducing initiatives to provide more support for, particularly, beginning teachers, and a wider range of professional development activities and recognition for more experienced teachers. There has been little opportunity to analyse the impact of these recent initiatives. If these policies, however, have limited success in attracting and retaining teachers, there is potential for continued imbalance between supply and demand for teachers. This will be exacerbated because the composition of demand for teachers is beginning to change, with greater demand for secondary teachers and less demand for primary teachers. The advent of “middle schooling” may blur the distinction, but to date supply trends do not reflect enrolment trends. Moreover, it is open to question to what extent retraining will facilitate redeployment of primary school teachers into secondary teaching positions, assuming these teachers are willing to be redeployed. Some jurisdictions are already introducing programmes to enable secondary teachers in key learning areas in which there is an over-supply to be retrained in specialisations for which there are recruitment difficulties.
The effectiveness of policies intended to attract and retain teachers will remain a key issue in maintaining balance in the teaching labour market. The 2003 MCEETYA report discussed a national survey of teachers on factors that are important in attracting and retaining teachers. The survey results indicated that the main factors suggested as important in retaining teachers were:

- improved remuneration (24.6 per cent);
- increased resources/reduced workload (23.3 per cent);
- improved work conditions other than remuneration (19.1 per cent);
- improved professional standing in the community (12.7 per cent);
- reduced class sizes (9.4 per cent);
- improved student behaviour (5.6 per cent); and
- increased autonomy (1.4 per cent).

This report includes a complementary paper analysing the survey results from the perspective of younger, less experienced teachers. From their perspective, the main factors suggested as important in retaining teachers were:

- increased resources/reduced workload (27.5 percent);
- improved remuneration (23.1 per cent)
- improved work conditions other than remuneration (20.1 per cent);
- improved professional standing in the community (10.3 per cent);
- reduced class sizes (8.4 per cent);
- no response (7.3 per cent);
- better management of student behaviour (2.2 per cent); and
- greater flexibility from employer (1.1 per cent).

Younger teachers’ views were generally in accord with the broader teaching community on these issues. Continuing the work to address these issues provides jurisdictions with ongoing policy challenges.
Part D
Summary and Conclusions
Chapter 11
Summary and conclusions

In the preceding chapters we have discussed recent trends in the national labour market for teachers and developed scenarios concerning supply and demand of teachers in the period to 2014, ten years from writing of this report.\(^\text{132}\)

The current state of the labour market for teachers

On current expectation the national labour market for teachers remains broadly in balance, however there are obvious mismatches within the teacher labour market as evidenced by the government and non-government sectors continued reporting of recruiting difficulties in some locations, and in a number of teaching specialisations. As in 2001 - 02, the key learning areas (KLAs) where recruitment difficulties were experienced included mathematics, science (particularly the subjects of physics and chemistry), languages other than English (LOTE) and technology. It should be noted, however, that the extent of difficulties varies from jurisdiction, and even within that jurisdiction. In some instances, the difficulties are limited to particular rural or remote areas, or pockets within a metropolitan area.

The period ahead

The previous MCEETYA report, published in 2003, concluded that significant teacher shortages could be experienced later in the decade, depending on the success of policy initiatives to attract and retain teachers. The projections were based upon recent and predicted trends in the teacher workforce at that time, estimates of separation and resignation, and future teacher graduate numbers. The projections could not quantify the impact of a range of current (and future) attraction and retention strategies and initiatives implemented by the various jurisdictions to ensure sufficient numbers of teachers in the workforce. As this current report indicates, the overall supply of teachers remains in balance with demand.

What the report also shows, however, is that there are significant areas of recruitment difficulty in rural, remote and “difficult to staff” metropolitan locations, and at the secondary level for particular teacher specialisations such as Mathematics, Science, Technology and Languages Other than English.

The data available also suggest that the issue of Australia’s ageing workforce will continue to be a significant factor in the balance of the teacher labour market in the period ahead. Chapters 9 and 10 discuss possible trends in demand and supply of teachers over the period 2004 to 2014. These projections should not be regarded as forecasts, as outcomes will be influenced by a wide variety of factors over the projection period. Retirement of teachers from the “baby boomers” generation will decrease stocks of the most experienced teachers over the next decade, with the number of teachers leaving the workforce projected to peak between 2010 and 2012.

\(^{132}\) Data discussed in this report include data published up to 18\textsuperscript{th} February 2005. Analysis has been informed by use of published data from a range of sources, as well as through quantitative research. Research undertaken for this project included quantitative surveys of government and non-government education providers.
The extent to which losses through retirement impact on the balance in the labour force will depend on the success of teacher employers in attracting and retaining teachers. As highlighted in Chapter 4 and more fully presented in Appendix 1, jurisdictions are using a range of strategies and initiatives to assist in teacher recruitment and retention and to promote teaching as a career.

These include bonuses to teachers in difficult-to-staff schools, opportunities to accredited teachers to retrain in targeted subject areas, increased professional development activities, programmes to support new teachers and greater recognition of outstanding teachers.

They also include ongoing recruitment of additional teachers from teacher pools, interstate and overseas, previous years graduates not working in the profession and from teachers wishing to rejoin the profession (see Chapter 8).

While it is difficult to assess the long term effectiveness of such a range of State and Territory initiatives at this stage, the initial response appears positive. It may well be that the issues to be addressed in the future are not so much about the number of teachers available, but more about finding and/or training suitable teachers for areas where there are particular skill requirements or recruitment difficulties – such as certain secondary teaching specialisations, remote and rural vacancies and difficult-to-staff metropolitan schools.

The research also indicates that filling school leadership positions is likely to become an issue for policy makers, and that attention needs to be directed towards implementing strategies to ensure that universities are tailoring their teacher training to deliver the right mix of teacher skills to take Australian schools into the next decade and beyond. It would seem imperative that the various State and Territory jurisdictions and the Australian Government continue to work closely to maintain and enhance outcomes for school students. A more detailed discussion of some of these issues follows.

**Demand for teachers**

**Demographic trends**

Demographic trends in the school-aged population and trends in school enrolments suggest it is unlikely that there will be growth in demand for teachers if student teacher ratios remain at current levels between 2004 and 2014. ABS population data indicate that there will be a decline in the number of school age children post 2008. Projections of school enrolments suggest that there will be a slight decrease in primary enrolments from 2010, while secondary students climb slightly to 2009 and then remain fairly steady.

There seems likely to be limited or nil growth in new demand for teachers, either in the shorter period between 2004 and 2009 or for the longer projection period between 2010 and 2014. However, the scale of replacement demand seems likely to rise, reflecting the ageing of Australia’s teaching workforce. As a result, a greater number of teachers will be lost to retirement than in the past.
Ageing of the teaching workforce

Data from the ABS Census of Population and Housing suggest that by 2009 about 86,000 teachers (approximately 34.2 per cent of the national teacher workforce at 2001) will be aged over 55. Another 48,000 teachers will reach this age between 2010 and 2014. The high proportion of older teachers is also reflected in the Government and Non-Government Schools Staffing Surveys, undertaken as part of this project.133

The rate at which teachers retire will depend on a number of factors, including individual preferences, the nature and value of their superannuation arrangements, the availability and attractiveness of options such as part-time work, and their work environment (e.g. wages, conditions, job satisfaction, colleagues)134. Census data show that as at 2001, only 2.2 per cent of persons employed as teachers were aged between 60 and 64. This accords with the data on superannuation funds, which suggest that maximum benefits can be obtained from most teacher superannuation funds between the ages of 55 and 59. Data collected for the national survey of teachers (reported in the 2003 MCEETYA report), indicate teachers had worked in their occupation for an average of 17 years. This suggests that they could have accrued reasonably high levels of superannuation entitlements (depending on the scheme, and their length of membership). It also suggests that these older teachers could have significant amounts of long service leave available.

The data also suggest that the number of teachers aged 55 and over, and thus likely to be eligible to retire, will increase from 2005 onwards. Thus, depending on trends in other reasons for exiting from working as teachers, (including resignation, death and health related withdrawals), replacement demand for teachers is likely to rise in the period ahead.

Resignations

The major source of loss to the teaching profession is from resignations. As acknowledged, projections of trends here are necessarily speculative, as they will depend on a number of factors, including the job satisfaction levels of teachers, the opportunities for promotion and recognition, the extent and nature of job opportunities in the broader national labour market as well as overseas job opportunities. A number of English-speaking countries target Australian teachers, and demand for teachers to teach English as a second language is increasing from countries such as Japan and Hong Kong. A stronger national labour market would offer more alternative job opportunities, while a weaker overall job market would give less job opportunities, and based on 1990s experiences, would tend to result in lower levels of resignations from teaching (noting that in the past, losses due to resignations have been higher than losses to retirement).

Given the long time period over which projections have been made, and the many factors which bear on this issue, any projections of trends in resignations are necessarily speculative and for this reason we have assumed that resignations continue at 2003 levels. Overall this leads to a conclusion that the level of replacement demand for teachers is likely to rise between 2004 and 2014, with losses at their highest levels towards the end of this decade.

133 See Chapter 2 for data on the age profile by State/Sector.
134 Age retirement is discussed at Chapter 7.
This will present a significant challenge in terms of the quantity, composition and quality of the supply of teachers available to meet losses of teachers from their profession. Supply of teachers potentially arises from a number of sources, including new graduates from undergraduate and graduate initial teacher education courses, the teaching pool, net migration, and persons with teaching qualifications electing to return to teaching.

**Supply of Teachers**

Recent trends in participation in teacher preparation courses have been positive, with commencements in initial teacher training courses reaching a new high of over 20,000 in 2004. A significant number of graduates, however, either work in other professions or go on to further study (data is not available on the extent to which teaching graduates who then complete other qualifications subsequently elect to work as teachers).

While overall commencements data is encouraging, it does not necessarily mean that new teachers will graduate in the specialist areas required. Nor does it mean that new graduates will be prepared to move to the geographic locations where their skills are most needed. As discussed in Chapter 4, States and Territories are providing increasing levels of support to new teachers to ensure that they remain as teachers. Interest in issues surrounding teacher education and retention is high: The Australian Government has recently announced a Parliamentary Inquiry into Teacher Education to inquire and report into the scope, suitability organisation, resourcing and delivery of teacher training courses in Australia’s universities. At State level, the Victorian Parliament has recently published a report on its inquiry into pre-service teacher training, and the NSW Legislative Council Standing Committee on Social Issues is inquiring into the recruitment and training of teachers.

**The teaching pool**

The teaching pool offers another source of supply. The major role of the pool has been to offset short term supply difficulties arising from sick leave and extended leave, however as there were over 35,000 people seeking employment in government schools in February 2005, it potentially provides a significant buffer in the face of any future large-scale shortages. More information is required on the availability and suitability of persons to undertake teaching employment. For example, the skills sets available from such people may not necessarily be appropriate to cover subject areas where teaching skills are in shortage. They may not be located in an area where they can easily commute to schools where their skills are needed - for example, regional, rural or remote areas. Many people on these lists may have attained alternative employment and thus not be readily available to take teaching positions.

135 See Chart 8.5 – Total teacher training commencements, Australia, 1989 to 2003, Higher Education Statistics, DEST. Although the suitability for teaching of unsuccessful applicants is not known, a considerable number of applicants for places in teacher education courses also missed out, suggesting that interest in teaching as a career (or, alternatively, the benefits that teacher education can otherwise confer) remains high.


137 NSW Parliament Legislative Council, Standing Committee on Social Issues, Inquiry into the Recruitment and Training of Teachers.

138 The teaching pool refers to persons registering with state education agencies for employment as teachers, usually for contract or casual positions.
Migration

Net migration (immigration less emigration) has slowed to a trickle in recent years. Many countries which are also facing teacher supply problems are recruiting aggressively in overseas markets, including Australia, suggesting limited options for additional supply from this source.

People with teaching qualifications working in other fields

In the 2003 report, one of the complementary research papers examined the career paths of people with teaching qualifications in Australia. The data revealed that there is a large proportion (31.8 per cent) of people with teaching qualifications not working as teachers. Similar research by Webster, Wooden and Marks puts this figure at 25 per cent. While this group may potentially offer a large additional source of teachers, the extent to which people in this group will be prepared to re-enter teaching or commence teaching is debatable. Their potential need for retraining or upskilling could, however, delay their availability to the teaching workforce. On the other hand, States and Territories are providing a range of initiatives to fast-track specialists from other industries into teaching (e.g. technology).

New entrants to teaching

The composition of new entrants to teaching is also of interest. Data presented earlier in this report shows that a large proportion of new teaching graduates enter primary sector teaching, while the composition of demand is shifting more towards secondary teaching. Moreover, recent trends in the composition of new supply of secondary teachers considered by specialisation are not encouraging.

Quality teaching

Teaching quality may also be affected by likely retirement patterns. As well as revealing that a substantial proportion of Australia’s teachers will reach age 55 in the next decade, census data indicate that Australia’s teaching workforce has a bimodal age structure, with relatively large numbers of “older” and “younger” teachers, but relatively few in the mid range ages. Losses of older teachers will hence reduce the pool of more experienced teachers far more than would have been the case if there was a more even distribution of employed teachers across age ranges. To the extent that experience is associated with teaching quality this has the potential to impact adversely on overall teaching quality.

Educational leadership

Future educational leadership also looms as an issue, in part reflecting the lack of mid range age teachers in some jurisdictions. This situation is exacerbated by the relatively high ages of existing principals. Data from the survey of principals conducted as part of the 2003 MCEETYA report indicate that, on average, principals tend to be older than teachers, and substantial losses from this group are also likely in the period ahead.

The establishment of the Teacher Quality and Educational Leadership Taskforce (TQELT) by MCEETYA, and the National Institute of Quality Teaching and School Leadership (NIQTSLS) acknowledges the importance of educational leadership. At jurisdiction level, a number of initiatives are in place to ensure the development of school leaders.
Policy challenges

The need to attract teachers will remain a major challenge for education providers in the next decade. Beyond raw numbers of teachers, workforce planners will increasingly be faced with the challenge of finding the teachers with the right skill sets in the right location - or prepared to move there. To achieve this, they need to obtain the right mix of teaching graduates from universities, and to tap into sources beyond new graduates.

Not all graduates of teaching courses go into teaching. This suggests a need for greater liaison between university education faculties and teacher employers, to ensure that the supply of teachers reflects employment needs. The Australian Government Minister for Education, Science and Training, the Hon Dr Brendan Nelson, recently announced that the House of Representatives Standing Committee on Education and Vocational Training would conduct a national Inquiry into Teacher Education. The Inquiry will examine teacher trainee preparation, funding of education faculties by universities, how to make a teaching career more appealing, and education philosophies underpinning teacher training.139

Future research and data improvements

The MCEETYA Demand and Supply of Primary and Secondary School Teachers series of reports has resulted from progressive improvement to data collection methods, following extensive negotiations with stakeholders. The 2003 report benefited from the inclusion of the non-government schools staffing survey. This survey was repeated in 2004, contributing to a far more informed view of the national teaching labour market. Analysis of trends in this market requires the availability of time series data. While recognising the burden that providing these data places on individual schools and systems, we recommend that this survey be repeated for reporting cycles to come, to develop a more comprehensive, reliable data base which will allow time series analysis of trends. Despite the efforts by government and non-government sectors, differences in data collection methods between agencies can present difficulties for analysis.

139 Dr Brendan Nelson, National Inquiry into Teacher Training, Media Release,
Appendix 1:  
State and Territory data

In the following tables in this attachment, teacher numbers for 1984, 1986 and 1988 do not include special education teachers. (Prior to 1990, special education teachers were separately identified.) From 1990 onwards, special education teachers have been included in overall primary/secondary figures.
New South Wales

The current labour market for teachers

In 2003 there were 36,151 FTE primary teachers and 39,065 FTE secondary teachers in government and non-government schools in New South Wales. From 1984 to 2003 teacher numbers increased substantially. In the primary sector the FTE of teachers grew by 27.3 per cent over the period, with the secondary sector growing by 22.3 per cent.

Primary teacher numbers showed a strong growth over the period in both government and non-government schools. Secondary teacher numbers fell slightly in the early 1990s and then began to increase.

Student to teacher ratios (STRs) in primary schools has been declining since 1984 (20.9), with some fluctuations, to 17.3 in 2003. In secondary schools the STR declined progressively from 13.4 in 1984 to 12.3 in 2003.

In the ten years to 2003, initial teacher graduate numbers have consistently been over the 3,000 mark, with the exception of 1999, where they fell below this figure. From 2000 the numbers have steadily increased to a peak of 4,643 in 2003. Primary teacher completions have generally oscillated around the 1,000 mark, reaching a ten-year peak of 1,406 in 2003. Secondary school completions have steadily increased over the last three years, reaching 1,560 in 2003.

Recruitment experience in the government school sector

Primary

In their response to the DEST Government Schools - Primary - Staffing Survey, the NSW Department of Education and Training indicated that they had not experienced any difficulties in filling general teaching positions during 2003. NSW reported moderate difficulties (i.e. they were unable to satisfactorily meet demand in some locations, causing some shortfalls) in the teaching area of Special Education. (See Secondary section for further discussion.)

Secondary

NSW reported an adequate overall supply of teachers in the key learning areas of Health and Physical Education, Languages other than English, Studies of Society and the Environment and Visual and Performing Arts.

Recruitment activity in the KLAs of Mathematics and Science was assessed as “difficult”, meaning broad recruitment deficit - chronic shortfalls. In mathematics, the difficulties were experienced across all locations and for both short-term and extended relief. In the Science KLA, the particular difficulties related to the recruitment of Physics teachers in remote areas, and for both short-term and extended relief. The Department reports, however, that it is able to fill all positions because of the range of strategies employed to deal with shortages.

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141 Schools Australia, Cat No 4221.0, ABS, 2003
NSW also assessed its recruitment activity in the KLAs of English, Technology and Special Education as “moderate” issues.

**Initiatives taken by the Education Department to address shortages**

The NSW Department of Education and Training has a variety of strategies and incentives to promote teaching as a career and attract permanent teachers.

**Graduate Recruitment Program**

The objective of the Graduate Recruitment Program is to attract the most outstanding graduates to NSW government schools. From 2002 up to 1,000 positions in primary and secondary schools have been filled under this program each year. Prior to 2002, up to 600 positions were filled each year.

**Permanent Employment Program**

The Permanent Employment Program has provided permanent employment opportunities to casual teachers. All casual teachers with an approval for full-time teaching are eligible to apply for positions under this program. Up to 300 positions in primary and secondary schools are filled under this program each year. Vacancies filled through this program are advertised in the press and the Department’s internet website.

**Recruitment campaigns**

The Department actively promotes teaching as a career. The teach.NSW Promoting Teaching as a Career campaign focuses on the benefits of teaching in NSW public schools through: a comprehensive state-wide media and marketing plan involving a range of media using the slogan *Teach – And Make a Difference*; eye catching promotional materials; an engaging and informative website (www.teach.nsw.edu.au); and a customer service centre for prospective teachers.

**Beyond the (Great Dividing) Line**

The objective of the Beyond the (Great Dividing) Line is to promote rural teaching opportunities. Students in the second, third, and fourth years of their teacher education program visit rural areas to gain first-hand knowledge of what it is like to live and work as a teacher in rural NSW. In 2003 a total of 579 students from 11 universities participated in the Program.

**Retention Benefit Pilot**

The Retention Benefit Pilot aims to attract and retain quality teachers in very difficult to staff positions and difficult to staff schools, by offering financial recruitment and retention benefits.

From 2002 an annual retention benefit of $5,000 gross was piloted in 20 schools where staffing difficulties were identified. Teachers who completed their service requirement of three years (or 2 years in designated schools) were paid the $5,000 gross benefit in 2002 under the pilot. Eligible teachers will continue to receive the benefit for a maximum of five years.

From 2004 this benefit has been expanded to the remaining most difficult to staff (8 transfer point) schools for teachers who have met the service requirement.
Incentives scheme

The objective of the Incentives Scheme is to provide a range of incentives to attract and retain teachers to rural and isolated schools.

The eligibility for incentive benefits varies according to location and type of school but includes:

- a rental subsidy for teachers in Teacher Housing Authority accommodation in the most remote areas;
- relocation assistance and accommodation subsidies for teachers appointed and transferred to isolated schools;
- additional training and development of four days for 8-point and 6-point incentive schools and one day for remote 4-point incentive schools;
- priority for transfer following the minimum service requirement;
- compassionate transfer status for teaching partners of teachers appointed to and moving out of some isolated schools; and
- enhanced leave provisions to enable teachers in isolated and rural areas to attend to personal and family commitments.

Preservice Teacher Education Scholarships - Mathematics, Science, Technological and Applied Studies (TAS), English

The objective of Preservice Teacher Education Scholarships is to encourage students to undertake and complete teacher training in areas of teacher shortage through the offer of preservice teacher education scholarships.

Scholarships are for students to complete one, two, three or four years of a preservice teacher education qualification in mathematics, science, Technological and Applied Studies, or English.

Scholarships pay each student’s HECS liability plus a $1,500 per annum training allowance for the period of the scholarship. Scholarship applicants must agree to serve for at least three years in a NSW government school in western or south western Sydney or in a non-coastal rural area of NSW.

In the 2002–2003 Budget, the NSW Government allocated $88.5 million over four years to address teacher quality and supply. One hundred and fifty new teaching scholarships were awarded for 2003. Of the 150 scholarships, 25 were offered to Aboriginal and Torres Strait Islander applicants.

Two hundred new teaching scholarships were awarded for 2004. Thirty-two of these scholarship holders are Aboriginal or Torres Strait Islander students. To date, 117 scholarship holders have been appointed to schools, 35 in 2003 and 82 in 2004.

From 2004, the number of scholarships offered each year has been increased from 150 to 200, with at least 30 being offered to Aboriginal and Torres Strait Islander students.
**Accelerated Teacher Training**

The objective of Accelerated Teacher Training is to increase the supply of teachers by supporting skilled workers from industry to obtain teacher qualifications through an 18 month university teacher education program which recognises skills and industry experience. Accelerated teacher training programs are currently being conducted across three NSW universities.

People with industry backgrounds who would make excellent teachers of Mathematics, Science, and TAS are training as teachers through accelerated teacher training programs.

The NSW Department of Education and Training sponsors these students by paying course fees, administration costs and a one-off training allowance of $1,500 gross towards the cost of incidentals and textbooks. In return, students sign a deed of agreement committing them to teach in difficult-to-staff areas of the state such as western and south-western Sydney and isolated and rural NSW.

Successful graduates will be appointed as teachers to government secondary schools in western and south-western Sydney and isolated and rural locations.

**Retraining Programs - TAS, Mathematics, Physics, and Vocational Education and Training (VET)**

The objective of the Retraining Programs is to increase the supply of teachers in areas of need through intensive retraining programs that build on the competencies of existing graduate teachers.

Teachers are being offered the opportunity to retrain in the secondary teaching areas of TAS and mathematics.

The Physics Retraining Program aims at increasing the supply of science teachers with a specialisation in physics by sponsoring current science teachers to undertake a Graduate Certificate in Physics.

Retraining programs are also being provided in 2004 to support teachers to gain accreditation in the specialist teaching areas of special education, school counselling, careers adviser, teacher-librarian, English as a second language, and reading recovery.

**Vocational Education and Training**

HSC VET courses in schools are offered in response to student demand for particular courses within a school or region.

The Department has responded to the demand for qualified VET teachers in schools by retraining and accrediting existing teachers who have qualifications in related subject areas or have relevant industry experience and increasing the number of TAFE teachers providing VET in schools programs.
In addition the Department liaises with universities to include relevant VET qualifications in TAS teacher retraining programs and in pre-service teacher education programs.

**New South Wales primary**

Table 1.11: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

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<tr>
<th>Year</th>
<th>Government Students</th>
<th>Government Teachers</th>
<th>STR</th>
<th>Non-government Students</th>
<th>Non-government Teachers</th>
<th>STR</th>
<th>Total Students</th>
<th>Total Teachers</th>
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Source: *Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years*

**NSW Primary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003**

Source: *ABS Schools Australia (Cat No 4221.0)*
New South Wales secondary

Table 1.12: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

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<th>STR</th>
<th>Non-government Students</th>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

![Graph showing growth in FTE of teachers and student to teacher ratios from 1984 to 2003](image-url)
The current labour market for teachers

In 2003 there were 27,936 FTE primary teachers and 30,273 FTE secondary teachers in Victoria. Over the period 1984 to 2003, teacher numbers have fluctuated quite substantially. The overall teacher trend was downward through the 1990s due to falling numbers in secondary schools, but has been steadily increasing since 1998. Growth in teacher FTE in the primary sector was 10.8 per cent over 1984 – 2003 with the secondary sector showing a fall of 2.5 per cent over the period.

Primary teacher numbers have been steadily increasing since reaching a low point of 23,375 in 1995. In 2003 they reached their highest level in the period (27,936). Both the DEST School Staffing survey and ABS data show a substantial lift in primary school employment. Secondary numbers levelled out at 27,500 between 1994 and 1999 before showing a recovery to 30,273 in 2003.

Recently, numbers of teachers in the government sector have revived significantly after a progressive reduction. Consistent with the national trend, non-government schools are the major area of long term growth.

Primary STRs have fluctuated across the period, peaking at 18.5 in 1995 before a steady decline from 1999 to the 2003 level of 16.3. The secondary STR has produced similar fluctuations, peaking at 15.3 in 1998 before gradually declining to the 2003 level of 12.

Over the past ten years, teacher completions numbers peaked at almost 3,000 in 1993 and have oscillated since then. Teacher completions totalled 2,858 in 2003. Primary Teacher completions numbers have sustained levels over 1,000 since 2001 after falling during the nineties. In 2003 the total number of primary teacher completions was 1,018. Secondary teacher numbers have followed similar trends; the total number of secondary teacher completions in 2003 was 1,267.

Recruitment experience in the government school sector

In February 2003, Victorian government school principals were asked to complete the Teacher Recruitment Difficulties Survey covering fixed term and ongoing vacancies greater than six weeks. As vacancies and difficult-to-fill vacancies are sporadic in nature, the information provided is indicative of likely difficulties but not predictive. In any given year, other locations and subject areas may experience difficulties other than those identified at the time of the survey.

The survey category of “difficult to fill vacancies unfilled at survey date” is closest to the “minor” category on the scale used in the DEST Government Schools Staffing Survey, and is used to provide these figures.
Primary

Victoria reported that approximately 7.4 per cent of vacancies in non-metropolitan primary schools were reported as difficult to fill compared to 5.6 per cent of those in metropolitan primary schools. The top five difficult-to-fill primary subjects were General Primary, Physical Education, LOTE - Italian, LOTE - Indonesian, and Music - Classroom. In recruitment activity for Generalist and Visual and Performing Arts teachers, the Department reported minor issues (just able to satisfy the demand for teachers). Recruitment activity in the teaching areas of LOTE, Special Education and Health and Physical Education Teachers was assessed as “moderate”, meaning unable to satisfactorily meet demand in some locations - some shortfalls. In the teaching area of LOTE, the particular difficulties related to teachers of Italian and Indonesian. In the area of Special Education, moderate difficulties were experienced in recruiting teachers of the deaf in metropolitan locations. Special Education vacancies accounted for 6.9 per cent of all difficult-to-fill vacancies. Moderate issues were reported in recruitment activity for Physical Education teachers in metropolitan locations.

Data from the Victorian Teacher Recruitment Survey suggests that some geographical locations experienced greater recruitment difficulties. The top five Local Government Areas (LGAs) where primary schools are finding it difficult to fill vacancies were West Wimmera, Ararat, Towong and Maribyrnong.

Secondary

Victoria reported that approximately 30 per cent of vacancies in non-metropolitan secondary schools were reported as difficult to fill compared to 14 per cent of those in metropolitan secondary schools. The top ten difficult-to-fill secondary subjects were Mathematics, Physical Education, English, Science, LOTE - Indonesian, Technology - IT/Computer Science, LOTE - Italian, Technology - General, Technology - Food Technology/Hospitality and Physics.

In recruitment activity for Mathematics and Special Education, the Department reported minor issues (just able to satisfy the demand for teachers). Recruitment activity for teachers in the KLAs of LOTE, Technology and Health and Physical Education was assessed as “moderate”. In Technology, the particular difficulties were in the subjects of Food Technology, Automotive/Metal/Wood/General across both metropolitan and non-metropolitan locations. In LOTE, the difficulties related particularly to the recruitment of Indonesian teachers across both metropolitan and non-metropolitan locations. The Department reported “moderate” issues in recruiting Physical Education Teachers for non-metropolitan locations.

The top five Local Government Areas where secondary schools are experiencing difficulties in filling vacancies were West Wimmera, Yarriambiack, Swan Hill, Ararat and Buloke.

Analysis of Teacher Recruitment census data for all school types over four years indicates that West Wimmera, Swan Hill, Towong, Buloke, Gannawarra and Pyreneys LGAs consistently experienced more difficult-to-fill vacancies per 100 staff on duty than other areas in Victoria.
Initiatives taken by the Education Department to address shortages

The Victorian Department of Education and Training employs a range of initiatives to address shortages.

**Teaching Scholarship Scheme**

The Teaching Scholarship Scheme enables a school to offer final year student teachers with financial incentives to take up difficult to fill vacancies. The Scheme was reviewed in 2004, with changes enhancing the focus on hard to staff vacancies.

The main features of the revised Teaching Scholarship Scheme are as follows:

- A three-tier scale of scholarship payments reflects differing degrees of recruitment difficulty and teacher supply priorities:

<table>
<thead>
<tr>
<th>Category</th>
<th>School and vacancy descriptor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Category 1 scholarship ($4000 plus $4000 Retention Bonus)</td>
<td>Designated hard to staff school and hard to staff subject area</td>
</tr>
<tr>
<td>Category 2 scholarship ($4000 plus $2000 Retention Bonus)</td>
<td>Designated hard to staff school and other subject area OR</td>
</tr>
<tr>
<td></td>
<td>Rural school and hard to staff subject area</td>
</tr>
<tr>
<td>Category 3 scholarship ($4000)</td>
<td>Rural school and other subject area OR</td>
</tr>
<tr>
<td></td>
<td>School in outer suburban growth area and hard to staff subject area OR</td>
</tr>
<tr>
<td></td>
<td>School in provincial centre and hard to staff subject area OR</td>
</tr>
<tr>
<td></td>
<td>Metropolitan school and vacancy in mathematics or special education</td>
</tr>
</tbody>
</table>

- Scholarship recipients are paid an up-front taxable payment of $4000 after they accept the employment offer. This payment must be refunded pro rata if the recipient fails to complete at least two years’ employment (excluding approved unpaid leave) with Category 1 and 2 scholarship recipients also being eligible for a Retention Bonus to be paid as a taxable lump sum at the commencement of the 4th year (excluding approved unpaid leave) in the school to which they were originally appointed.

- The Scheme is available to final year student teachers who will graduate prior to the commencement date of the vacancy. It is also available to teachers who have graduated from Australian universities within the 12 months prior to the commencement date of the vacancy, provided that they are not already employed by the Department as a teacher as at the commencement date of the vacancy.

- Special Education Vacancies are available to qualified teachers who are not employed by the Department as a teacher as at the commencement date of the vacancy, and either (a) are currently studying but will complete their special education qualification by the commencement date of the vacancy or (b) have gained a special education qualification in the prior 12 months.
Scholarships are only available to schools offering the recipient ongoing employment.

Scholarship vacancies advertised for the start of the school year will commence on 1 January.

**Teacher Graduate Recruitment Program**

The Teacher Graduate Recruitment Program is one of a number of strategies to promote opportunities for Victorian government schools to access high quality teachers, particularly in targeted geographic/curriculum areas.

The Year 2005 Teacher Graduate Recruitment Program is a targeted program for graduate recruits and is available to all primary, specialist and secondary schools. This program enables principals to designate vacancies, which are to be filled only by teacher graduate recruits as defined under the program.

For the purpose of the Year 2005 Teacher Graduate Recruitment Program, a graduate is defined as a teacher who has completed their course requirements and graduated in 2001 or later and is not employed as a teacher by the Department at the time of the commencement of the vacancy (usually on or after 1 January).

Under the terms of the program, primary schools can generally designate up to 2.0 EFT of funded vacancies as “graduate recruit”. Larger schools (where the school global budget exceeds $2 million - primary and $5 million - secondary) may designate an additional 2.0 EFT of funded vacancies as “graduate recruit”.

**Career Change Program**

The Career Change Program will enable a school to employ an experienced professional from another career stream as a trainee teacher in difficult to fill subject areas.

The program is particularly geared to schools who have been unsuccessful in recruiting teachers in hard to staff curriculum areas such as mathematics, science and technology studies and who would be interested in engaging a professional with qualifications and relevant experience in a related discipline (e.g. engineering, IT, accountancy, trade areas).

The main features of the program are as follows:

- Trainees will be guaranteed ongoing employment in the school on the successful completion of teacher training.
- The training period will combine teacher education study and classroom experience, under the supervision of an experienced teacher.
- Before commencing duty in the school, successful appointees will undergo a full-time preparatory training program ("summer school") designed to equip them with the skills to undertake classroom duties under supervision.
- Following the completion of the preparatory program, appointees will commence duty in their designated school as a trainee teacher. This will comprise an average three days per week undertaking classroom duties in the school and two days per week of paid study leave to undertake a teacher education course.
Salary during the training period will be at a full-time rate and appointees will receive a centrally-funded allowance to assist with relocation, course fees and other incidental costs. Both salary and allowance rates are yet to be finalised.

**Rural Retraining Program**

The *Rural Retraining Program* enables current staff to retrain in subject areas in which their school is experiencing difficulty in attracting qualified staff.

The program aims to retrain current DE&T teachers in some of the subject areas for which qualified teacher recruits have been in relatively short supply. Up to $20,000 will be provided to schools per teacher for course costs and relief teaching assistance, where necessary, to cover absences for study.

Retraining will generally require teachers to undertake studies in an award course or specific subjects within a course that will enable them to gain specialist area qualifications in accordance with the Victorian Institute of Teaching's Specialist Area Guidelines.

Universities have recently been invited to provide a list of stand-alone courses or other pathways that would allow for retraining in key subject areas. The universities were invited to advise of courses/pathways that offered flexibility in terms of timetabling and delivery mode (e.g. distance education), and that could especially meet the needs of teachers in country locations.

As far as possible, study would be undertaken at times to suit the needs of schools. In some cases, however, release to complete course requirements may be necessary.

Priority will be given to teachers retraining in hard to staff subject areas. The 2004 Teacher Recruitment census has identified these subject areas as mathematics, physical education, special education, technology studies (especially metal, wood and food/hospitality), languages other than English (especially Indonesian, Italian and German) and information technology.

Priority will be given to retraining teachers in rural schools, but consideration will also be given to teachers in non-rural schools willing to retrain in subject areas of highest need, especially mathematics and special education.

**Student Teacher Practicum Scheme**

*Student Teacher Practicum Scheme* provides financial incentives to student teachers to undertake practicum placements in rural and outer metropolitan schools (which have traditionally been hard to staff).

The scheme enables student teachers to experience a rural or outer metropolitan placement. This also provides the school with the opportunity to see student teachers at work and assess their skills should a suitable vacancy arise in the future.

Eligible student teachers are provided with an allowance as a way of offsetting out-of-pocket expenses and loss of income normally associated with a teaching placement in a rural or outer metropolitan school. All students currently undertaking a course of teacher training are eligible,
although priority will be given to student teachers in their final year of training. There are two kinds of allowance:

- Payment of $900 to student teachers who are required to live away from their current place of residence and are undertaking their placement in a designated rural school.
- Payment of a travel-only allowance of $300 to help meet commuting costs where students are required to travel more than one hour from their current place of residence to a designated rural school or school in an outer metropolitan growth area.

Any student teacher who has arranged a practicum in a rural or outer metropolitan school in Terms 3 or 4 of 2004 and who meets the eligibility criteria outlined above will be eligible for an allowance.

Those schools, especially in rural locations, without established links with universities have been asked to register their interest in hosting student teachers with the department who will “broker” placements with three participating universities (Melbourne, Deakin and Ballarat).

**Refresher Training Courses**

The *Refresher Training Courses* for returning teachers initiative aims to offer refresher courses for experienced teachers seeking to re-enter the teaching workforce in Victorian government schools, to work in areas of teacher recruitment difficulty. They will supplement numbers from the beginning teacher pool and help maintain the experience base in specialisations with high attrition rates.

This initiative aims to build the capacity of and encourage 300 qualified teachers back into government schools each year. *Refresher Training Courses* are to be provided for teachers in both country and metropolitan locations and offered throughout the year to a minimum of 300 teacher participants per year.

The focus of this professional development program is on building the skills of the teaching workforce by assisting teachers returning to schools to adopt current practices already available in government schools, and thereby improve student learning.

The key objectives of this professional development program are to:

- Increase the supply of teachers in areas of geographic and subject shortage who are adequately prepared for returning to teaching in government schools;
- Enhance the capabilities of returning teachers to maximise student learning outcomes;
- Assist teacher employment and retention by enhancing teacher preparedness and capacity thus reducing the costs to schools and the system associated with employment and hiring processes; and
- Enhance workforce capacity, making a more adaptable and employable workforce.

The courses are available to qualified and experienced teachers registered with the Victorian Institute of Teaching who have not taught in a government school in the last three years. This does not preclude those teachers who have worked as Casual Relief Teachers during this time.

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143 A “rural” school is one for which a DE&T “rurality status” rating has been accorded. “Outer metropolitan growth areas” are currently deemed to be the Local Government Areas of Cardinia, Casey, Hume, Melton, Whittlesea and Wyndham
Teachers who have interstate and/or overseas experience who are registered are also eligible to apply.

Priority will be given to teachers seeking to teach in areas of geographic and subject shortage in government schools.

**Victorian primary**

Table 1.11: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
<thead>
<tr>
<th>Year</th>
<th>Government Students</th>
<th>Government Teachers</th>
<th>STR</th>
<th>Non-government Students</th>
<th>Non-government Teachers</th>
<th>STR</th>
<th>Total Students</th>
<th>Total Teachers</th>
<th>STR</th>
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<tbody>
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<td>19.8</td>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

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Victoria Primary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

Source: ABS Schools Australia (Cat No. 4221.0)
Victorian secondary

Table 1.12: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
<thead>
<tr>
<th>Year</th>
<th>Government Students</th>
<th>Government Teachers</th>
<th>STR</th>
<th>Non-government Students</th>
<th>Non-government Teachers</th>
<th>STR</th>
<th>Total Students</th>
<th>Teachers</th>
<th>Total STR</th>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

Victoria Secondary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

Source: ABS Schools Australia (Cat No 4221.0)
Queensland

The current labour market for teachers

In 2003 there were 24,123 FTE primary teachers and 19,389 FTE secondary teachers in Queensland. From 1984 to 2003 teacher numbers grew very rapidly in both the primary and the secondary sectors. In the primary sector the FTE of teachers grew by 62.1 per cent over the period and in the secondary sector it grew by 52.9 per cent.

The overall trend in Queensland teacher numbers over the period 1984 to 2003 showed the most rapid growth in teacher numbers more than any other State. Student teacher ratios in primary schools also fell during this period from 20.0 in 1984 to 15.8 in 2003. Secondary schools STRs decreased from 1984 to 1994, rose in 1995 and 1996, then gradually declined to 12.8 in 2003.

Teacher completion numbers have been maintained consistently at levels over 1,000 in the ten years to 2003. From a low of 1,234 in 1999, numbers have steadily increased to a new peak of 2,969 in 2003. In 2003 there were 1,355 completions in primary teacher training and 748 in secondary teacher training.

Recruitment experience in the government school sector

Education Queensland based their reporting on Recruitment issues on assessments by district staffing officers, an analysis of the teacher vacancies advertised in newspapers during 2003, and a monitoring of continuing vacancies during the 2004 school year.

Primary

In responding to the DEST Government Schools - Primary - Staffing Survey, Education Queensland assessed their recruitment activity for Generalist teachers as presenting “minor” issues in 2003 - i.e. they were just able to satisfy the demand, avoiding significant shortfalls. Moderate difficulties (i.e. they were unable to satisfactorily meet demand in some locations, causing some shortfalls) were reported in the teaching areas of Special Education and Visual, Performing Arts. Recruitment activity for primary teachers of Languages Other than English was assessed as “difficult” for rural, regional and remote areas of the State.

In the teaching area of LOTE, the particular difficulties related to teachers of French, Japanese, Indonesian and Italian in non-metropolitan areas, suggesting that these difficulties may well be related to the lack of availability in these locations of qualified teachers with skills in the particular language.

In the teaching area of Special Education, recruitment activity was assessed as a “moderate” issue for teachers of students with disabilities in rural/regional areas; ASD teachers in metropolitan areas; teachers of students with intellectual impairment in rural areas; and teachers specialising in guidance or behaviour management in remote areas.

144 Schools Australia, Cat No 4221.0, ABS, 2003
In the teaching area of Visual and Performing Arts, Queensland recruitment activity for teachers of music in rural schools was assessed as a "moderate" issue.

**Secondary**

Education Queensland assessed recruitment activity in the KLAs of LOTE, Mathematics, Science and Technology as "difficult" in some areas of the State. In LOTE, the particular difficulties related to teachers of Japanese, French, Indonesian and German in non-metropolitan locations, and for positions of Extended Relief. In Mathematics, the difficulties were experienced for teachers of senior subjects (A, B and C) in rural/regional locations and for short-term relief. In the Science KLA, the particular difficulties related to the recruitment of senior teachers in Physics and Chemistry in non-metropolitan locations. In the KLA of Technology, particular difficulties were experienced in non-metropolitan locations for teachers of IPT, Home Economics, Agricultural Science, Business Education and Manual Arts.

In the KLAs of English and Special Education, recruitment activity was assessed as "moderate", meaning unable to satisfactorily meet demand in some locations (some shortfalls). In English, the particular difficulties were in recruitment activities for teachers of senior-level classes in rural/regional locations, and for short-term relief positions. In Special Education, teachers of students with Intellectual Impairment created some difficulties in rural/regional locations.

**Initiatives taken by Education Queensland to address shortages**

During 2003 - 04, Education Queensland utilised a range of strategies to address teacher shortages. These included:

- Provision of specialist training for teachers through the eight Technology, Maths and Science Centres of Excellence established across Queensland (three in and around Brisbane and five in rural and regional centres). More than 3,900 teachers participated in workshops at the Centres in the 2003 - 2004 period.

- A series of science short courses for teachers in the middle phase (Years 4 - 10) of schooling have been developed in collaboration with Science and Education faculties at universities, as part of the Science State-Smart State initiative.

- The Department’s Spotlight on Science action plan aims not only to inspire more students to learn science but also to attract and retain skilled science teachers.

- The Virtual Schooling Service provided access by Year 11 - 12 students in rural and remote parts of the state to teachers with specialist expertise in Economics, Japanese, German, Physics, Mathematics, Computer Studies (VET), Information Processing and Technology, and Modern History. Through the Service, senior secondary students were able to study these subjects that are not offered in their school.

- Teaching Scholarships are awarded to high school graduates from rural and remote areas who wish to pursue a degree in teaching. To boost numbers of Maths and Science teachers, starting in 2004, Education Queensland is offering up to 25 Maths-Science Scholarships to encourage aspiring teachers to make secondary maths-science teaching their career. The scholarships take the form of financial assistance and access to a full-time accelerated Graduate-entry Bachelor of Education (Secondary) course at the Queensland University of Technology (QUT), in Brisbane. The accelerated
Graduate-entry Bachelor of Education (Secondary) course will involve intensive school-based practicum components, where successful applicants will receive mentoring and extensive professional support. Graduates will commence employment with Education Queensland in the 2006 school year.

- The *Department of Education and The Arts Workforce Strategy 2004 - 2008* is a blueprint to develop and position the workforce to meet and influence the challenges of any plausible future. The Workforce Strategy centres on three interdependent strategic outcome areas, namely, Workforce Sustainability, Workforce Capability and Workplace Optimisation.

- The 2003 - 2004 State Budget made provision for an additional 200 teachers for Special Education.

- A program has been established to provide males in pre-service courses with experienced male teachers as mentors. The aim of the mentoring program is to increase the attraction and retention of males to the teaching profession.
Queensland primary

Table 1.11: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
<thead>
<tr>
<th>Year</th>
<th>Government Students</th>
<th>Government Teachers</th>
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<th>Non-government Students</th>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

Queensland Primary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

Source: ABS Schools Australia (Cat No 4231.0)
Queensland secondary

Table 1.12: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years
South Australia

The current labour market for teachers

In 2003 there were 9,658 FTE primary teachers and 7,436 FTE secondary teachers in South Australia. Overall, from 1984 to 2003, teacher numbers in the primary sector grew despite fluctuations, whilst the secondary sector experienced falling teacher numbers to the mid 1990s, an increase to 2001, then a decrease to 2003 levels. In the primary sector the FTE of teachers grew by 13.1 per cent over the period and in the secondary sector there was negative growth of 12 per cent.

Student to teacher ratios in the primary sector have fluctuated across the 1984 to 2003 period, with peaks of 17.8 in 1995 and 1996, and a low of 16.4 in 2003. The 2003 primary STR is the lowest over the period. STRs for the secondary sector have fluctuated across the period, peaking in 2003 at 12.2 from a low of 11.1 in 1990.

Teacher training completion levels fluctuated across the nineties, peaking over the 600 mark in 1994 and bottoming out near 400 in 1997. Since 2000 the number of completions has gradually increased to a new peak of 788 in 2003. In 2003 there were just over 400 primary teacher completions, and 265 secondary teacher completions.

Recruitment experience in the government school sector

Primary

In responding to the DEST Government Schools - Primary - Staffing Survey, the South Australian Department of Education and Children’s Services assessed their recruitment activity for Generalist and Visual and Performing Arts teachers as presenting “minor” issues in 2003 - i.e. they were just able to satisfy the demand, avoiding significant shortfalls. Moderate difficulties (i.e. they were unable to satisfactorily meet demand in some locations, causing some shortfalls) were reported in the teaching area of Languages other than English. Recruitment activity for primary Special Education teachers was assessed as “difficult” (broad recruitment deficit, widespread shortfalls).

In the teaching area of LOTE, the particular difficulties related to teachers of Asian languages in all locations and for both short-term and extended relief; the most severe difficulties were experienced in recruitment activities for these teachers in remote locations.

In the teaching area of Special Education, recruitment activity was assessed as a “difficult” issue across all locations, but particularly in non-metropolitan locations. Engaging special education teachers for short-term or extended relief also created major difficulties.

The Department acknowledged general difficulties in obtaining an adequate supply of teachers for the remote locations, including some of the more industrial regional centres such as Port Pirie, Port Augusta and Whyalla. Most permanent and one-year contract positions are able to be filled. Shorter term temporary positions are difficult to fill, particularly in regional centres.

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145 Schools Australia, Cat No 4221.0, ABS, 2003
Secondary
South Australia assessed their recruitment activity as “difficult” for the key learning areas of Mathematics, Science, Technology and Special Education. The difficulties in these KLAs extended across all locations, and included both short and extended relief vacancies. In Mathematics and Science, the difficulties are particularly experienced for qualified and experienced teachers of upper secondary subjects in country locations. Filling vacancies in remote areas of the State in these KLAs are “almost impossible”.

Moderate levels of difficulty were recorded for the KLAs of Health and Physical Education; Languages other than English; English; Visual and Performing Arts (particularly Dance and Drama); and Vocational Education and Training. In the LOTE subjects, the main difficulties are in Asian languages in non-metropolitan locations.

As at February 2005, the SA Department of Education and Children’s Services had a pool of approximately 7,300 qualified teachers seeking employment. It is, however, difficult to fill vacancies due to teacher’s stated preferences. Most of the teachers seeking employment from the teaching pool are willing to accept employment in the metropolitan area only.

Particular geographic areas of shortage include the Whyalla, Port Augusta and Far North regions of South Australia.

Initiatives taken by the Education Department to address shortages
State wide strategies to address the supply of teachers include:

• The Targeted Teachers Scholarship Scheme is available to final year teacher education students in targeted subject areas.

• Country Teaching Scholarships provide up to $10,000 to students from country locations who are completing a teacher education course in South Australia. At the successful completion of their studies these scholarship holders will be guaranteed a teaching position in a country school which will be confirmed as permanent after the satisfactory completion of two years teaching service.

• An active presence in South Australian Universities promotes teaching careers in country schools.

• Officers meet with the Deans of Education from South Australian Universities on a regular basis. The Deans are informed about areas of teacher shortage.

• A working party has been established between the Department and the Department of Further Education, Employment, Science and Technology to collaborate on teacher shortage in specific curriculum and regional/rural areas.

Other subject-specific initiatives include:

• The Department has developed a set of support materials for principals which promote a number of models for delivery of Languages other than English curriculum.

• The Australian Science and Maths School has been established to promote the study of and careers in Mathematics and Science. Undergraduates at Flinders University studying to become Maths and Science teachers have access to training at the school, which is co-located at the campus.
• The Department is developing strategies with the University of Adelaide to promote teaching to Bachelor of Science students.
• A Bachelor of Education (Design and Technology Studies) course is being prepared for 2005 at the University of South Australia. If introduced, the first group of graduates would qualify in 2009.
• The Department has established a Workforce Planning Steering Committee to guide planning and decision-making with respect to current and new initiatives to address areas of teacher shortage.
South Australian primary

Table 1.11: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
<thead>
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<th>Year</th>
<th>Government Students</th>
<th>Government Teachers</th>
<th>Government STR</th>
<th>Non-government Students</th>
<th>Non-government Teachers</th>
<th>Non-government STR</th>
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<th>Total Teachers</th>
<th>Total STR</th>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years
South Australian secondary

Table 1.12: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
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<th>Year</th>
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<th>STR</th>
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<td>90,871</td>
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</table>

Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

South Australia Secondary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

Source: ABS Schools Australia (Cat No 4221.0)
Western Australia

The current labour market for teachers

In 2003 there were 12,133 FTE primary teachers and 10,565 FTE secondary teachers in Western Australia. From 1984 to 2003 teacher numbers steadily increased. From 1984 to 2003, in the primary sector the FTE of teachers grew by 53.4 per cent, whereas the secondary sector showed a growth rate of 40 per cent.

Student to teacher ratios in the primary sector fell from 1984 to 2003 (20.4 to 16.9). A fall in STRs was also evident in the secondary sector with a decrease from a peak of 13.5 in 1984 to a low of 12.2 in 2002 and again in 2003.

Levels of teacher completions in Western Australia have been maintained around the 1,000 mark since bottoming out in 1998. Since 2000, the numbers have gradually increased to a peak of 1,548 in 2003, including 679 primary and 614 secondary teacher completions.

Recruitment experience in the government school sector

Primary

In their response to the DEST Government Schools - Primary Staffing Survey, the Western Australian Department of Education and Training reported that the jurisdiction was experiencing few difficulties in recruiting primary school teachers. With the exception of teachers of Languages other than English (LOTE), Western Australia reported abundant teacher supplies, meaning they were easily able to satisfy demand. In the case of LOTE teachers, there were “minor” recruitment issues, meaning that they were just able to satisfy the demand for teachers, avoiding significant shortfalls.

Secondary

Across the secondary key learning areas, Western Australia generally reported minor or no issues in their recruitment activities. The exception was recruitment activities for LOTE teachers, which presented “moderate” issues, meaning that they were unable to satisfactorily meet demand in some locations, leading to some shortfalls. Specifically, there was a “moderate” issue in recruiting Indonesian teachers for Rural/Regional locations.

Initiatives taken by the Department of Education and Training to address shortages

Strategies employed by the Western Australian Department of Education and Training to address shortages include:

- *Teaching – Shaping young lives* teacher recruitment initiative promotes teaching as a career and the Department as the employer of choice in WA. The initiative is supported by two dedicated Recruitment Officers (Teaching) who coordinate the initiative, visiting schools, universities and careers’ expositions in metropolitan and rural areas, an informative website ([http://www.eddept.wa.edu.au/teaching/](http://www.eddept.wa.edu.au/teaching/)), a customer service centre

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146 *Schools Australia*, Cat No 4221.0, ABS, 2003
accessed through a toll-free phone number and a recently introduced Teacher Recruitment Advisory Centre, and a range of promotional recruitment materials

• the Student Teacher Rural Experience (STREP) offers financial support to student teachers who wish to experience teaching in government rural schools in the district in which they hope to work the following year

• the Remote Teaching Service Package, offering a range of benefits to teachers in remote schools, including free government employee housing, a Remote Service allowance of between $8,500 and $11,500, locality allowance, transportation to the location, additional leave entitlements, ongoing employment (subject to satisfactory performance) and the prospect of permanency after two years

• The Country and Metropolitan Teaching Program, offering increased transfer points, financial incentives between $2,000 and $20,000 and the opportunity for permanency after two years for teachers appointed to schools in the Program

• offering a range of scholarships to attract people to the profession and to areas of shortage. The Final Year Teaching Scholarships award up to $30,000 to undergraduate and Graduate Diploma students in their final year of study who commit to accept a teaching position in learning and geographical areas of need for two to three years

• the Science HECS Reimbursement Scheme which grants $6,000 per year for up to three years to graduate primary and secondary teachers of physical sciences appointed to Western Australian Government schools in 2003.
Western Australia primary

Table 1.9: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
<thead>
<tr>
<th>Year</th>
<th>Government Students</th>
<th>Government Teachers</th>
<th>Government STR</th>
<th>Non-government Students</th>
<th>Non-government Teachers</th>
<th>Non-government STR</th>
<th>Total Students</th>
<th>Total Teachers</th>
<th>Total STR</th>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

Western Australia Primary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

Source: ABS Schools Australia (Cat No 4221.0)
### Western Australia secondary

#### Table 1.10: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

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<th>Non-government</th>
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<td>Teachers</td>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

#### Western Australia Secondary - Growth in FTE of teachers and Student To Teacher Ratios, 1984 - 2003

![Graph showing growth in FTE of teachers and student to teacher ratios](source: ABS Schools Australia (Cat No 4221.0))
The current labour market for teachers

There were 2,856 FTE primary teachers and 2,869 FTE secondary teachers in Tasmania in 2003. Over the period 1984 to 2003 teacher numbers have been declining in both the primary (-3.1 per cent) and secondary sectors (-6.7 per cent). This decline in teacher numbers was confined to the government sector only.

In the primary sector, student to teacher ratios have been declining since reaching a high of 18.6 in 1992. In 2003 the primary STR was 16.2. After fluctuations through the 1990s, with a peak of 13.3 in 1991, secondary STRs have declined to 12.6 in 2003.

In Tasmania the numbers of teacher completions have been maintained above the 200 mark. In 2003, 294 completions were recorded.

Recruitment experience in the government school sector

Primary

The Tasmanian Department of Education indicated in their response to the DEST Government Schools – Primary Staffing survey that recruitment activity for primary teachers had generally created no major difficulties in 2003.

Secondary

Tasmania reported generally “minor” levels of recruitment difficulties in Maths and Science. The supply of fixed term and relief teachers in Maths and Science tended to be more difficult in rural and remote schools and at certain times of the year, most specifically Term 2.

Initiatives taken by the Education Department to address shortages

The initiatives undertaken by the Tasmanian Department of Education to address shortages and align supply with demand include:

- A Graduate Recruitment Program which recruits top graduates from the University of Tasmania to permanent employment. Graduates are paid one salary level in advance of that normally paid to a similarly qualified graduate in their first year of appointment. They will remain 1 salary level in advance of similarly qualified and experienced teachers until they reach the top of the base grade salary scale;
- Interviewing almost all mathematics and science education graduates from the University of Tasmania, and offering permanent employment to suitable graduates through the Graduate Recruitment Program;
- Annual incentive payments for employees in designated rural and remote schools; $1,628 at commencement, increasing to $3,257 after 6 years continuous employment;

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147 *Schools Australia, Cat No 4221.0, ABS, 2003*
• A Professional Experience in Isolated and Rural Schools (PEIRS) program that encourages pre-service teachers to undertake school experience in particular rural and isolated schools by providing support for accommodation and travel.
# Tasmania primary

## Table 1.11: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
<thead>
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<th>Non-government</th>
<th>Total</th>
</tr>
</thead>
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<td>STR</td>
</tr>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

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**Graph:**

Tasmania Primary - Growth in FTE of teachers and Student To Teacher Ratio, 1984 - 2003

Source: ABS Schools Australia (Cat No. 4221.0)
Tasmania secondary

Table 1.12: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

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<th>Non-government Students</th>
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<th>Total Students</th>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

Tasmania Secondary - Growth in FTE of teachers and Student To Teacher Ratios, 1984 - 2003

Source: ABS Schools Australia (Cat No. 4221.0)
Northern Territory

Current labour market for teachers

In 2003 there were 1,730 FTE primary teachers and 1,090 FTE secondary teachers in the Northern Territory. From 1984 to 2000, teacher numbers grew steadily, especially in the primary sector, having fallen slightly in 2003. FTE of primary teachers grew by 37.6 per cent over the period whilst the growth in secondary teachers was comparatively slower at 35.2 per cent.

Student teacher ratios in primary schools also fell during this period from 16.7 in 1984 to 14.6 in 2003. Secondary school STRs rose in the early 1990s then dropped and have remained relatively constant at 10.8 since 1999.

Teacher completion numbers in the Northern Territory have been quite consistent. Of the 76 completions recorded in 2003, 33 were in primary and 11 in secondary teaching.

Recruitment experience in the government schools sector

Charles Darwin University and the Batchelor Institute of Tertiary Eduction do not currently produce enough teacher graduates, annually, to cover the ongoing recruitment requirements of the Northern Territory. The Northern Territory Department of Employment, Education and Training has an ongoing requirement to recruit interstate.

Primary

The Northern Territory Department of Employment, Education and Training reported “minor” or “no” difficulties in their recruitment activity for primary level teachers during 2003. Recruitment difficulties tend to be the result of location - i.e. in those areas of the Northern Territory regarded as “remote”.

Secondary

The Northern Territory reported that recruitment activity for teachers in the Key Learning Ares of Mathematics and Science had been “difficult” during 2003. The jurisdiction also reported “moderate” issues in filling positions in the KLAs of Health, Physical Education; Technology and Special Education. “Minor” issues were presented in recruitment for teachers of English and VET.

Many of the recruitment difficulties relate to the location of the school - particularly for remote schools within the Northern Territory. As an “importer” of teachers, the Northern Territory is particularly vulnerable to teacher shortages, particularly in the learning areas creating problems for other jurisdictions. In the case of Mathematics and Science teachers, recruitment difficulties have been exacerbated by the difficulties in attracting teachers to remote areas.

Initiatives taken by the Education Department to address shortages

The Northern Territory Department of Employment, Education and Training is using a number of different strategies in recruiting and retaining teachers, underpinned by an innovative approach.

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recruitment and retention campaign creating a supportive environment to enhance retention, and includes a new teacher recruitment website, agreements with the Commonwealth Department of Immigration, Multicultural and Indigenous Affairs (DIMIA), a contemporary probation model, 12 month modular induction program, teacher bursaries, remote employment package, partnerships with interstate universities for students to gain experience working in the Northern Territory.

**Probation**

During 2004, the teacher probation system was extensively reviewed, with a view to reinforcing the professional support and mentorship aspects that are critical to integrating neophytes into the teaching profession, and teachers new to the NT into the Territory environment. The model aims at separating the maintaining teacher quality component (probation) from teacher support (induction). NT Government Schools are implementing the new Teacher Probation model developed via workshops and consultations with key stakeholders.

**Induction and Orientation Programs**

The primary objective of the Teacher Orientation & Induction program is to support new teachers in their continuum of professional learning, beginning with Teacher Orientation and continuing throughout their teaching career.

Teacher Orientation & Induction is an extended process that aims to provide new teachers with:

- Orientation to the profession and the organisation;
- Personal and professional support; and
- Opportunities to develop the knowledge, skills and attitudes essential for effective teaching.

The program has been expanded to cater for a detailed cross-cultural element including historical, cultural and strategies for working more effectively in a cross-cultural environment. Three-day Orientation events are held regionally across the Territory at the beginning of the school year and mid-year during peak recruitment periods to accommodate recruits to each region. The teacher induction program has been expanded via development of a new teacher induction module identification using NSW as a guide but adapted to NT context. Twenty-six NT modules have been identified and consultants have been engaged to write the program.

**Marketing of Teaching in the Territory**

Effective recruitment marketing campaigns have been completed and implemented. A Teacher Recruitment website launched on 29 October 2004 averages 1,747 website hits per month.

Increased overseas recruitment agreements with the Australian Government Department of Immigration, Multicultural and Indigenous Affairs (DIMIA) have been finalised in order to facilitate overseas applications.

The program “teach for a term” was launched on the teacher recruitment website. This offers prospective recruits an opportunity to try a shorter-term teaching post in the NT. Retention from this program has been good.
100 Additional Teachers

In 2001 the Northern Territory Government announced a program to allocate 100 additional teachers over four years, to ease the workload and pressures of classroom teachers. These positions are outside of the staffing formula. To date, the positions created have covered the following critical areas:

- Special Education x 24 positions
- Capability Development Unit – Darwin x 3 positions
- Assistant Principals for Group Schools x 5
- Remote Education Resource Development x 2
- Alternative Education Provision (AEP) x 7
- ESL x 10 positions
- Technology in Schools x 4 positions
- Accelerated Literacy Program x 12 positions
- Accelerated Literacy Research (outposted to Charles Darwin University) x 1 position
- Relief Teacher Pool x 4 positions
- Capability Development Unit – Alice Springs x 2 positions
- Physical Education/Sports Coordinators x 7 positions
- Behaviour Management x 10 positions

Remote Locality Conditions

A wide range of incentives are offered to teachers to take up employment in remote localities, including:

- Rental concessions or free rent (depending on remoteness);
- Special Study Leave program of up to six months leave on full pay after four years’ service in remote localities;
- Fares Out of Isolated Localities (FOIL) – up to three fares per year from a remote locality to either Darwin or Alice Springs, whichever is the closer;
- Allowance for freight on household goods of up to 15 k.g. (without dependants) or 39 k.g. (with dependants) per week;

Family travel assistance program;

- Household contents insurance premiums;
- Professional isolation allowance – currently $394 - $1,576 p.a. depending on category of remoteness; and
- Business Days – four per year.

Remote Interns

The Remote Schools Internship Project was implemented in Term 3 of 2002, with a continuation of the project in Term 3 of 2003 and 2004. The program aims to address teacher supply and retention in remote Indigenous communities. The Department of Employment, Education and
Training (DEET) fund the project through an allocation of funds from the Indigenous Education Strategic Initiatives Program (IESIP).

**DEET Professional Experience in Partnership with Deakin University**

In 2004 DEET commenced a partnership with Deakin University. The program is part of Deakin University’s Global Learning Program and endeavors to provide a range of placement opportunities for students as part of their professional site based experiences. Pre-service teachers completed a three-week practicum in Darwin urban schools.

The experience aims to expand students’ knowledge and understanding of Australia’s indigenous people and cultures. It also aspires to provide a rich context to compare and contrast their own schooling and education to increase respect for indigenous students through the process of education and learning.

This practicum placement offers students the opportunity to work across diverse educational settings, developing competence in practical skills, knowledge and attitudes necessary to operate as competent teachers.

**Student Teacher Bursaries for local residents**

The Northern Territory Government offers 20 Student Teacher bursaries per year to encourage its residents to commence full-time teacher training at an NT tertiary institution. The 2004 Budget Paper No.3 committed $0.27 million to the scheme for the next four years.

**Workforce Development Strategy 2003 - 2005**

The DEET Workforce Development Strategy 2003 - 2005 establishes a whole of organisation approach to professional learning and training, enabling DEET to build a culture where workforce development is an investment for the future. A priority is to build a strong teaching profession, and to provide ways for teachers to engage in targeted professional learning. Under this Strategy the aim to build capacity and retain quality teachers is met through leadership development, Indigenous teacher and assistant teacher development and the transforming of teaching and learning through information communication and technology programs.
Northern Territory primary

Table 1.13: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

Northern Territory Primary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

Source: ABS Schools Australia (Cat No 4221.0)
Northern Territory secondary

Table 1.14: Number of full-time students, fte of teachers and student to teacher ratios for government and non-government sectors

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Source: Schools Australia (Cat No. 4221.0), ABS, 2003 and earlier years

![Graph showing growth in FTE of teachers and student to teacher ratios from 1984 to 2003](image)
Australian Capital Territory

Current labour market background

There were 1,981 FTE primary teachers and 2,321 FTE secondary teachers in the ACT in 2001. Over the period 1984 to 2003 there has been a net increase in the number of teachers in both the primary and secondary sectors. This increase in teacher numbers was confined to the non government sector with teacher numbers in the government sector falling over the period 1994 to 1999, then subsequently rising. Over the period 1984 to 2003 the growth in the number of primary teachers was 17.6 per cent (9.6 per cent in the government sector) and in the secondary sector growth rate was 9.3 per cent (negative 9.6 per cent in the government sector).

Student to teacher ratios in the primary sector have fluctuated over the period 1984 to 2003, peaking at 19.8 in 1988 and again in 1991. Since 1996, the primary STR has declined to the 2003 level of 16 – the lowest level over the period. The secondary STR steadily increased between 1984 (12.1) and 1996 (13.1) before a gradual decline to 12.3 in 2003.

Teacher training completions in the ACT have generally maintained levels over the 200 mark, with a low of 195 in 1999 and a peak of 308 in 2002. In 2003, there were 290 completions, of which 110 were in primary and in 2001 reached 268, of which 107 were in primary teaching and 149 were in secondary teaching.

Recruitment experience in the government school sector

Primary

In their response to the DEST Government Schools - Primary - Staffing Survey, the ACT Department of Education and Training generally reported minor or no recruitment issues in their recruitment activity across the primary teaching areas. The exception was for teachers of Languages other than English, where the ACT reported “moderate” issues, meaning the jurisdiction was unable to satisfactorily meet demand in some locations, some shortfalls. These difficulties extended across all LOTE subjects, and included vacancies for both short-term and extended relief.

Secondary

At the secondary level, the ACT also recorded “minor” or no recruitment issues across all Key Learning Areas, with the exception of LOTE. Recruitment activities for secondary LOTE teachers in 2003 was assessed as presenting “moderate” issues.

Initiatives taken by the Education Department to address shortages

The ACT uses a number of strategies to address teacher shortages, including:

- Participation in university visits. Recruitment teams from the ACT Department of Education and Training visit over 30 universities to talk to final year education students about teaching in the ACT. Each team usually consists of a beginning teacher who

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trained through the university and an Executive Teacher from the Teacher Recruitment Unit in the Department. Visits usually occur between April and June.\textsuperscript{150}

- Using the local media to highlight the advantages of teaching in the ACT. For example, in October 2004, the Canberra Times newspaper published an article, \textit{The many rewards of teaching in Canberra} in its general news. The byline on the story was that of an ACT Department of Education and Training public servant.\textsuperscript{151} The timing suggests that it was targeted at students (particularly those from interstate) completing their degrees at the University of Canberra.

- Implementation of an Employee Exit Survey to evaluate and develop the department’s staffing and human resource policies. The survey collects demographic information relating to separating employees’ service and employment history, personal information and reasons for separation.

- Implementation of a relief teachers booking database to provide ease of access for all schools to relief staff;

- Development of a Teacher Recruitment Qualifications database. The database collects data from the assessment of teacher qualifications and assessment of prior experience claims.\textsuperscript{152}

- The Maths Retraining Initiative enables teachers to retrain in mathematics, an area of teacher shortage. Under this flexible delivery course, which began in February 2004, 15 permanent teachers (the majority of whom were primary-trained) study three specially-designed subjects at the University of Canberra over one semester and spend one day per week in high schools observing best practice mathematics. On completion, the participants receive a graduate certificate in high school mathematics and will teach high school mathematics, mainly to year 7 and 8 students;\textsuperscript{153}


\textsuperscript{151} p.18, Stephen Gniel, \textit{The many rewards of teaching in Canberra}, \textit{The Canberra Times}, Wednesday 20 October 2004


## Table 1.15: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
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<td>STR</td>
</tr>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

### ACT Primary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

![Graph showing growth in FTE of teachers and Student to Teacher Ratios](source: ABS Schools Australia (Cat No. 4221.0))
Australian Capital Territory secondary

Table 1.16: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

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<th>Government STR</th>
<th>Non-government Students</th>
<th>Non-government Teachers</th>
<th>Non-government STR</th>
<th>Total Students</th>
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<th>Total STR</th>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

ACT Secondary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

Source: ABS Schools Australia (Cat No. 4221.0)
Labour market background

There were 116,568 FTE primary teachers and 113,008 FTE secondary teachers in Australia in 2003. Over the period 1984 to 2001 there was a net increase in the number of teachers in both the primary and secondary sectors. In the primary sector the number of teachers rose by 28.3 per cent and in the secondary sector by 15.7 per cent over the period 1984 - 2003.

This increase in secondary teacher numbers was confined to the non government sector with teacher numbers in the government sector falling by 3.9 per cent since 1984. Over the period 1984 to 2003 the growth in the number of non-government primary teachers (66.2 per cent) was exceeded by the growth in the number of non government secondary teachers (74 per cent).

While student to teacher ratios (STRs) in the secondary sector declined over the period 1984 to 2003 only marginally from 12.8 in 1984 to 12.3 in 2003, STRs in the primary sector declined considerably from 19.2 in 1984 to 16.5 in 2003.

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154 Schools Australia, Cat No 4221.0, ABS, 2003
Australia primary

Table 1.17: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
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<tr>
<th>Year</th>
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<th>Teachers</th>
<th>STR</th>
<th>Students</th>
<th>Teachers</th>
<th>STR</th>
<th>Students</th>
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<th>STR</th>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

Australia Primary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

Source: ABS Schools Australia (Cat No. 4221.0)
### Table 1.18: Number of full-time students, FTE of teachers and student to teacher ratios for government and non-government sectors

<table>
<thead>
<tr>
<th>Year</th>
<th>Government Students</th>
<th>Government Teachers</th>
<th>STR</th>
<th>Non-government Students</th>
<th>Non-government Teachers</th>
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Source: Schools Australia, (Cat No 4221.0), ABS, 2003 and earlier years

### Australia Secondary - Growth in FTE of teachers and Student to Teacher Ratios, 1984 - 2003

![Graph showing growth in FTE of teachers and student to teacher ratios](source-image)
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Acronyms and abbreviations

ABS, Australian Bureau of Statistics
ACE, Australian Council of Education
AESOC, Australian Education Systems Officials Committee
AIS, Association of Independent Schools
ASCO, Australian Standard Classification of Occupations
ASCED, Australian Standard Classification of Education
ASD, Autistic Spectrum Disorder
ASFA, Association of Superannuation Funds of Australia
ASPA, Australian Secondary Principals’ Association
AVCC, Australian Vice-Chancellors Committee
BeTTR, Beginning Teacher Time Release
CMEC, Council of Ministers of Education Canada
CSS, Commonwealth Superannuation Scheme
DEST, Department of Education, Science and Training
DET, Department of Education and Training
DEWR, Department of Employment and Work Place Relations
DfES, Department for Education and Skills (UK)
DIMIA, Department of Immigration and Multicultural and Indigenous Affairs
ESL, English as a second language
FOSCHEC, Field of Study Classification of Higher Education Courses
FTE, Full-time equivalent
GCCA, Graduate Careers Council of Australia
GDS, Graduate Destinations Survey
GPR, Grade Progression Ratio
HECS, Higher Education Contribution Scheme
ICT, Information and Communications Technology
ISCA, Independent Schools Council of Australia (formerly NCISA)
KLA, Key Learning Area
LGA, Local Government Area
LOTE, Languages other than English
MCEETYA, Ministerial Council on Employment, Education, Training and Youth Affairs
NCEC, National Catholic Education Commission
NCES, National Center for Education Statistics (USA)
NTRC, National Teacher Recruitment Clearinghouse
OECD, Organisation for Economic Development
PEIRS, Professional Experience in Isolated and Remote Schools
RAIS, Remote Area Incentive Scheme
RTL, Repayment of Teachers Loans
SASS, Schools and Staffing Survey
SOSE, Studies of Society and the Environment
STR, Student to Teacher Ratio
TAS, Technological and Applied Studies
TQELT, Teacher Quality and Educational Leadership Taskforce
TTA, Teacher Training Agency (UK)
VET, Vocational Education and Training
VPA, Visual and Performing Arts
Glossary of Terms

Australian Standard Classification of Education (ASCED), refers to the classification system developed by the Australian Bureau of Statistics for use in the collection, storage and dissemination of statistical and administrative data related to educational activity in Australia. ASCED is comprised of two component classifications, Level of Education and Field of Education. It replaced the Australian Bureau of Statics Classification of Qualifications (ABSCQ).

Applicants (for undergraduate teaching courses), refers to those students who applied via the Universities Admission Centre and indicated a university undergraduate course either as their first or second preference on their application.

Commencements (of teacher trainees), refers to the number of students commencing an initial teacher training course as defined in the DEST Higher Education statistics. Courses coming within scope include undergraduate degree and Graduate Diploma (Diploma of Education) courses.

Completions (of teacher trainees), refers to the number of students completing an initial teacher training course.

Field of education, refers to the ASCED classification of the subject matter of educational activities. “Education” is one of 12 broad fields of education under this classification. ASCED defines the broad field of Education as “the study of the process of learning, including theories, methods and techniques of imparting knowledge and skills to others”. The Broad Field of Education comprises the narrow fields of Teacher Education, Curriculum and Education Studies, and Other Education. This classification replaces FOSCHEC – Field of Study Classification of Higher Education Courses.

Employed teachers, are full or part time teachers engaged on a permanent or fixed term basis i.e. regular teachers. It excludes relief and casual teachers who are engaged to fill in for permanent and contract teachers when these are not available. This group of ongoing teachers constitute the core workforce, i.e. the majority of class room teachers. All statistics and references to teachers in this report relate to employed teachers, unless otherwise stated. Employed teachers can be expressed as head counts or in FTE terms. This definition of employed teachers is the same as that used in the ABS Schools, Australia publication. There it is used synonymously with teaching staff.

Full time equivalent (FTE), is a measure of all full and part time teachers expressed in terms of a full time work load. Thus two 0.5 teachers would count as 1 full time equivalent.

Growth Demand for teachers, is that portion of teacher demand related to the increase in total teacher requirements. It stems from factors like increases in enrolments or additions to the curriculum which require additional teachers to be hired. Growth demand in any one year is the difference between that year’s requirement for teachers and the previous year’s actual teacher employment level. It can be expressed either as FTE or as headcounts.

(New) Graduates is the same as completions.
Head count of teachers refers to the number of Teachers Employed, irrespective of whether they were employed full or part-time.

Net replacement demand refers to (gross) replacement demand less those teachers (other than new graduates) who enter the teaching workforce during the year. These entrants could be returning teachers or migrants. The net replacement rate is broadly a measure of the training rate required to satisfy the demand for teachers.

Pool of teachers (or pool teachers), refer to qualified teachers who are not currently part of employed teachers (as defined above) but are available for permanent or contract positions or would be under certain circumstances. These qualified teachers may currently be unemployed, be working in another occupation or in teaching as casual or relief teachers.

Recruitment difficulties, is used to refer to the situation where teaching vacancies are hard-to-fill and would normally require more concerted recruitment action, such as head hunting, to fill.

Replacement demand, is demand for teachers which stems from the need to recruit new teachers to replace those lost via separation (see definition for more details) from the teaching workforce. It affects both permanent and contract teachers.

Separation, also referred to as attrition or wastage, is a measure of the reduction in the teacher workforce as a result of teachers leaving the workforce (either permanently or for shorter periods). The measure has been defined to include retirements, teacher resignations, teachers going on leave, contract expiration and other categories such as deaths and dismissals.

Separation rate is the number of teachers who separate as a percentage of the teaching workforce. Separation rate can be defined only for permanent teachers or for permanent and contract teachers combined. In this report, separation rate refers to permanent teachers, unless otherwise indicated.

Shortages or shortfalls, refers to the inability to find sufficient numbers of suitably qualified teachers to satisfy the desired or target level of teachers. This difference is commonly referred to as “teacher shortages”. Unlike recruitment difficulties shortages may persist and not be resolved by normal recruitment practices such as advertising.

Student teaching staff ratio (STR), is the number of students enrolled divided by numbers of teachers employed. In this report, both students and teachers are expressed as full-time equivalents to derive this ratio.

Studies of society and the environment (SOSE), is one of eight key learning areas listed under MCEETYA’s National Goals for Schooling in the Twenty-first Century. SOSE includes the subjects of history, geography, economics, politics, sociology, anthropology, law, psychology and ethics.

Technology, is one of eight key learning areas listed under MCEETYA's National Goals for Schooling in the Twenty-first Century. Technology includes subjects such as computer studies, agricultural science, business studies, home economics, manual arts, industrial technology and design.

Training rate is the ratio of teacher completions (or graduates) to the teaching workforce.