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The stakeholders consulted in preparing the Country Background Report include:

- ACT Education Directorate
- ACT Teacher Quality Institute
- Australasian Teacher Regulatory Authorities
- Australian Council of Deans of Education
- Australian Education Union
- Australian Government Department of Education and Training
- Australian Institute for Teaching and School Leadership
- Australian Primary Principals Association
- Australian Secondary Principals Association
- Australian Teacher Education Association
- Board of Studies, Teaching and Educational Standards New South Wales
- Independent Education Union of Australia
- Independent Schools Council of Australia
- National Catholic Education Commission
- New South Wales Department of Education
- Northern Territory Department of Education
- Queensland College of Teachers
- Queensland Department of Education
- South Australian Department of Education and Child Development
- Tasmanian Department of Education
- Teacher Registration Board of the Northern Territory
- Teacher Registration Board of Western Australia
- Teachers Registration Board of South Australia
- Teachers Registration Board, Tasmania
- Tertiary Education Quality and Standards Agency
- Victorian Department of Education and Training
- Victorian Institute of Teaching
- Western Australian Department of Education
### List of acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABS</td>
<td>Australian Bureau of Statistics</td>
</tr>
<tr>
<td>ACER</td>
<td>Australian Council for Educational Research</td>
</tr>
<tr>
<td>ACT</td>
<td>Australian Capital Territory</td>
</tr>
<tr>
<td>ACARA</td>
<td>Australian Curriculum, Assessment and Reporting Authority</td>
</tr>
<tr>
<td>AITSL</td>
<td>Australian Institute for Teaching and School Leadership</td>
</tr>
<tr>
<td>APST</td>
<td>Australian Professional Standards for Teachers</td>
</tr>
<tr>
<td>AQF</td>
<td>Australian Qualifications Framework</td>
</tr>
<tr>
<td>ATAR</td>
<td>Australian Tertiary Admission Rank</td>
</tr>
<tr>
<td>ATRA</td>
<td>Australasian Teacher Regulatory Authorities</td>
</tr>
<tr>
<td>COAG</td>
<td>Council of Australian Governments</td>
</tr>
<tr>
<td>DET</td>
<td>Australian Government Department of Education and Training</td>
</tr>
<tr>
<td>FTE</td>
<td>Full-time equivalent</td>
</tr>
<tr>
<td>ITP</td>
<td>Initial Teacher Preparation</td>
</tr>
<tr>
<td>LBOTE</td>
<td>Language background other than English</td>
</tr>
<tr>
<td>NAPLAN</td>
<td>National Assessment Program – Literacy and Numeracy</td>
</tr>
<tr>
<td>NSW</td>
<td>New South Wales</td>
</tr>
<tr>
<td>NT</td>
<td>Northern Territory</td>
</tr>
<tr>
<td>OECD</td>
<td>Organisation for Economic Cooperation and Development</td>
</tr>
<tr>
<td>PISA</td>
<td>Programme for International Student Assessment</td>
</tr>
<tr>
<td>PSTWA</td>
<td>Professional Standards for Teachers in Western Australia</td>
</tr>
<tr>
<td>Qld</td>
<td>Queensland</td>
</tr>
<tr>
<td>SA</td>
<td>South Australia</td>
</tr>
<tr>
<td>SIAS</td>
<td>Staff in Australia’s Schools survey</td>
</tr>
<tr>
<td>TAC</td>
<td>Tertiary Admissions Centre</td>
</tr>
<tr>
<td>TALIS</td>
<td>Teaching and Learning International Survey</td>
</tr>
<tr>
<td>Tas</td>
<td>Tasmania</td>
</tr>
<tr>
<td>TEMAG</td>
<td>Teacher Education Ministerial Advisory Group</td>
</tr>
<tr>
<td>TEQSA</td>
<td>Tertiary Education Quality and Standards Agency</td>
</tr>
<tr>
<td>TFA</td>
<td>Teach for Australia</td>
</tr>
<tr>
<td>VET</td>
<td>Vocational Education and Training</td>
</tr>
<tr>
<td>Vic</td>
<td>Victoria</td>
</tr>
<tr>
<td>WA</td>
<td>Western Australia</td>
</tr>
<tr>
<td><strong>Glossary</strong></td>
<td></td>
</tr>
<tr>
<td>----------------</td>
<td></td>
</tr>
<tr>
<td><strong>ATAR</strong></td>
<td>The Australian Tertiary Admission Rank is a percentile score that summarises the overall achievement of final year secondary students within a state or territory. Its values range from ‘less than 30’ to 99.95.</td>
</tr>
<tr>
<td><strong>Basis of admission</strong></td>
<td>The main criterion on which an applicant is granted an offer of a place at a higher education provider. Basis of admission can be: secondary education; higher education; vocational education; professional qualification; mature age special entry provision; or other.</td>
</tr>
<tr>
<td><strong>COAG</strong></td>
<td>The Council of Australian Governments (COAG) is the peak intergovernmental forum in Australia. The members are the Prime Minister, State Premiers, Territory Chief Ministers and the President of the Australian Local Government Association.</td>
</tr>
<tr>
<td><strong>Commencements</strong></td>
<td>Students enrolled in a program for the first time at a higher education provider between 1 January of the Collection Year and 31 December of the Collection Year. Commencement data provided in the report therefore includes all commencing students, not only those students commencing the first year of a program (Department of Education and Training, HEIMSHELP Glossary).</td>
</tr>
<tr>
<td><strong>Completions</strong></td>
<td>The successful completion of all the academic requirements of a program which includes any required attendance, assignments, examinations, assessments, dissertations, practical experience and work experience in industry (Department of Education and Training, HEIMSHELP Glossary).</td>
</tr>
<tr>
<td><strong>Demand driven funding</strong></td>
<td>A system whereby the Government provides its funding contribution for every domestic student enrolled in a bachelor degree program at a public university. Universities decide how many places they will offer and in which disciplines, based on student demand and employers’ needs.</td>
</tr>
<tr>
<td><strong>Enrolment</strong></td>
<td>When a person has been admitted to a program at a Higher Education Provider at the census date, is still entitled to continue with their studies and has not formally indicated before the census date that they have withdrawn or deferred their studies (Department of Education and Training, HEIMSHELP Glossary).</td>
</tr>
<tr>
<td><strong>National Program Standards</strong></td>
<td>These are part of the Standards and Procedures (see below).</td>
</tr>
<tr>
<td><strong>Standards and Procedures</strong></td>
<td>This refers to the Accreditation of Initial Teacher Education Programs in Australia: Standards and Procedures published by the Australian Institute for Teaching and School Leadership (AITSL).</td>
</tr>
<tr>
<td><strong>Registration</strong></td>
<td>Registration is the term used in Australia for certification or a license to teach.</td>
</tr>
</tbody>
</table>

*Source: Based on AITSL Initial teacher education: data report 2016*
Executive Summary

This Australian Country Background Report for the Teaching and Learning International Survey (TALIS) Initial Teacher Preparation (ITP) Study provides information on schooling and ITP arrangements in Australia.

The Report is structured around the six stages of the ITP lifecycle identified in the Organisation for Economic Cooperation and Development (OECD) Guidelines for the Report: attraction of candidates, selection into ITP programs, the structure of ITP programs, ensuring quality delivery, teacher certification and support for new teachers.

Initial Teacher Preparation in Australia

ITP is an important issue in Australia and has been the focus of considerable attention and debate in recent years. This scrutiny has been driven by community and media concerns about the achievement levels of Australian students as well as an increased recognition of the importance of teaching quality to improving educational outcomes. In response, a significant national policy review by the Teacher Education Ministerial Advisory Group (TEMAG) in 2014 has led to a number of reforms in ITP. New arrangements, especially in quality assurance of teacher education programs and selection of entrants to teacher education, are now being implemented.

ITP in Australia is affected by some uniquely Australian circumstances. Under Australia’s federated system of government, legislative power is shared between state, territory and Commonwealth parliaments. Schooling in Australia is the constitutional responsibility of the six state and two self-governing territory governments. All schools and teachers operate under legal and regulatory requirements established by the states and territories.

The Australian Government, while not having constitutional responsibility for schooling, supports national policy reform and provides funding for schools, along with state and territory governments. Higher education, where ITP takes place in Australia, is also funded by the Australian Government.

Regulation of ITP is shared between state and territory authorities responsible for accrediting ITP programs, and national agencies responsible for regulating and assuring the quality of higher education in Australia. The Australian Professional Standards for Teachers (APST), agreed by all Australian education ministers, establish minimum quality and competency requirements for all teachers.

The majority of Australian students are educated in government schools although approximately one-third of Australian students attend non-government schools, classified as either ‘Catholic’ or ‘Independent’. Similar proportions apply to the teacher workforce, with around two-thirds of teachers employed by state and territory governments. The remaining one-third is employed by non-government school authorities and principals. Trends in school enrolments have the potential to impact on teacher workforce demand and to influence ITP program design and demand.

There are broad commonalities between state and territory schooling systems. All students receive primary and secondary education, and all states and territories align their teaching with the Australian Curriculum and participate in the National Assessment Program. These national collaborative frameworks for schooling are agreed through the Education Council, which reports to
the Council of Australian Governments (COAG) and undertakes work requiring COAG’s attention to improve education outcomes for all Australians. Representatives of the non-government schooling sectors participate in Education Council working groups and consultative mechanisms.

**Attraction and selection into Initial Teacher Preparation**

There are differing views about the status and attractiveness of teaching as a career. Although there is recognition in the wider community of the importance of teaching, teachers themselves feel the profession is not highly valued. There is an ongoing challenge in attracting high performing candidates into teaching, with a perception that teachers are not adequately rewarded for performing an increasingly complex and stressful job.

Despite these perceptions, Australia has generally been able to attract sufficient candidates into ITP programs. Stakeholders have raised questions about the balance between the number of generalist teachers at the primary school level and the number of specialist teachers, particularly at the secondary level and in key fields such as mathematics, science and languages. There have also been concerns about the suitability of students entering programs and whether the supply of teachers in Australia will be able to meet the diverse needs of the workforce into the future.

Those entering ITP programs do so either directly from secondary school, after undertaking a full or partial tertiary course, or after completing an undergraduate qualification in another field. The proportion of candidates entering postgraduate ITP programs has increased in recent years.

Australia’s ‘demand driven’ system of higher education funding has seen an increase in student applications across all fields of education, including ITP. Higher education providers in Australia have autonomy to select candidates into ITP programs within a set of national regulatory frameworks.

In line with reforms to ensure the quality of ITP graduates, providers must soon comply with new guidelines agreed by Australian, state and territory education ministers for the selection of entrants into ITP programs. All providers will be required to rigorously assess ITP candidates, taking into account a range of academic and non-academic criteria, to ensure consistently high standards of entry to ITP.

**Initial Teacher Preparation program content and quality assurance**

There are currently 48 higher education providers in Australia delivering around 400 ITP programs. Before they commence teaching, all students must meet minimum professional experience requirements to ensure they are classroom ready and be assessed as meeting the Graduate level of the APST.

The APST include the competencies and skills teacher graduates should demonstrate upon entering the profession. ITP programs include pedagogical and practical training, and must meet minimum literacy and numeracy standards as a condition of graduation. To help address current and future workforce needs, all ITP students undertaking studies in primary teaching will be required from 2018 to include a subject specialisation in their program of study.

Quality assurance of ITP programs operates at multiple levels. All higher education providers must meet the quality standards contained in the Higher Education Threshold Standards, managed by the Tertiary Education Quality Standards Agency. All ITP programs must also meet specific national
standards for the accreditation of ITP programs as well as any state or territory based requirements. As part of recent ITP reforms, the standards for program accreditation have been strengthened and governments have committed to their rigorous application, with reforms to take effect progressively from 2016.

Program accreditation is the responsibility of teacher regulatory authorities in each state and territory. To be accredited, ITP programs must meet standards in relation to education outcomes, program design, entry requirements, professional experience and evaluation procedures that facilitate continual improvement. With research indicating variation in how well-prepared beginning teachers feel, it is important they are adequately supported in their transition to the profession.

Transition from Initial Teacher Preparation into the teaching profession

Teacher certification is known more commonly as ‘registration’ in Australia. All teachers are registered by the same regulatory authorities that accredit ITP programs. While teacher registration does not occur centrally, a nationally consistent approach is in place.

Registration requirements rely upon ITP providers taking responsibility for the quality and completeness of ITP to ensure that graduating students have the skills, knowledge and credentials necessary for registration. Teachers achieve provisional registration when they meet the Graduate level of the APST by graduating from an accredited ITP program. Full registration requires attainment of the ‘Proficient’ level of the APST and the completion of a minimum number of teaching days within a specific period of time.

Recruitment of new teachers is undertaken by state and territory departments of education or by individual schools, and various support (or induction) mechanisms are available for beginning teachers. Induction of new teachers is largely the responsibility of schools although governments and education authorities have a role.

The type of support may include a reduced teaching load, targeted professional learning and, in most jurisdictions, the provision of mentors to support the induction process. Mentors often receive professional learning to support their role and are able to access time-release either to attend training or undertake mentoring activities.

Most beginning teachers receive some form of induction; however, a lack of adequate support has been linked with early exit from teaching. Ensuring early teachers are supported during their transition into the profession remains an important policy priority in Australia and new guidelines to assist with the provision of supportive activities for beginning teachers have been developed.
Section 1: Context

1.1 Key features of the Australian school system

1.1.1 Australian federalism and the governance of schooling

Under the Australian Constitution, legislative power is shared between the Commonwealth (federal) Parliament and the six state parliaments.\(^1\) The Commonwealth also includes several territories, two of which (the Northern Territory and the Australian Capital Territory) have been granted self-governing powers. Schooling is the constitutional responsibility of the six states and these two territories.

State and territory governments, through departments of education, set the framework for the registration and operation of all schools within their jurisdiction, both government and non-government. Each state and territory has responsibility for determining curriculum content, student assessment and teacher registration. The Australian (federal) Government, while not having constitutional responsibility for schooling, plays an important role in providing funding for all schools, supporting national policy reforms and funding higher education where ITP takes place.

In practice there is a high level of cooperation and there are broad similarities across state and territory schooling systems. Formal cooperation between the state, territory and Australian governments, including agreement to national policy reforms, occurs through COAG.\(^2\) COAG is supported by several Ministerial Councils which correspond to key areas of policy focus across the federation.

The COAG Education Council is the main decision-making mechanism for schooling. It consists of education ministers from the Australian, six state and two territory governments and reports to COAG. Education Council is supported by a senior officials’ committee and a range of subject-specific working groups that include representatives of the non-government schooling sectors. A diagram of Australia’s national school education governance structures is at Appendix 1.

Through the Education Council the Australian Government, states and territories have put in place national education frameworks including a single national curriculum\(^3\), the Melbourne Declaration on the Educational Goals of Young Australians,\(^4\) and the National Assessment Program – Literacy and Numeracy (NAPLAN).\(^5\) In 2014 the Australian Government established the Teacher Education Ministerial Advisory Group (TEMAG) which led to a series of key national reforms in ITP which are discussed later in this section as well as throughout the report.

The Australian Institute for Teaching and School Leadership (AITSL) was established in 2010 to lead the national reform agenda in promoting excellence in the profession of teaching, including ITP, and in school leadership.

---

\(^1\) Parliamentary Education Office (2016)

\(^2\) See Glossary for definition of COAG

\(^3\) ACARA (2016a)


\(^5\) ACARA (2016b)
Schools and students by state and territory

In 2015 there were over 3.7 million school students in Australia, with more than three quarters of them in the three largest states of New South Wales (NSW), Victoria and Queensland (Table 1.1). In the same year there were 9,404 schools.

Table 1.1 Number and proportion of schools and students, by state and territory, 2015

<table>
<thead>
<tr>
<th>State or Territory</th>
<th>Abbreviation</th>
<th>Schools (^a)</th>
<th>Students (FTE) (^b)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>New South Wales</td>
<td>NSW</td>
<td>3,079</td>
<td>1,181,605</td>
</tr>
<tr>
<td>Victoria</td>
<td>Vic.</td>
<td>2,223</td>
<td>915,117</td>
</tr>
<tr>
<td>Queensland</td>
<td>Qld</td>
<td>1,725</td>
<td>786,995</td>
</tr>
<tr>
<td>Western Australia</td>
<td>WA</td>
<td>1,084</td>
<td>404,659</td>
</tr>
<tr>
<td>South Australia</td>
<td>SA</td>
<td>719</td>
<td>263,262</td>
</tr>
<tr>
<td>Tasmania</td>
<td>Tas.</td>
<td>255</td>
<td>80,606</td>
</tr>
<tr>
<td>Northern Territory</td>
<td>NT</td>
<td>188</td>
<td>40,553</td>
</tr>
<tr>
<td>Australian Capital Territory</td>
<td>ACT</td>
<td>131</td>
<td>66,045</td>
</tr>
<tr>
<td>Australia</td>
<td></td>
<td>9,404</td>
<td>3,738,842</td>
</tr>
</tbody>
</table>

\(^a\) Includes primary schools, secondary schools, combined primary and secondary schools, and special schools.

\(^b\) The number of students is expressed in full-time equivalent (FTE) terms. In 2015 there were 3,750,975 students enrolled in Australian schools. This comprised 3,730,694 students (99.5%) who were enrolled full-time and 20,279 (0.5%) enrolled part-time.

Source: ABS (2016), Schools Australia 2015 (cat. no. 4221.0)

1.1.2 The structure of formal schooling

Formal schooling in Australia consists of primary and secondary schooling, as outlined in Figure 1.1.\(^6\)

Figure 1.1 The structure of schooling in Australia

<table>
<thead>
<tr>
<th>Year Level</th>
<th>NSW, Vic Tas, ACT, NT, Qld, WA</th>
<th>SA</th>
</tr>
</thead>
<tbody>
<tr>
<td>12</td>
<td>SECONDARY</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>PRIMARY</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Foundation Year</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Kindergarten (NSW, ACT); Preparatory (Vic, Tas, Qld); Transition (NT); Pre-primary (WA)</td>
<td>Reception (SA)</td>
</tr>
</tbody>
</table>

\(^a\) For some non-government schools in South Australia, secondary schooling includes Year 7.

Source: Adapted from Productivity Commission (2016) and stakeholder consultations

Primary schooling

Primary schooling in Australia begins for children turning five or six years old and provides a broad, comprehensive education. The general staffing pattern is for one teacher per class with support from specialist teachers in areas such as art, physical education, music and languages. In 2015, primary schools enrolled an average of 280 students. The scattered population of students in many

\(^6\) Pre-school and early childhood education (voluntary) is of significant importance in Australia. However, it is not the subject of the ITP Study so has not been included
rural areas means that Australia has a large number of very small primary schools: 11 per cent of primary schools enrol less than 35 students, and 15 per cent enrol between 36 and 100 students.\(^7\)

**Secondary schooling**

Secondary schooling (also known as high school) generally begins at age 12 to 13 years. Students in secondary schools generally have different teachers for different subjects. However, it is common (especially in smaller schools) for secondary teachers to teach classes in a range of different subjects. In lower secondary school (Years 7-10) students generally study core subjects.\(^8\) In Years 11 and 12 students specialise in courses and subjects accredited by the relevant state and territory authority and at the end of Year 12 receive a qualification that is part of the Australian Qualifications Framework (AQF). Year 12 students, who apply to enter higher education, including ITP programmes, normally require an Australian Tertiary Admission Rank (ATAR) based on their final assessments.

Almost all Australian students complete Year 10 and most remain until Year 12. The retention rate of students beginning secondary school who remained in school until Year 12 in 2015 was 84 per cent.\(^9\) For Aboriginal and Torres Strait Islander (Indigenous) students the figure was closer to 60 per cent.\(^10\)

### 1.1.3 School sectors

There are three types of school providers (known as school sectors) in Australia: government, Catholic and Independent. Catholic and Independent schools are known generically as non-government schools. State and territory governments have operational responsibility for government schools. Non-government school leaders and education authorities have responsibility for the operation of non-government schools.

Government schools make up the largest proportion of schools in Australia (70.6 per cent) (Table 1.2). Catholic schools make up 18.5 per cent of all schools and a further 10.9 per cent are Independent schools. Non-government schools are either part of a ‘system’ of schools, of which the largest are Catholic school systems, or are independent in their operations.

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\(^7\) ABS (2016)

\(^8\) Core subjects include English, mathematics, science, society and environment, languages other than English, technological and applied studies, creative arts, and health and physical education

\(^9\) In Australia this is known as the ‘apparent retention rate’ which is an approximate measure of the proportion of students who begin secondary school and remain until the final year of secondary school (See ABS (2016))

\(^10\) ABS (2016)
Table 1.2 Number and proportion of schools by sector and school category, Australia, 2015

<table>
<thead>
<tr>
<th>School category</th>
<th>School sector</th>
<th>Government</th>
<th>Catholic</th>
<th>Independent</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>Primary</td>
<td>4,774</td>
<td>50.7</td>
<td>1,235</td>
<td>13.1</td>
<td>215</td>
</tr>
<tr>
<td>Secondary</td>
<td>1,032</td>
<td>11.0</td>
<td>324</td>
<td>3.4</td>
<td>53</td>
</tr>
<tr>
<td>Combined(^a)</td>
<td>504</td>
<td>5.4</td>
<td>139</td>
<td>1.5</td>
<td>680</td>
</tr>
<tr>
<td>Special(^b)</td>
<td>329</td>
<td>3.5</td>
<td>39</td>
<td>0.4</td>
<td>80</td>
</tr>
<tr>
<td>Total</td>
<td>6,639</td>
<td>70.6</td>
<td>1,737</td>
<td>18.5</td>
<td>1,028</td>
</tr>
</tbody>
</table>

\(^a\) Combined schools enrol both primary and secondary students.
\(^b\) Special schools teach students with one or more of the following characteristics: mental or physical disability or impairment; slow learning ability; social or emotional problems; in custody, on remand or in hospital.

Source: ABS (2016), Schools Australia 2015 (cat. no. 4221.0)

1.1.4 Demographic trends in school student enrolments

Table 1.3 shows that total school enrolments grew by 11.3 per cent between 2005 and 2015. Enrolments in non-government schools grew faster than those in government schools over that period (13.7 per cent compared to 7.9 per cent). The highest growth in enrolments was in the Independent sector (25.5 per cent).

In 2015, 65.1 per cent of all students attended government schools with 20.5 per cent attending Catholic schools and 14.4 per cent attending Independent schools.

Table 1.3 Full-time equivalent (FTE) student enrolments, selected characteristics, 2005–2015

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>1,933,580</td>
<td>1,971,037</td>
<td>1,989,027</td>
<td>2,039,031</td>
<td>2,123,856</td>
<td>2,136,611</td>
<td>10.5%</td>
</tr>
<tr>
<td>Secondary</td>
<td>1,425,382</td>
<td>1,455,979</td>
<td>1,483,358</td>
<td>1,490,488</td>
<td>1,509,583</td>
<td>1,602,231</td>
<td>12.4%</td>
</tr>
<tr>
<td>Indigenous(^a)</td>
<td>135,665</td>
<td>147,748</td>
<td>156,119</td>
<td>168,134</td>
<td>183,306</td>
<td>199,493</td>
<td>47.0%</td>
</tr>
<tr>
<td>Non-Indigenous</td>
<td>3,223,297</td>
<td>3,279,268</td>
<td>3,316,266</td>
<td>3,361,385</td>
<td>3,450,132</td>
<td>3,539,349</td>
<td>9.8%</td>
</tr>
<tr>
<td>Metropolitan(^b)</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>2,559,972</td>
<td>2,657,765</td>
<td>2,756,663</td>
<td>7.7%</td>
</tr>
<tr>
<td>Provincial</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>890,101</td>
<td>890,168</td>
<td>898,244</td>
<td>0.9%</td>
</tr>
<tr>
<td>Rural</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>49,410</td>
<td>49,565</td>
<td>48,864</td>
<td>-1.1%</td>
</tr>
<tr>
<td>Remote</td>
<td>NA</td>
<td>NA</td>
<td>30,034</td>
<td>30,655</td>
<td>29,791</td>
<td>-0.8%</td>
<td></td>
</tr>
<tr>
<td>Government</td>
<td>2,255,617</td>
<td>2,277,435</td>
<td>2,283,242</td>
<td>2,303,782</td>
<td>2,363,681</td>
<td>2,433,710</td>
<td>7.9%</td>
</tr>
<tr>
<td>Non-government</td>
<td>1,103,345</td>
<td>1,149,581</td>
<td>1,189,143</td>
<td>1,225,737</td>
<td>1,269,758</td>
<td>1,305,132</td>
<td>18.3%</td>
</tr>
<tr>
<td>Catholic</td>
<td>673,254</td>
<td>691,242</td>
<td>704,505</td>
<td>724,319</td>
<td>748,808</td>
<td>765,284</td>
<td>13.7%</td>
</tr>
<tr>
<td>Independent</td>
<td>430,092</td>
<td>458,339</td>
<td>484,638</td>
<td>501,419</td>
<td>520,949</td>
<td>539,849</td>
<td>25.5%</td>
</tr>
<tr>
<td>All students</td>
<td>3,358,963</td>
<td>3,427,016</td>
<td>3,472,385</td>
<td>3,529,519</td>
<td>3,633,439</td>
<td>3,738,842</td>
<td>11.3%</td>
</tr>
</tbody>
</table>

\(^a\) Indigenous defined as Aboriginal and Torres Strait Islander students
\(^b\) Data for Metropolitan, Provincial, Rural and Remote students for period 2011–2015.

Source: ABS (2016), Schools Australia 2015 (cat. no. 4221.0)
Trend data are not available for students from a language background other than English (LBOTE) at a national level. However, LBOTE students make up a significant proportion of Australian school students. In 2011 (the most recent national data available), 21.7 per cent of students were classified as LBOTE (20.4 per cent in government schools and 24.1 per cent in non-government schools).\(^\text{11}\)

Recent analysis based on population projections suggests that the number of school students will continue to rise over the next decade.\(^\text{12}\) Increases are being driven by population growth, immigration and higher secondary school completions. These changes in school enrolments, as well as the growth already evident over the past decade, will impact on teacher workforce demand, the number of teachers employed in schools and the year levels at which they will need to teach.

1.1.5 Teacher employment and roles
The Australian Government plays a leadership role in school education and invests in areas of national educational significance. States and territories have responsibility for the delivery of school education in Australia with schools operated by government and non-government education authorities, including Catholic and independent systems and schools. A key priority for the Australian Government is to work with all education ministers through Education Council to progress national objectives to improve the quality of the teaching workforce in Australia.

Teachers in government schools are employed by the relevant state or territory government department of education. Teachers in non-government schools are employed either by system authorities (in non-government schools that operate as a system) or by individual schools. Employment agreements are between the employer and teacher employees, however workplace bargaining and negotiation are often undertaken by unions on behalf of teachers.

The APST provides descriptors of four career stages for teachers (Graduate, Proficient, Highly Accomplished and Lead)\(^\text{13}\) and although local terminology to describe teaching positions varies, there is broad alignment with these stages. The descriptors represent increasing levels of knowledge, practice and professional engagement for teachers and are intended to provide benchmarks to recognise the professional growth of teachers throughout their careers. The APST were developed by the Australian Institute for Teaching and School Leadership (AITSL) and agreed by Education Council in 2010.

In addition to face-to-face teaching, teachers have a range of other responsibilities. These include working collaboratively with other teachers and school leaders on:

- planning and implementing teaching and learning strategies
- whole-school improvement plans
- assessment and reporting, student guidance and welfare and
- parental and community engagement.

---

\(^{11}\) Productivity Commission (2016). Students are counted as LBOTE if their home language is not English or if they (or at least one parent) were born in a non-English speaking country.

\(^{12}\) Weldon (2015)

\(^{13}\) AITSL (2011a)
Teachers are expected to continue to develop professionally and to engage in a variety of professional learning activities. As responsibility for teacher professional learning sits with states and territories the length, type and subject matter requirements vary. Teachers also contribute to a wide range of extra-curricular activities.

1.1.6 Profile of the current teacher workforce

Comprehensive national data on the teacher workforce is limited in Australia. In 2015 there were an estimated 269,200 full-time equivalent (FTE) teachers in Australian schools (Table 1.4). While the national schools census does not provide a head count of teachers by full-time or part-time status, 2013 national survey data indicated that 27 per cent of primary teachers and 19.5 per cent of secondary teachers were part-time (Table 1.5).

Table 1.4 Australian teachers, selected characteristics, 2005–2015

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>75,544</td>
<td>76,489</td>
<td>76,718</td>
<td>77,252</td>
<td>77,628</td>
<td>78,376</td>
<td>3.7%</td>
</tr>
<tr>
<td>Female</td>
<td>160,250</td>
<td>167,869</td>
<td>172,478</td>
<td>177,858</td>
<td>183,957</td>
<td>190,824</td>
<td>19.1%</td>
</tr>
<tr>
<td>Government</td>
<td>156,564</td>
<td>160,791</td>
<td>162,566</td>
<td>165,272</td>
<td>167,903</td>
<td>171,763</td>
<td>9.7%</td>
</tr>
<tr>
<td>Non-Government</td>
<td>79,231</td>
<td>83,567</td>
<td>86,630</td>
<td>89,838</td>
<td>93,682</td>
<td>97,437</td>
<td>23.0%</td>
</tr>
<tr>
<td>Primary</td>
<td>119,147</td>
<td>123,766</td>
<td>125,992</td>
<td>130,598</td>
<td>136,017</td>
<td>138,446</td>
<td>16.2%</td>
</tr>
<tr>
<td>Secondary</td>
<td>116,648</td>
<td>120,592</td>
<td>123,204</td>
<td>124,512</td>
<td>125,568</td>
<td>130,755</td>
<td>12.1%</td>
</tr>
<tr>
<td>Student-teacher ratio (Primary)</td>
<td>16.2</td>
<td>15.9</td>
<td>15.8</td>
<td>15.6</td>
<td>15.6</td>
<td>15.4</td>
<td>-4.9%</td>
</tr>
<tr>
<td>Student-teacher ratio (Secondary)</td>
<td>12.2</td>
<td>12.1</td>
<td>12.0</td>
<td>12.0</td>
<td>12.0</td>
<td>12.3</td>
<td>0.8%</td>
</tr>
<tr>
<td>All teachers (FTE)</td>
<td>235,794</td>
<td>244,358</td>
<td>249,196</td>
<td>255,110</td>
<td>261,585</td>
<td>269,200</td>
<td>14.2%</td>
</tr>
</tbody>
</table>

Source: ABS (2016), Schools Australia 2015 (cat. no. 4221.0).

Table 1.5 shows that the average age of Australian teachers in 2013 was 43.8 years for primary school teachers and 45 years for secondary school teachers. Most teachers in Australia work on a full-time basis. 2013 national survey data indicated that 27 per cent of primary teachers and 19.5 per cent of secondary teachers were part-time.

Table 1.5 Australian teachers, selected characteristics, 2013

<table>
<thead>
<tr>
<th></th>
<th>Ave Age</th>
<th>Part-time</th>
<th>Regional</th>
<th>Remote</th>
<th>LOTEb</th>
<th>Out of field teachingb</th>
<th>Indigenous</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>43.8 years</td>
<td>27.0%</td>
<td>23.3%</td>
<td>3.1%</td>
<td>8.9%</td>
<td>NA</td>
<td>1.1%</td>
</tr>
<tr>
<td>Secondary</td>
<td>45 years</td>
<td>19.5%</td>
<td>27.2%</td>
<td>1.5%</td>
<td>10.8%</td>
<td>26.0%</td>
<td>0.7%</td>
</tr>
</tbody>
</table>

a) Language other than English spoken at home
b) Secondary school figure applies to Years 7-10 only. Out of field teaching is defined as a teacher who teaches a subject for which they have not studied above first year at university and for which they have not studied teaching methodology.

Source: Staff in Australia’s Schools, 2013.

Around a quarter of teachers in lower secondary school were teaching ‘out of field’ in areas for which they are not fully qualified during the reference period (Table 1.5), an issue which has been raised as a concern by stakeholders. Other findings to note are that the proportion of teachers who are Indigenous (1.1 per cent of primary school teachers and 0.7 per cent of secondary school teachers are part-time. 2013 national survey data indicated that 27 per cent of primary teachers and 19.5 per cent of secondary teachers were part-time.

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<td>NA</td>
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<tr>
<td>Secondary</td>
<td>45 years</td>
<td>19.5%</td>
<td>27.2%</td>
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<td>0.7%</td>
</tr>
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</tr>
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<td>27.2%</td>
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<td>10.8%</td>
<td>26.0%</td>
<td>0.7%</td>
</tr>
</tbody>
</table>

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<tr>
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<td>27.0%</td>
<td>23.3%</td>
<td>3.1%</td>
<td>8.9%</td>
<td>NA</td>
<td>1.1%</td>
</tr>
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<td>19.5%</td>
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teachers) is lower than the proportion of the population who are Indigenous (3 per cent). The teacher workforce also had a lower proportion of people born overseas (16 per cent primary and 19 per cent secondary) than was the case in the Australian population overall (27 per cent in 2011).  

1.1.7 Teacher salaries

Australia’s government (public) school teachers are comparatively well paid by OECD standards. In 2013 Australian primary teachers were, on average, ranked sixth and secondary teachers were ranked seventh out of 33 OECD countries for statutory starting salaries (Table 1.6). While salary rates and circumstances vary by state and territory, in general, teachers progress to the top of the teacher’s salary scale in eight or nine years, compared to an OECD average of 24 years. As is the case in many OECD countries, Australian teachers at the top of the salary scale earned considerably less than similarly educated workers in other professions.

Salaries in non-government schools are generally in line with those in government schools, but may vary according to locally negotiated employment agreements.

Table 1.6 Teacher statutory salaries, government (public) schools, Australia and OECD average, 2013

<table>
<thead>
<tr>
<th>Teachers</th>
<th>Australia</th>
<th>OECD ave</th>
<th>Aust rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Starting salaries: Primary Public Schools (USD)</td>
<td>39,177</td>
<td>29,807</td>
<td>6th / 33</td>
</tr>
<tr>
<td>Starting salaries: Lower Secondary Public Schools (USD)</td>
<td>39,125</td>
<td>31,013</td>
<td>7th / 33</td>
</tr>
<tr>
<td>Top of salary scale: Lower Secondary Public Schools (USD)</td>
<td>56,474</td>
<td>50,414</td>
<td>14th / 33</td>
</tr>
<tr>
<td>Teacher’s Salaries Relative to Wages of Similarly Educated Workers - Lower Secondary (Public Schools)</td>
<td>0.83</td>
<td>0.80</td>
<td>7th / 15</td>
</tr>
</tbody>
</table>


1.2 Australia’s Initial Teacher Preparation system

1.2.1 Policy issues and objectives

Concerns about ITP have been prominent in the ongoing debate about the quality of schooling in Australia. Debate about the quality of schooling has been fuelled by concerns about Australia’s performance in international tests of student achievement. Although results for Australian students are still relatively high, performance has declined overall and in relative terms. There are widening disparities in educational achievement between some socioeconomic groups, and the attractiveness of a teaching career appears to have declined. Such outcomes have focused attention on how to improve school performance, lift the quality of teaching and the role of ITP.

Policy reforms in ITP are part of wider reform initiatives in Australian education. In a recent policy statement, the Australian Government identified five areas vital to improving outcomes in schooling and ensuring Australia’s future prosperity: quality teaching, school leadership and autonomy, engaging parents in education, strengthening the curriculum, and effective funding.

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15 McKenzie et al (2014)
16 OECD (2016)
17 Masters (2016)
18 Australian Government (2016)
Quality teaching is prominent among these policy directions because research indicates that teaching quality is the biggest in-school influence on student outcomes.\(^{19}\) There is also evidence that countries whose students score highly on international tests of student achievement have strong quality assurance systems at all stages of teacher preparation.\(^{20}\)

Under Australia’s federal system, quality assurance of ITP is spread across different levels of government, with state and territory authorities responsible for accrediting ITP programmes and national agencies responsible for regulating Australia’s higher education institutions and qualifications. This range of regulatory frameworks within which ITP is delivered in Australia has influenced the implementation of reforms. This is a complexity that may not apply in countries with a unitary system of government or more centralised provision of ITP.

### 1.2.2 Stakeholders

Institutional stakeholders in ITP are the Australian, state and territory governments, non-government teacher employers, state and territory regulatory authorities, the Tertiary Education Quality and Standards Agency (TEQSA), which is responsible for standards in all higher education, and the Australian Council of Deans of Education.

Teacher and principal associations, current and prospective ITP students, school students and their families also have a high level of interest in ITP.

Since its establishment in 2010 the My School website has provided information for parents and the broader community on the profile, objectives, financing and students’ achievement for every Australian school.\(^{21}\) The annual updates of My School data attract considerable attention, and have led to a greater focus on each school’s performance and added to discussions about how to improve teaching and learning.

During consultations conducted in preparation for this report, stakeholders identified a number of common concerns:

- the quality of entrants to ITP and the challenge of attracting high achieving school leavers into teaching
- the number of ITP providers and the level of training for teacher educators
- the supply and organisation of teaching practicum placements, as well as the amount and quality of school experience and supervision
- the need for stronger partnerships between ITP providers and schools.

Recent media attention on schooling has focused on Australia’s student performance at an international level, comparisons of school achievement data, and a perceived decline in the academic quality of entrants to ITP.

\(^{19}\) Hattie (2003)  
1.2.3 Graduation trends and demographic data

The number of students graduating from ITP programs has been increasing steadily over recent years. In 2014, 30,506 students commenced ITP programs and 18,488 completed ITP programs. International students comprised about two per cent of total ITP enrolments and about five per cent of completions. The total number of students enrolled in ITP programs in 2014 was 81,397, an increase of 29 per cent since 2005 (Figure 1.2).

In 2014, 59 per cent of students obtaining a qualification had completed undergraduate Bachelor degrees, followed by 24 per cent completing a Graduate Diploma and 16 per cent or master’s level degree. Undergraduate qualifications were more common for primary teachers, with 67 per cent of completions in primary teaching earning an undergraduate degree in 2013 compared with 41 per cent at secondary level.

Figure 1.2 ITP commencements, enrolments and completions, 2005–2014

Sources: Customised data from Department of Education and Training; AITSL (2016).

Data from 2014 indicates ITP students are predominantly female (73 per cent in 2014) and aged under 24 (66 per cent). Data also indicates that 76 per cent are from metropolitan areas and the majority of ITP student are from medium and high socioeconomic backgrounds (56 per cent and 27 per cent respectively). Two per cent of graduates were Indigenous and only one per cent came from non-English-speaking backgrounds.

There is limited data showing how many graduates go on to obtain teaching positions. The Australian Graduate Destination Survey collects information about employment outcomes from graduates of undergraduate programs four months after graduation. Responses show that in 2014, 45 per cent of primary teaching graduates, 46 per cent of secondary graduates and 34 per cent of early childhood graduates had obtained full-time employment in schools. In addition, many of the graduates who were employed part-time in schools were seeking full-time employment (59 per cent

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22 AITSL (2016a)
23 AITSL (2016a)
24 AITSL (2016a)
of primary teacher graduates working part-time, 62 per cent of secondary teacher graduates working part-time and 39 per cent of early childhood teacher graduates working part-time).\textsuperscript{25}

\subsection*{1.2.4 Labour market data}

High level labour market analysis for specific categories of teaching is provided by the Australian Government Department of Employment at joboutlook.gov.au based on information reported by state and territory departments of education. Australian Government labour market projections estimate that employment in education and training, as a broad category, will increase by 13 per cent over the five years to 2020. This is higher than the predicted average rate of employment growth and is related to the projected growth in school enrolments discussed above.\textsuperscript{26}

Data on the attrition and retirement rates of teachers is not available nationally. Attrition is difficult to gauge due to the movement of teachers between government and non-government school sectors, or between states and territories.

Victorian government data shows an annual attrition rate for ongoing teachers of about 5–6 per cent. These figures do not include the attrition of fixed-term staff who accounted for about 18 per cent of government teachers in Victoria, the majority of whom would be early career teachers.\textsuperscript{27}

The Queensland College of Teachers found that of teachers granted provisional registration in Queensland from 2006 to 2008, 14 per cent were no longer registered within four years of being granted registration. The attrition rate increased from 12 per cent in 2006 to 15 per cent in 2008 and was slightly higher for males than for females.\textsuperscript{28}

Survey data indicates that about 15 per cent of teachers have spent time teaching in another state or territory. Movement between sectors is even more common, with about 17 per cent of primary teachers and 30 per cent of secondary teachers in 2013 teaching in a different sector to the one in which they started.\textsuperscript{29}

\subsection*{1.2.5 Current and future directions in ITP}

\textit{TEMAG and the national response}

Australia’s ITP system was the focus of a major review by TEMAG in 2014. The Australian Government established TEMAG to make recommendations on how ITP in Australia could be improved to better prepare new teachers and provide the practical skills needed for the classroom. Five main areas for improvement were identified in TEMAG’s report to the Minister\textsuperscript{30}:

- stronger quality assurance of teacher education programs
- rigorous selection for entry to teacher education programs

\textsuperscript{25} The lower rate for early childhood graduates may indicate employment in non-school early childhood settings.
\textsuperscript{26} Australian Government Department of Employment (2016).
\textsuperscript{27} Weldon et al (2015)
\textsuperscript{28} Queensland College of Teachers (2013)
\textsuperscript{29} McKenzie et al (2014)
\textsuperscript{30} TEMAG (2014)
• improved and structured practical experience for teacher education students
• robust assessment of graduates to ensure classroom readiness
• national research and workforce planning capabilities.

In response to the TEMAG recommendations, the Australian Government instructed AITSL to lead implementation of reforms to strengthen the quality assurance of ITP in Australia. One of the key reforms has been the revision of the Accreditation of initial teacher education programs in Australia: Standards and Procedures (Standards and Procedures) in 2015.

AITSL has worked in collaboration with teacher employers, state and territory regulatory authorities, ITP providers and teacher and principal professional associations, to make considerable progress toward implementing these reforms. They represent a movement toward greater consistency across the nation through the strengthening of national standards for the accreditation of ITP programs. These reforms will take effect from 2016.

State and Territory reforms

A number of ITP reforms have also been initiated by state and territory governments, linked to broader policies for maintaining and improving the quality of teaching in their schools. These include strategies for attracting the best and brightest into teaching, implementing higher academic standards for entrants and strengthening professional experience in partnership with universities.

From 2016 for example, school leavers entering teaching degrees directly from school in NSW will need to achieve above average results in at least three Year 12 subjects including English.31 In Victoria, the Teaching Academies of Professional Practice initiative aims to strengthen partnerships between ITP providers and schools.32 The Victorian Government has recently issued a discussion paper proposing further reforms including higher standards for entry to ITP programs.33

In Queensland an ITP strategy has been developed jointly by the government and non-government school sectors. It includes new pathways into the teaching profession, Professional Experience Partnership Agreements, explicit statements of graduate expectations, a common Professional Experience Reporting Framework and strengthened governance of ITP programs.34

Higher education reforms

Nationally, further reforms are being made to arrangements for assuring the quality of higher education which will have an impact on ITP providers and programs. These reforms are the responsibility of TEQSA, an independent statutory authority with responsibility for assuring the quality of higher education institutions in Australia. TEQSA’s role is to register providers, accredit courses for non-self-accrediting higher education providers and evaluate higher education providers against the Higher Education Standards Framework.35

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31 Board of Studies, Teaching and Educational Standards (2016a)
32 Victorian Department of Education and Training (2016a)
33 Victorian Department of Education and Training (2016d)
34 Queensland Department of Education and Training (2016)
35 TEQSA (2011)
TEQSA is currently managing the transition to a new set of standards designed to facilitate internal quality assurance and informed decision making by students entering tertiary study. The new Higher Education Standards Framework will come into effect on 1 January 2017\textsuperscript{36} and was developed by the Higher Education Standards Panel following wide ranging consultation with higher education providers and other stakeholders.

Other recent changes include the introduction in 2012 of a ‘demand driven’ system of higher education funding which permits universities to respond to student demand and improve access to higher education (see Section 2).

\textsuperscript{36} TEQSA (2015)
Section 2: Attracting candidates into Initial Teacher Preparation

2.1 General trends in ITP candidate enrolments

The number of students commencing ITP programs has been increasing steadily in recent years. In 2014, 30,506 students commenced an ITP program, a 24 per cent increase in commencements since 2005 (Figure 1.2).

In 2012, the Australian Government removed previously imposed limits on funded domestic Bachelor degree (undergraduate) student numbers at public universities. The new ‘demand driven’ system permits universities to respond to student demand and improve access to higher education. It replaced the previous supply driven system, in which the Government allocated funded student places to public universities. The new system has led to an increase in student applications across all fields of education, including ITP.

Within ITP there has been an increase in students commencing postgraduate programs. From 2005 to 2014, the proportion of students commencing a postgraduate qualification increased from 21 per cent to 33 per cent. The numbers of students commencing undergraduate programs has remained relatively steady, increasing slightly from 19,241 in 2005 to 20,429 in 2014, while declining as a proportion of total commencements. This almost flat growth occurred despite overall higher growth in undergraduate commencements across all fields of study.

Over the period 2005 to 2014, there has been a significant increase in the numbers of students commencing a two-year postgraduate master’s qualification in teaching, with numbers rising from 111 to 5,185. This increase is likely to continue as, from 2013, all postgraduate ITP programs have been required to include at least two years of full-time equivalent professional studies in education.

2.2 Characteristics of ITP students

The majority of students commencing ITP programs in 2014 were female (73 per cent). Most (66 per cent) commencing students were less than 24 years old. Students in ITP programs were more likely to come from a lower socioeconomic background than all commencing higher education students (19 per cent compared to 15 per cent). They were also more likely to be from regional or remote areas (26 per cent compared to 21 per cent of all commencing students). Two per cent of commencing ITP students in 2014 were Indigenous, and two per cent were from non-English speaking backgrounds.

In 2014, 83 per cent of commencing ITP students were studying full-time and 17 per cent part-time. The majority were studying on campus (68 per cent). The proportion of students studying through an external (online) mode of attendance has increased from 12 per cent in 2005 to 20 per cent in 2014, and 13 per cent were studying through a multi-modal combination of on-campus and external delivery.

37 Unless otherwise stated, all data in sections 2.1 and 2.2 sourced from AITSL (2016a)
2.3 Incentives to attract candidates into ITP programs

2.3.1 General incentives

Concerns about incentives to attract candidates, particularly high quality candidates, into ITP programs are long standing. Although Australia has been investing more money in education generally, this investment has not focused on general incentives to strengthen the attractiveness of teaching as a career.

These concerns are in part related to teacher salaries in Australia which have been declining for many years\(^{38}\) and are at around the 50\(^{th}\) percentile in the Australian wage distribution.\(^{39}\)

Across OECD countries, salaries at the top of the scale for teachers with typical qualifications are, on average, 64–66 per cent higher than starting salaries, whereas, in Australia they are only 44 per cent higher and plateau earlier. A recent *PISA in Focus* report shows that on average, in countries where teachers’ salaries are higher, a higher percentage of school students expect to work as teachers.\(^{40}\)

A 2012 Productivity Commission review of the teaching workforce found imbalances in supply and demand, with scope for restructuring current career and remuneration structures.\(^{41}\)

2.3.2 Targeted incentives

Nevertheless, most state and territory governments have a variety of strategies to attract candidates into teaching. These are generally designed to address particular needs, rather than being broad-based, general incentives to make teaching an attractive career option and form part of the terms and conditions under which teachers are employed. These include:\(^{42}\)

- strategies to attract and support greater participation by Indigenous students in ITP programs (most states and territories)
- scholarships in priority subjects such as science and mathematics (NSW, Qld, Vic, WA)
- scholarships for high achieving Year 12 students (Qld)
- internship programs to address hard-to-staff schools and subject areas (Vic, Tas)
- incentives to attract teachers to remote and rural schools (WA, SA, NT)
- financial support for professional experience placements (Tas, WA).

2.4 Broad public perceptions about schooling and teachers

There is recognition in Australia that strong education outcomes result in better work and life opportunities for individuals and provide benefits to the country more broadly. There is, however, an ongoing perception that Australian schools are struggling to deliver these outcomes. Increasing

\(^{38}\) Productivity Commission (2012)
\(^{39}\) Dolton and Marcenaro-Gutierrez (2011)
\(^{40}\) OECD (2015)
\(^{41}\) Productivity Commission (2012)
\(^{42}\) See: New South Wales Department of Education (2016a; 2016b); Queensland Department of Education and Training (2016); Western Australian Department of Education (2016); South Australian Department for Education and Child Development (2016b); Victorian Department of Education and Training (2014). Further information about state initiatives was provided during stakeholder consultations.
media attention has focused on Australia’s results in the Programme for International Student Assessment (PISA), for example, which show that our performance relative to other countries and in real terms has been declining over time.

The importance of issues related to teaching quality and the status of teaching is evident through the number of inquiries over the past twenty years. One of the most common findings across all these reviews was succinctly summarised in a parliamentary inquiry conducted in 1998 by the Senate Employment, Education and Training References Committee which found that:

... those most familiar with teachers' work are most supportive of them. However, many do not appear to translate their positive views of individual teachers known to them to the profession as a whole. A number of recent surveys have illustrated the paradox whereby members of the public can speak highly of their local school and teachers while at the same time disparaging schools and teachers in general.

In the 2013 TALIS survey, only 38.5 per cent of Australian lower secondary education teachers believed teaching as a profession was valued in society. This is not reflected in the general community, however, with a recent survey ranking teachers fifth out of 30 occupations in terms of honesty and ethical standards. There has been no large-scale research conducted in Australia to determine whether these perceptions influence the attraction of candidates into teaching.

These examples illustrate a common paradox that is often found when examining survey data about perceptions of the teaching profession.

2.5 Perceptions of school settings by potential teachers

A number of small studies in Australia have attempted to answer the question of what motivates people to teach. One of these studies interviewed senior secondary students about their attitudes to teaching as a career. There was a strong sense of the importance of teaching but the workload was considered to be too great. High academic achievers especially cited the salary, promotional pathways and status of teaching as too low. The general perception was that teachers were not adequately rewarded for their demanding and stressful job.

Another study examined student motivations to teach across three Australian universities with large ITP programs. It found that intrinsic value, social utility value, and perceived teaching ability emerged as the highest rated influences on the choice of a teaching career. Motivation for candidates to choose a career in teaching include job security, time for family, positive prior teaching and learning experiences as well as a desire to make a social contribution. Choosing to teach as a ‘fall-back’ career was rated very low as a motivation for entering the profession, when other choices were not realised. This is consistent with recent data on ITP enrolments. In 2014, 80 per cent of

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43 In addition to the reports discussed here, see also Australian College of Educators (2003); House of Representatives Standing Committee on Education and Vocational Training (2007); and Business Council of Australia (2008).
44 Senate Employment, Education and Training References Committee (1998)
45 Freeman et al (2014)
46 Roy Morgan Research (2015)
47 Stokes & Tyler (2003)
48 Watt & Richardson (2006)
offers of placements through Tertiary Admissions Centres (TACs) were to domestic students who listed an ITP program as their first preference.\textsuperscript{49}

Consequently, ITP still attracts large numbers of candidates who consider teaching to be an attractive career option. Stakeholders highlighted a challenge in attracting high performing candidates into teaching, and this has been identified as a key area of success in countries that perform better than Australia in international tests of student performance such as PISA.\textsuperscript{50}

\textsuperscript{49} AITSL (2016a)
\textsuperscript{50} Jensen et al. (2012)
Section 3: Selecting the most suitable candidates into Initial Teacher Preparation

3.1 Selection criteria for entry into ITP programs

3.1.1 Regulatory frameworks

ITP providers have the autonomy to determine the criteria they use to select entrants to their programs, within a set of national regulatory frameworks. Providers must ensure their selection criteria and practices comply with the following frameworks and guidelines:

- TEQSA Higher Education Standards Framework 2015
- National Program Standard 3 of the Standards and Procedures
- Guidelines for the accreditation of initial teacher education programs in Australia (Accreditation Guidelines)\(^{51}\)
- Action Now: Selection of entrants into initial teacher education – Guidelines (Selection Guidelines)\(^{52}\).

The Standards and Procedures and Accreditation Guidelines stipulate broad requirements that allow providers flexibility and discretion to apply selection criteria tailored to individual programs, the philosophies of their institution and the characteristics they believe are important in teaching.

3.1.2 ITP Selection Guidelines

From 1 January 2017, new Selection Guidelines (developed as a result of TEMAG) will apply to all entrants to ITP programs. The Selection Guidelines require providers to implement:

- selection processes that assess both the academic and non-academic capabilities of candidates (including indicators of academic and non-academic capability)
- evidence-based selection methods relevant to their context to gather information and assess the academic and non-academic capabilities of candidates
- transparency in selection methods, minimum entry requirements and evidence base.

**Indicators of academic capability**

- demonstrated academic ability at Year 12 (e.g. tertiary entrance score (such as ATAR), academic achievement in required subject disciplines)
- successful prior study at tertiary level that demonstrates relevant academic ability (e.g. prior study scores, average grade results in partially or fully completed qualifications)
- successful completion of appropriate prior professional qualifications
- performance in tasks or activities that demonstrate academic capability to meet the intellectual requirements of the program of study (e.g. assessment centre, writing tasks, literacy and numeracy tests)
- performance on validated measures of cognitive and verbal ability undertaken as part of the selection process.

\(^{51}\) AITSL (2016b)  
\(^{52}\) AITSL (2015a)
Indicators of non-academic capability

- performance on a specifically-designed and validated assessment of teaching aptitude and/or other capabilities utilised as part of the selection process
- work and life experiences that demonstrate the non-academic capabilities identified in the Selection Guidelines
- expression of applicants’ understanding and motivations about the program.

3.1.3 Additional selection requirements

Whilst selection criteria and candidate acceptance into ITP programs occur at the discretion of the provider, there is an obligation on the part of the provider to ensure entrants will be capable of meeting the graduate career stage of the APST on program completion.

National Program Standard 3 requires that entrants to ITP programs possess levels of personal literacy and numeracy broadly equivalent to the top 30 per cent of the adult population, assessed through the National Literacy and Numeracy Test for Initial Teacher Education Students, and meet English language proficiency requirements. If students are selected who do not meet these requirements, the provider must ensure students are supported to achieve the required standard prior to graduation from the program.\(^{53}\)

Some states and territories also have additional or specific entrant selection criteria or requirements that must be considered as part of the provider’s entry and selection processes. For example, NSW requires that candidates entering an ITP program directly from secondary school must have above average results in at least three Year 12 subjects, including English. Applicants not meeting these benchmarks are not precluded from entry, but they must complete study during their program that demonstrates that they have equivalent skill levels.\(^{54}\)

3.2 Entry points for admission to ITP programs

Candidates are admitted to ITP programs following completion of secondary schooling, a higher education or a vocational education course, or as a mature age student.

In 2014, the majority of admissions to postgraduate programs (95 per cent) were based on a higher education pathway (Table 3.1). This pathway reflects the requirement of the Standards and Procedures that candidates for postgraduate programs have a prior discipline specific qualification in a relevant curriculum or learning area.\(^{55}\) For undergraduates, the secondary education pathway provided a basis for 43 per cent of admissions. Further studies in higher education (25 per cent) and vocational education and training (17 per cent) were also widely used for entry into undergraduate programs.

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\(^{53}\) AITSL (2015b)

\(^{54}\) Board of Studies, Teaching and Educational Standards (2016a)

\(^{55}\) AITSL (2015b)
Table 3.1  Domestic commencements in initial teacher education by basis of admission, 2014

<table>
<thead>
<tr>
<th>Basis of Admission</th>
<th>Undergraduate No.</th>
<th>Undergraduate %</th>
<th>Postgraduate No.</th>
<th>Postgraduate %</th>
<th>Total No.</th>
<th>Total %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary education</td>
<td>8,506</td>
<td>43</td>
<td>57</td>
<td>1</td>
<td>8,563</td>
<td>29</td>
</tr>
<tr>
<td>Higher education</td>
<td>5,012</td>
<td>25</td>
<td>8,886</td>
<td>95</td>
<td>13,898</td>
<td>47</td>
</tr>
<tr>
<td>Vocational education and training (VET) award</td>
<td>3,366</td>
<td>17</td>
<td>62</td>
<td>1</td>
<td>3,428</td>
<td>12</td>
</tr>
<tr>
<td>Mature entry</td>
<td>1,523</td>
<td>8</td>
<td>9</td>
<td>0</td>
<td>1,532</td>
<td>5</td>
</tr>
<tr>
<td>Professional qualification</td>
<td>np</td>
<td>np</td>
<td>np</td>
<td>np</td>
<td>np</td>
<td>np</td>
</tr>
<tr>
<td>Other basis</td>
<td>1,309</td>
<td>7</td>
<td>386</td>
<td>4</td>
<td>1,695</td>
<td>6</td>
</tr>
<tr>
<td>Total domestic commencements</td>
<td>19,890</td>
<td>100</td>
<td>9,401</td>
<td>100</td>
<td>29,291</td>
<td>100</td>
</tr>
</tbody>
</table>

Note: Due to rounding, totals may add up to more than 100 per cent.

3.3  Processes for selecting candidates to ITP programs

3.3.1  Application processes

Candidates can apply for entry to ITP programs either through a central state or territory-based TAC or by direct application to an ITP provider. TACs operate across Australia to provide a single point for those applying to study at Australian higher education providers. Applicants can submit a single application for up to eight programs to the TAC in the state or territory in which they wish to study. The TAC summarises the application information and forwards it to the relevant program providers who, in turn, notify the TACs of the offers they wish to make.

Many ITP providers also accept direct applications. Direct applications are made to a single provider, and do not enable the candidate to be considered for other programs, should the first choice be unsuccessful. In 2016, approximately 42 per cent of undergraduate offers to ITP candidates were made to direct applicants.\(^56\)

3.3.2  Selection mechanisms

The TEMAG report found that the selection mechanisms used to assess candidate suitability vary within and across ITP providers. The process is currently not transparent and there is no aggregated data on the criteria or mechanism used beyond publicly reported ATAR data. The reforms implemented in response to TEMAG aim to improve the transparency and availability of data.

Undergraduate programs

For domestic secondary school leavers seeking admission to undergraduate ITP programs, ATAR is a commonly applied mechanism for selection. The ATAR converts a student’s overall Year 12 score in their state or territory into a nationally comparable percentile ranking between the ranges of <30 to 99.95 to assist in selecting applicants for higher education places. For ITP programs, the ATAR is primarily relevant in the selection of domestic secondary school leavers applying directly from school.

Providers of ITP programs generally set ATAR thresholds for entry to their programs, which are determined by a combination of minimum academic standards, program demand and the number of

\(^{56}\) Australian Government Department of Education and Training (2016a)
Initial Teacher Preparation Study – Australian Country Background Report

places available. These thresholds vary across providers as well as campuses and are made public as a guide rather than a mandatory benchmark. They are used at the provider’s discretion.

As shown in Table 3.1, 29 per cent of entrants to ITP programs did so on the basis of their secondary education qualification. Since 2005, there has been an increase in the proportion of students entering ITP programs directly from secondary education with an ATAR in the lower bands. In 2005, 21 per cent had an ATAR of 70 or lower. This increased to 40 per cent in 2014.\(^{57}\) The proportion of offers to school leavers with ATAR scores less than 60 increased from 22 per cent in 2012 to 30 per cent for the field of Education overall.\(^ {58}\) Offers for entry to ITP programs sit within this broader cohort; the proportion of offers to school leavers with ATAR scores less than 60 increased from 20 per cent in 2012 to 24.2 per cent in 2016 for ITP programs.\(^ {59}\)

For those not accepted on the basis of ATAR, a combination of academic attainment (including measures of prior achievement, alternative entry pathway programs or a test such as the Special Tertiary Admissions Test\(^ {60}\) as well as non-academic achievement (such as evidence of prior experience, interview, psychometric testing, standardised testing, portfolios and written applications) can be used to select suitable candidates.

**Postgraduate programs**

For postgraduate programs, providers generally accept candidates based on their academic achievement in their prior higher education studies, but may also employ additional mechanisms to determine whether candidates have the required non-academic characteristics.

Some use sophisticated tools to assess suitability for teaching. An example is the University of Melbourne’s web-based Teacher Capability Assessment Tool (TCAT). TCAT is used in addition to the candidate’s academic record to help determine candidate suitability.\(^ {61}\) TCAT collects information about the candidate’s ability (such as literacy, numeracy and spatial reasoning skills), disposition, personal characteristics, communication style, ethics, and cultural awareness to determine suitability for teaching.\(^ {62}\)

An alternative approach is utilised by the Teach for Australia (TFA) program (see Section 4). TFA attracts high quality applicants and applies rigorous assessment of applicants’ academic and personal attributes.\(^ {63}\) Candidates undergo comprehensive screening procedures which involve an online application, phone interview and participation in a full day of assessment activities including delivery of a sample teaching lesson.\(^ {64}\)

\(^{57}\) AITSL (2016a)  
\(^{58}\) Australian Government Department of Education and Training (2012, 2016a)  
\(^{59}\) Figures specific to ITP programs are custom data from the Applications and Offers data collection, Australian Government Department of Education and Training. 2016 figures are based on 29 February 2016 third round TAC data  
\(^{60}\) Australian Council for Educational Research (2016)  
\(^{61}\) TEMAG (2014)  
\(^{62}\) University of Melbourne (2016)  
\(^{63}\) Weldon et al (2012)  
\(^{64}\) Teach for Australia (2016)
Section 4: Equipping prospective teachers with required skills and knowledge

4.1 Professional requirements of becoming a teacher

The APST set out what teachers are expected to know and be able to do in three common domains (Professional Knowledge, Professional Practice, and Professional Engagement) at four career stages that recognise the professional growth of teachers. The APST were designed to be applicable to all teachers, irrespective of levels of schooling and subject areas taught.

The APST were developed between 2008 and 2011. The process built upon the work of previous frameworks and agreements which aimed to define and promote quality teaching. AITSL consulted a wide range of stakeholders in developing the APST, including all state and territory governments, non-government education authorities, teacher regulatory authorities, teacher unions, principal associations and ITP providers.

The APST have been endorsed by all Australian education ministers and are widely accepted and used by the teaching profession for informing teaching practice, and by ITP providers in designing their programs (see Section 5).

AITSL commissioned an evaluation of the implementation of the APST, commencing in 2013. The second interim report of the evaluation indicated that:

- 70 per cent of educators have a ‘fair’ to ‘expert’ knowledge of the APST
- more than 75 per cent of educators are positive towards the APST, with ITP students the most positive
- 93 per cent of school leaders and 81 per cent of teachers believe the standards are important for supporting the teaching profession
- 81 per cent of teachers are confident in using the APST, and 54 per cent report they currently use them to inform their teaching.

The APST are used by supervising teachers for assessing student teachers during their periods of professional experience, which in Australia refers to periods of teaching experience in schools (discussed below). After graduation, beginning teachers have a period of time in which to progress to full registration by demonstrating that they meet the Proficient level of the APST (see Section 6).

The APST are also widely used for performance management purposes. The Queensland Department of Education and Training, for example, uses the APST as part of their annual performance review and professional development planning process for teachers. There is an increasing move to reflect the career stages in the APST in salary structures and promotion levels in Enterprise Bargaining Agreements between teachers and employers.

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65 ‘Educators’ include ITP students, teacher educators, teachers and school leaders
66 AITSL (2015c)
4.2 Types of ITP providers

There are 48 higher education institutions providing ITP programs in Australia, most of which are universities (a list of ITP providers is located in Appendix 2). They provide a total of around 400 ITP programs (a full list of currently accredited programs is available on the AITSL website www.aitsl.edu.au). All programs must meet the AQF, as well as the Standards and Procedures (see Section 5).

University providers of ITP programs may also prepare other professionals for schools, such as special educators or psychologists (who are required by employers to have formal higher education training), but not teaching assistants. Some non-university higher education providers, such as Technical and Further Education institutions, do provide certificate level programs for teaching assistants and laboratory technicians.

4.3 Organisation and alignment of ITP programs

There are two main types of ITP program in Australia: concurrent (undergraduate) and consecutive (postgraduate) programs. Undergraduate programs are four years in length. All postgraduate programs must be two years in length, following at least a three-year undergraduate degree that provides the required level of discipline knowledge (Appendix 3 provides an example of a postgraduate program).

To be accredited, programs must include at least two years of professional studies in education which covers discipline-specific curriculum and pedagogical studies, general education studies and professional experience. Programs can prepare either early childhood, primary or secondary teachers. A number of programs prepare graduates for teaching across multiple educational settings, for example, early childhood/primary or primary/secondary. Table 4.1 outlines the main types of programs.

Table 4.1 Common types of ITP programs

<table>
<thead>
<tr>
<th>Program types</th>
<th>Level of qualification</th>
<th>Primary or Secondary?</th>
<th>Length</th>
<th>Time spent on discipline and discipline-specific curriculum and pedagogical studies</th>
<th>School experience</th>
</tr>
</thead>
<tbody>
<tr>
<td>Concurrent (Undergraduate)</td>
<td>Bachelor of Education</td>
<td>Primary</td>
<td>Four years</td>
<td>50%</td>
<td>At least 80 days</td>
</tr>
<tr>
<td></td>
<td>Secondary</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Double degree (e.g. Bachelor of Arts or Science and Bachelor of Education)</td>
<td>Primary</td>
<td>Secondary</td>
<td>Four or five years</td>
<td>50%</td>
<td>At least 80 days</td>
</tr>
<tr>
<td>Consecutive (Postgraduate)</td>
<td>Master of Teaching</td>
<td>Primary</td>
<td>Two years graduate</td>
<td>100%</td>
<td>At least 60 days</td>
</tr>
<tr>
<td></td>
<td>Secondary</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Consecutive (employment-based)</td>
<td>Master of Teaching</td>
<td>Secondary only</td>
<td>Two years graduate</td>
<td>100%</td>
<td>80% teaching load two years</td>
</tr>
</tbody>
</table>

67 AITSL (2015b)
4.3.1 Alignment of pedagogical content, general pedagogical and practical components

The Standards and Procedures require ITP providers to demonstrate how their programs are organised to align pedagogical content, general pedagogical components and practical components. Providers must demonstrate that programs have a coherent, evidence-based rationale of how the program will develop effective teachers who meet the Graduate level of the APST.

While Australia does not have a common or national curriculum for ITP programs, the Australian Curriculum sets expectations for what all school students (from Foundation Year to Year 12) should be taught. All ITP programs must prepare ITP students to teach those areas of the Australian Curriculum relevant to their level of teaching responsibilities.

Programs preparing primary teachers must include study in each of the learning areas of the primary school curriculum to equip teachers to teach across the years of primary schooling. From 2018, all primary teaching students will be required to graduate with a subject specialisation (with a focus on subject or curriculum areas which are in demand). This does not mean primary teachers will teach only in their area of specialisation, but rather that their expertise will be available in their school to assist other teachers to teach the subject effectively. Detailed implementation requirements are currently being developed. Providers will be able to respond flexibly to the requirement, with individual approaches assessed as part of the program accreditation process.

Undergraduate programs preparing secondary teachers already require students to specialise in content areas by completing discipline studies of at least a major study in one teaching area, and preferably a second teaching area of at least a minor study. ITP students completing postgraduate degrees have already developed specialist knowledge through their undergraduate degree. There are some incentives for students to study particular subject areas (see Section 2).

The Graduate level of the APST describes the general pedagogical knowledge and skills that must be acquired at the completion of an accredited ITP program. To be accredited, ITP providers must demonstrate how the content of their programs align with the APST. The seven standards and 37 focus areas of the APST cover a broad range of skills including:

- using evidence-based research skills to improve their practice
- managing student diversity (including diverse linguistic, cultural, religious and socio-economic backgrounds)
- effectively integrating new technologies
- managing relationships, the socio-emotional aspects of teaching, and parental engagement
- student assessment (for example, developing and using a range of assessment strategies).

ITP providers have considerable flexibility in the way they design and deliver programs, within the framework of the Standards and Procedures. Research indicates that not all beginning teachers feel

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68 ACARA (2016b)
well-prepared by their ITP programs in all areas of the APST, and this has implications for the kind of support they require in their transition into the profession (see Section 7).

4.3.2 Practical component

The practical component of ITP programs in Australia is known as ‘professional experience’ and refers to experiences in a classroom environment, consisting of supervised and assessed teaching practice. ITP providers determine the organisation of school-based placements, but must provide evidence that their program complies with National Program Standard 5 in order to be accredited. As outlined in Table 4.1, undergraduate programs must include at least 80 days of professional experience. Postgraduate programs must include at least 60 days. Professional experience must also provide opportunities for ITP students to observe and participate purposefully in a school setting as early as practicable in a program.

The organisation of professional experience varies widely between programs. A typical pattern for an undergraduate program is for the required days to be spread in increasing periods over the four years of the program, for example, 10 days in the first year, 20 days in the second and third years, and 30 days in the fourth year. Another common pattern is for professional experience in a school to be part-time, for example, two or three days a week in the school and spread over longer periods of time. Similar arrangements apply to postgraduate programs. As students approach graduation, the final professional experience is usually longer, with students assuming greater teaching responsibilities and undergoing a performance assessment prior to graduation.

Generally, ITP providers work directly with a school or group of schools to arrange professional experience placements. ITP providers are required to enter into formal written partnerships with either individual schools, groups of schools, or at the system level, to ensure they deliver high quality professional experience. These partnerships must identify components of placements, planned experiences, roles and responsibilities and contacts for administration of the placement.

In Australia, teachers responsible for supervising and assessing ITP students during professional experience are referred to as supervising teachers. Supervising teachers are usually selected by the school principal, based on advice from the ITP provider on the expected outcomes of the placement. It is common for this role to be taken by lead or senior teachers. AITSL has developed an online training program available to all teachers who may be selected as a supervising teacher. States and territories have also developed programs for training supervising teachers.

Supervising teachers are expected to:

- provide ongoing feedback throughout the duration of the professional experience
- work closely with ITP students, providing support and feedback and opportunities to participate purposefully in the work of the school and
- assess ITP students against the Graduate level of the APST, and in accordance with the assessment framework developed by the ITP provider.

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69 McKenzie et al (2014)
70 AITSL (2015b)
71 AITSL (2014b)
Some states and territories have implemented common frameworks to support supervising teachers. Queensland’s Professional Experience Reporting Framework\(^{72}\) establishes a set of guiding principles for professional experiences with a strong focus on supervisory and professional support arrangements, providing consistency in the fundamental expectations of supervising teachers, and providing school based professional experience coordinators across cohorts, programs and higher education institutions. The Australian Capital Territory (ACT) has also developed a common template for supervising teachers to follow in supporting, assessing and reporting on ITP students during their professional experience.\(^{73}\) The Professional Experience Framework\(^{74}\) introduced by NSW in 2014 sets out the expectations for high-quality professional experience placements in NSW schools through more formalised partnerships between ITP providers and schools/systems. This allows greater coordination of available placements.

### 4.3.3 Alternative ITP programs

The TFA program places high quality candidates (known as Associates), who may not have otherwise considered a career in teaching, into classrooms in disadvantaged secondary schools in participating states and territories. Associates accept two-year employment contracts in schools and teach with a reduced teaching load of 0.8 and a high level of support and training, provided by a trained in-school mentor. Before commencing in schools, Associates complete an intensive six-week residential component, and throughout the two years of the program complete their remaining study. On successful completion of their two-year placement, Associates are awarded an accredited postgraduate qualification in teaching. Currently, Associates receive a Master of Teaching (secondary) from Deakin University in Victoria.

The program has produced 419 Associates since 2010. Cohort seven, which commenced in schools in early 2016, is the largest cohort to date with 124 Associates. This compares with around 7,500 people who complete mainstream postgraduate ITP programs each year. An independent evaluation of the program is currently underway.

The University of Melbourne offers an employment-based internship pathway for postgraduate entrants and career-change professionals with discipline knowledge or skills. Interns are employed in schools on a reduced teaching load (0.8), and all Victorian secondary schools with hard to staff vacancies (based on subject discipline and/or geographic location) are eligible to participate.

### 4.3.4 Training and selection of teacher educators

There are no formal programs for training teacher educators. Selection of teacher educators is conducted by each ITP provider according to individual staffing needs and selection procedures. The issue of teacher educator qualifications was considered by TEMAG, and resulted in a recommendation that providers ensure their staff are appropriately qualified, with a proportion having contemporary school teaching experience. In response, the revised Standards and Procedures

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\(^{72}\) Queensland Department of Education and Training (2015)

\(^{73}\) The UC-ACU Professional Experience Report, which includes a common professional experience assessment framework, is provided to all ITP students studying in the ACT and their supervising teachers

\(^{74}\) NSW Department of Education (2014)
require that for ITP programs to be accredited, providers must demonstrate that resourcing for the program includes staff with ongoing or recent school-based experience.\(^{75}\)

During consultations for this report, principal associations in particular echoed the concern that many teacher educators may not have recent school experience. Other stakeholders indicated that an increasing proportion of teacher educators are casual staff with strong backgrounds in school education. One ITP provider, for example, includes secondments for up to eight teachers from local schools to work in the ITP program, especially in the professional experience component, for up to two years. ITP providers regularly use practising teachers as guest presenters or subject/teaching experts.

### 4.3.5 Autonomy, variability and flexibility across ITP providers

ITP providers in Australia have considerable autonomy in the design of their programs, subject to the requirements that must be met to achieve accreditation. The TEMAG report found that there was considerable variability in the quality of ITP programs in Australia. While it was considered important that providers have the flexibility to offer diverse and innovative courses, the review considered that the quality assurance of ITP programs needed to be strengthened to require providers to demonstrate that their programs were high quality.\(^{76}\)

One of the principles underlying Australia’s approach to national ITP program accreditation is:

> *Flexibility, diversity and innovation – accreditation encourages the capacity of providers to be innovative in the delivery of programs to meet the diverse needs of students and the profession, as long as the program can demonstrate a positive impact.*\(^{77}\)

The 2015 Standards and Procedures were developed in consultation with stakeholders to ensure an appropriate level of consistency and transparency across ITP programs, while encouraging flexibility and innovation in course design and delivery.
Section 5: Ensuring quality of Initial Teacher Preparation

5.1 Quality Assurance of ITP Programs

Providers of ITP programs must comply with regulations and standards that apply at two levels: first, as part of a broader quality assurance system that applies to higher education institutions and, second, as part of a nationally consistent accreditation system specific to ITP programs. These two levels encompass a range of quality assurance activities such as program reaccreditation, annual reporting, audits and internal quality processes.

All Australian vocational education and training (VET) and higher education providers operate within the AQF. The AQF includes ten levels of VET and higher education (including VET courses offered in schools) from Certificate I (Level 1) to PhD (Level 10). The AQF defines generic learning outcomes in terms of three broad dimensions: Knowledge, Skills, and Application of Knowledge and Skills. Teachers completing a Bachelor’s degree receive a Level 7 qualification. Teachers completing a postgraduate Master of Teaching degree have a Level 9 qualification (see example in Appendix 3).

TEQSA is responsible for assuring the quality of higher education institutions in Australia. TEQSA registration signals to the public that an institution is a *bona fide* provider of quality higher education. To be recognised and registered as a ‘Higher Education Provider’, an institution must meet the Higher Education Threshold Standards. TEQSA is currently managing the transition to a new set of higher education standards developed by the Higher Education Standards Panel following wide ranging consultation with providers and other stakeholders, which will come into effect on 1 January 2017.

For quality assurance purposes, TEQSA classifies higher education institutions into two groups. The first group are called ‘self-accrediting institutions’. This group, where most ITP programs are provided, consists of 43 universities and ten other institutions. Quality assurance occurs at the institution level, not at the level of particular programs. In common with all programs, ITP programs must meet internal criteria for development, design and delivery in addition to any professional accreditation requirements. The second group, ‘non self-accrediting institutions’, are classified within the category of ‘higher education providers’, and are registered as ‘not universities’. TEQSA evaluates and accredits courses provided by these institutions at least every seven years.

All TEQSA registered providers are required to have robust internal processes for the design and approval of programs of study that take account of external requirements such as those for professional preparation programs (e.g. published discipline standards, professional accreditation, input from relevant external stakeholders, and comparable standards at other higher education providers).

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78 Australian Qualifications Framework Council (2013)
79 TEQSA (2011)
5.2 ITP Program Accreditation

In common with many professional preparation programs, ITP programs must be accredited by regulatory authorities specific to that profession. Responsibility for accreditation specific to ITP programs rests, as with school education generally, with state and territory governments. Each state and territory has passed legislation establishing an agency responsible for the accreditation of ITP programs and the registration (certification) of teachers (see Section 6).

In 2011, AITSL collaborated with key ITP stakeholders including Australasian Teacher Regulatory Authorities (ATRA) in the development of the Standards and Procedures. The Standards and Procedures and Accreditation Guidelines constitute the main quality assurance criteria for ITP program accreditation. It should be noted that individual ATRA organisations may have additional criteria, specific to their state or territory that are also applied as part of the accreditation process.

Implementation of the original Standards and Procedures commenced in 2012. As part of the Australian Government’s response to the TEMAG report, the Standards and Procedures were revised and agreed to by all education ministers in December 2015 for implementation from 2016. The Standards and Procedures aim to give providers clarity about what they must do to gain accreditation and increase the rigour and national consistency of the accreditation process. They place greater emphasis on evidence of impact, with providers required to demonstrate how their program ensures their graduates possess the knowledge and skills needed to be successful in the classroom.

The Standards and Procedures and accompanying Guidelines\(^80\) aim to:

- assure the quality of ITP programs and their graduates against nationally agreed standards
- continually improve the quality of ITP programs
- encourage innovation in the delivery of ITP programs
- build genuine partnerships between ITP providers, schools and employing authorities that assure quality professional experience for future teachers
- ensure transparency and accountability across all elements of ITP, from entrant selection to program outcomes
- ensure that ITP program design and delivery is consistent with current and emerging research on effective teacher education.

5.2.1 Criteria for accreditation

The Standards and Procedures focus on ITP outcomes rather than program inputs. Table 5.1 summarises the National Program Standards that form part of the Standards and Procedures. ITP providers are expected to provide a coherent description of the program that demonstrates how the program meets the National Program Standards and how the program provides sufficient opportunities for graduates to meet the APST at the Graduate level.

\(^{80}\) AITSL (2016b)
Table 5.1  National Program Standards

<table>
<thead>
<tr>
<th>National Program Standards</th>
<th>This standard asks providers to explain how they will know that:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1: Program outcomes</td>
<td>their graduates meet the performance standards for graduate teachers as described in the APST</td>
</tr>
<tr>
<td>2: Program development, design and delivery</td>
<td>the development, design and delivery of their program ensures that students can meet the APST Graduate standards.</td>
</tr>
<tr>
<td>3: Program entry</td>
<td>their selection methods ensure students will cope with a rigorous higher education program.</td>
</tr>
<tr>
<td>4: Program structure and content</td>
<td>their program ensures that students will have the knowledge to teach the curriculum they will be expected to teach.</td>
</tr>
<tr>
<td>5: Professional experience</td>
<td>their students have quality opportunities to practice teaching skills, link theory to practice and receive useful feedback about their performance.</td>
</tr>
<tr>
<td>6: Program evaluation, reporting and improvement</td>
<td>their program is having an impact on the quality of graduating teachers through on-going collection of data on program outcomes.</td>
</tr>
</tbody>
</table>

Source: AITSL (2015b)

5.2.2  Sources of evidence for accreditation

AITSL has developed detailed guidelines to assist providers in preparing evidence to demonstrate how they meet the National Program Standards. For each standard, the Accreditation Guidelines sets out in detail the evidence required, with examples of the kind of evidence that could help to demonstrate that standard.

To assist providers further in preparing their application for accreditation, AITSL has developed templates which provide a structure within which providers place relevant evidence for each standard. The sources of evidence required are different for each National Program Standard. For example, Program Standard 1 requires, among other evidence, a description of a valid teaching performance assessment task that their students must complete successfully in the final year of their program. For Program Standard 2, providers must give a rationale for their program, an evidence base for the rationale and the sequence of units of study in the form of a program map or structure table (see Appendix 3 for an example of a program map).

5.3  Assessment of ITP programs

The process of assessing and accrediting ITP programs is the responsibility of teacher regulatory authorities at the state and territory level. Under the Standards and Procedures, the assessment and accreditation of individual ITP programs is carried out by panels made up of 4-6 members. Panel members represent a range of relevant expertise, such as teacher educators, employing authority representatives, principals/school leaders, currently registered teachers and specialists or experts in the relevant area of education. To promote consistency of assessment, one member of each panel must come from a different state or territory to that in which the ITP provider is located.

Panel members must undertake a national training program designed to equip them to make assessments against the National Program Standards. The training program includes two stages. In

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81 AITSL (2016b)
82 AITSL (2016c)
83 AITSL (2015b)
the first stage panel members undertake an online training course to familiarise themselves with the accreditation process and their role as panel members. The second stage consists of two days of face-to-face training where participants practice the skills of working as a panel and assessing examples of evidence against the National Program Standards. Panel members must undertake refresher training every two years to maintain currency.

The accreditation process also consists of two stages. Accreditation stage one applies to all new programs entering the system and focuses on the provider’s plan for demonstrating the future impact of the program, structure and delivery of courses and the development of teachers. Accreditation stage two focuses on the provider’s interpretation of the evidence collected through the plan for demonstrating the impact of the program.

Once accreditation panels have completed their assessments, they may recommend to the relevant regulatory authority that accreditation be granted to the program, or granted subject to particular conditions and specific timeframes (where legislative provisions allow). Alternatively, if accreditation is not granted, panels must specify the National Program Standards that have not been met. Regulatory authorities make their decisions based on the accreditation panel’s final report. ITP programs are currently required to be reaccredited at least every five years.

5.4 Transparency

Transparency is one of the key principles underlying the national accreditation system. The system is designed to ensure that each stage in the accreditation process is conducted in a transparent and fair manner. The main documents included in the Standards and Procedures are: the APST at the Graduate level; the National Program Standards, which describe what an ITP program must provide to ensure that graduates have sufficient opportunity to meet those standards; National Accreditation Procedures; and the Accreditation Guidelines, which include templates indicating the evidence that ITP providers should include in their application.

All providers of accredited ITP programs are required to report annually to their state or territory regulatory authority and to conduct research into, and analysis of, program outcomes.

AITSL, in collaboration with regulatory authorities, has a role to facilitate quality evaluations of the accreditation decision-making process. This involves examination of excerpts from de-identified material to determine areas for improvement in the consistency of decisions and the decision-making process. AITSL will also undertake a range of activities to review the impact of the accreditation process on program quality and the preparation of graduates over time. As data from the new accreditation process becomes available, AITSL will publish accredited program details, key data including outcomes, and program demographic data such as commencements, enrolments and completions.

84 This will form part of the annual Initial teacher education: data report published by AITSL
Section 6: Certifying and selecting new teachers

6.1 Teacher registration in Australia

In Australia, teacher certification is most commonly referred to as teacher registration. All teachers are required to be registered by the relevant state or territory regulatory authority before they are eligible to teach. While there is no national registration authority or national registration process in place, there is a nationally consistent approach to teacher registration which was endorsed by education ministers in 2011. This approach recognises that there is a set of core elements common to teacher registration across the country, as shown in Table 6.1.

Table 6.1 Elements of nationally consistent registration of teachers

<table>
<thead>
<tr>
<th>Element</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial period of registration</td>
<td>An initial period of 5 years during which a new teacher has a form of ‘licence’ that allows them to be employed as a teacher and undertake workplace learning and development that will equip them to meet requirements for becoming fully registered.</td>
</tr>
<tr>
<td>Fixed period of registration</td>
<td>After a fixed period of registration, of a maximum 5 years, teachers will be required to demonstrate their ongoing proficiency and suitability to teach in order to renew their registration.</td>
</tr>
<tr>
<td>Alternative authorisation to teach</td>
<td>Provision, in clearly defined circumstances and under specified conditions, for persons who are not eligible for registration to be employed in roles that would otherwise require registration.</td>
</tr>
<tr>
<td>Discipline and de-registration</td>
<td>Provision for a recognised authority to impose sanctions or withdraw a teacher’s registration if they fail to meet the required standards of personal and professional behaviour or professional performance.</td>
</tr>
<tr>
<td>Suitability</td>
<td>Requirement for an applicant to be suitable to both work with children and be a teacher, based on an assessment of character and criminal history.</td>
</tr>
<tr>
<td>Qualifications</td>
<td>A minimum qualification, including a professional qualification, for registration.</td>
</tr>
<tr>
<td>English language proficiency</td>
<td>Achievement of a level of professional proficiency in spoken and written English.</td>
</tr>
<tr>
<td>Mutual recognition</td>
<td>A person registered to practise as a teacher in one state/territory is entitled to apply for registration in another state/territory based on that registration.</td>
</tr>
</tbody>
</table>

Source: AITSL (2011b)

There is a two-step registration process in all states and territories. In the first step, all individuals who have graduated from a recognised and accredited ITP program are eligible to apply for initial, or provisional, registration. They are then required to move to full registration. While the timeframe to achieve full registration differs in practice across registration authorities, the nationally consistent approach to registration states that the ‘maximum period for meeting the requirements for full registration is five years, with the provision for extension on a case by case basis’.86

All schools (government and non-government) are required to employ teachers registered with the state or territory regulatory authority (alternative registration arrangements are discussed later in this Section). While registration is not transferable across borders, mutual recognition agreement enables teachers registered in one state or territory to apply for registration in another based on their current registration.

85 All states and territories use the term ‘teacher registration’ except New South Wales, which uses ‘teacher accreditation’
86 AITSL (2011b)
6.2 Provisional teacher registration

Provisionally registered teachers have met the Graduate level of the APST, by virtue of graduating from an accredited ITP program.

Provisionally registered teachers, as well as having a recognised qualification, must be deemed suitable to work with children based on an assessment of character and criminal history and in some cases a demonstration of English language proficiency. Provisionally registered teachers are eligible to apply to work as a teacher in any school in the state or territory in which they are registered. This can include fixed-term or ongoing positions.

6.3 Full teacher registration

To obtain full registration teachers are required to show evidence of attaining the APST at the Proficient level. This is usually possible within a year for a teacher with regular employment, although a maximum of five years is allowed for this process.

The requirements for full registration are based on the nationally consistent approach to registration although the details vary by state and territory. In general, there is a requirement to complete a certain number of teaching days, varying from 80 days in two years (Vic) to 200 days within a maximum of five years (Qld and SA). The method by which attainment of the APST at the Proficient level is determined also differs.

Requirements for full registration are noted in Table 6.2. There are no examinations but teachers are expected to show their attainment of the APST at the Proficient level through a portfolio of evidence. This is usually assessed by a panel or reviewer at the school level, following guidelines provided by the regulatory authority.

Table 6.2 Teacher registration requirements, by state and territory

<table>
<thead>
<tr>
<th>State</th>
<th>Requirements for full registration, prescribed and managed by state/territory legislated regulatory authorities within nationally consistent registration requirements</th>
</tr>
</thead>
</table>
| ACT   | 180 days teaching within 5 years  
APST Proficient Teacher level, assessed by school-based panel using evidence from teacher  
20 hours of professional learning per year |
| NSW   | APST Proficient Teacher level, assessed by a Teacher Accreditation Authority using evidence from teacher and supporting report from supervisor or mentor |
| NT    | 180 days teaching within 3 years  
APST Proficient Teacher level, assessed by school-based panel using evidence from teacher |
| Qld   | 200 days teaching within 5 years  
APST Proficient Teacher level, assessed by school-level reviewer approved by Queensland College of Teachers |
| SA    | 200 days teaching within 5 years  
APST Proficient Teacher level assessed by school-level reviewer  
Tas    | 185 days teaching within 5 years  
APST Proficient Teacher level assessed by school-based panel using evidence from teacher |
| Vic   | 80 days teaching within 2 years  
APST Proficient Teacher level, assessed by school-based panel using evidence from teacher |
| WA    | 100 days teaching within 5 years  
PSTWA\(^{87}\) Proficient Teacher level, based on declaration by principal |

Source: Collated from information on the websites of state and territory teacher registration authorities.

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\(^{87}\) Professional Standards for Teachers in Western Australia, which are based on the national standards. See Teacher Registration Board of Western Australia (2016)
6.4 Alternative category of teacher registration

In Australia, an alternative category of registration is available which allows individuals who do not meet the requirements for provisional or full registration but have relevant skills, knowledge and experience, to teach in a school. This is usually applied when a suitably qualified or registered teacher is not available to fill a teaching vacancy.

While this alternative category of registration is referred to by various titles (permission to teach, permit to teach, limited registration, limited authority to teach) it is applied in a similar way, in clearly defined circumstances and under specified conditions, by state and territory teacher regulatory authorities. For example, an alternative authorisation to teach is utilised for those entering teaching through the TFA program (See Section 4) as it allows applicants to teach while they are undertaking an accredited teaching qualification.

6.5 Assessment for registration and aptitude for teaching

The initial responsibility for assessing the aptitude of an individual for teaching rests with the ITP provider (see Section 3) with many requiring a final assessment of skills and knowledge before graduation. There is also provision, in those states and territories and sectors where the principal has the authority to manage recruitment and selection, for an assessment of aptitude to be made as part of the recruitment process.

Further assessment of a new teacher’s aptitude for teaching then takes place once they are employed in a school. Assessment processes for full registration differ by state and territory but are largely undertaken within the school, using the APST and following the requirements for registration.

As an example, in Victoria, teachers in government and non-government schools use an inquiry approach intended to develop their practice, build their knowledge, and provide evidence to demonstrate their competency against the APST at the Proficient level. A school panel then determines whether a teacher’s evidence demonstrates proficient practice in relation to the APST.88

In NSW, new teachers must collect evidence of their teaching practice against the APST, communicate regularly with colleagues to discuss their practice and seek professional engagement with colleagues within and outside the school. Attending professional development while working towards full registration is expected and contributes to the evidence required. A supervising teacher or mentor is appointed by the school to support teachers through the process and Teacher Accreditation Authorities decide whether a teacher has reached Proficient level.89

The TEMAG report noted ‘a gap between the knowledge and skills universities are preparing their teaching graduates with and those that are needed for new teachers to thrive in the classroom.’ The report also noted that ‘currently there is no guarantee, even with the achievement of an approved

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88 Victorian Institute of Teachers (2015)
89 Board of Studies, Teaching and Educational Standards (2016b)
qualification, that graduate teachers are really classroom ready. The reforms being implemented in response to TEMAG aim to improve the level of confidence in ITP graduate quality.

6.6 Recruitment of new teachers

Recruitment and selection processes for new teachers in government schools are the responsibility of state and territory governments and their respective education departments. New positions are publicly advertised in some states, and applicants are interviewed by school-based selection panels. Education departments provide guidelines to be used by school-based selection panels. In Victoria, for example, principals have the delegated authority and responsibility within the context of a legislative framework to manage recruitment as vacancies arise.

Recruitment and selection in non-government schools is the responsibility of individual schools. These schools typically place advertisements for new positions in newspapers and a variety of other agencies.

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90 TEMAG (2014)
91 Victorian Department of Education and Training (2016b)
Section 7: Supporting beginning teachers

7.1 Nature of support available to beginning teachers

In Australia, support for teachers in the early years of their careers is available in many forms. It can be structured and unstructured, formal and informal and is intended to support beginning teachers in the first one to three years of their career. These activities are largely the responsibility of individual schools, although government education departments, Catholic education offices, Associations of Independent Schools and registration bodies also have a role in these activities.

Generally, these activities encompass local orientation programs into the school community, both organisationally and culturally, and support the transition of provisionally registered teachers (Graduate) to full registration (Proficient). The term induction is now commonly used to refer to this period of support and range of activities that welcome a new teacher to the school and leads them to achieving full registration. Individual schools are expected to have orientation programs for teachers new to the school community as well as for those new to the profession.

While induction is commonly available across the country, the TEMAG report found that the quality and quantity of induction support varies across states and territories, sectors and schools. The TEMAG report also noted that ‘Graduate teachers must be supported to reach proficiency once they enter the profession.’

As part of the Australian Government response to the TEMAG report, AITSL was tasked with undertaking research into effective induction and support for beginning teachers. AITSL, in consultation with stakeholders that provide support for beginning teachers, has developed Graduate to Proficient: Australian guidelines for induction into the profession (Induction Guidelines). The guidelines were endorsed by all education ministers in July 2016 with implementation expected from 2017.

After graduation there are no formal or required partnerships between ITP providers and schools to support early career teachers, although in some cases there may be informal support networks. Surveys indicate that about one-third of teachers in their first five years of teaching have received follow-up from their ITP provider, although only 30-40 per cent of those indicated that this contact was helpful.

7.1.1 Structured induction programs

Induction includes the provision of a program of support to build a new teacher’s confidence in the classroom. More recently induction has also included support for the transition from the Graduate to the Proficient level of the APST. Induction programs can be about organisational requirements in the school, or part of ongoing professional learning, or relate to the development and documentation of progress towards the requirements for full registration, or all of these.

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92 TEMAG (2014)
93 AITSL (2016d)
94 McKenzie et al (2014)
95 AITSL (2014a)
process of attaining full registration requires schools to provide professional assistance and support to their beginning teachers and registration bodies are generally involved in the development of guidelines and professional development for the mentors of beginning teachers.

The amount and type of support provided differs by jurisdiction (see Table 7.1). Some jurisdictions fund time-release for beginning teachers and in many cases, mentors are provided at the school level and some funding may also be provided for them.

In the NT, central orientation programs are provided as an introduction to the broader school system and cultural contexts. These are followed by local induction programs at the school level. As noted in Table 7.1, many systems have online modules that new teachers are required to complete. Some systems provide elements of induction that are not common across the country, including an allowance provided to beginning teachers to cover costs of setting themselves up in the profession (WA) and a teacher mentor register (SA).  

Table 7.1 Structured support for beginning teachers in government schools

<table>
<thead>
<tr>
<th></th>
<th>Beginning teachers funded provision</th>
<th>Mentors funded provision</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACT</td>
<td>Reduced teaching load in first year. 15 days time-release over three years to support development Mandatory online induction modules for all new staff</td>
<td>The expectation of mentoring beginning teachers is built into the roles and responsibilities for experienced teachers. Support includes accredited professional learning and a cross-sectoral network of mentors</td>
</tr>
<tr>
<td>NSW</td>
<td>For teachers on first permanent appointment: 2 hours per week release in first year, 1 hour in second year</td>
<td>In-school mentor receives 1 hour per week release time for role 50 mentors employed across 92 schools, support 60% of new teachers</td>
</tr>
<tr>
<td>NT</td>
<td>Online orientation modules for all new staff; 2-day orientation and Visible Learning foundation training for all new teachers, plus 4WD training for remote teachers, followed up by local school induction process</td>
<td>There is an expectation of mentoring associated with the roles and responsibilities of certified Highly Accomplished and Lead Teachers (HALT) in NT schools</td>
</tr>
<tr>
<td>Qld</td>
<td>Mandatory online induction modules for all new staff</td>
<td>Allocated mentor receives 72 hours per year release time for role. 2 day course from Queensland University of Technology</td>
</tr>
<tr>
<td>SA</td>
<td>0.1 FTE time release (0.2 FTE for indigenous teachers) Annual induction expo Online modules are available</td>
<td>Dedicated project officer provides support to new teachers</td>
</tr>
<tr>
<td>Tas.</td>
<td>Time release of 2 hours per week, can be taken as a block of up to 6 hours for one-day PD Online modules are available</td>
<td>Non-mandatory professional learning</td>
</tr>
<tr>
<td>Vic.</td>
<td>0.05 FTE reduced workload at school discretion</td>
<td>2 day course run by the Victorian Institute of Teachers in collaboration with the Victorian Department</td>
</tr>
<tr>
<td>WA</td>
<td>Time release of 0.05 FTE and graduate allowance of $1600 in first two years as contribution to cost of getting established in profession Professional learning is required – four 2-day modules</td>
<td>Trained graduate teacher coaches (non-school-based)</td>
</tr>
</tbody>
</table>

Source: Information accessed from state and territory education departments websites and consultations.

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AITSL (2014a)
7.1.2 Mentors

In the transition from the Graduate to Proficient level of the APST, stakeholders have identified a need for improved support for beginning teachers, including mentoring by highly skilled teachers.97

Mentors are provided in a number of jurisdictions. Their role can be to support the induction process into the school, or to support the requirements for the transition to full registration, or both. Mentors are usually selected at the school level, either by self-nomination or recommendation, and approved by the principal. Mentors are generally expected to be more experienced teachers although there are no mandated minimum requirements. The mentor role is often taken up by those teachers that have achieved certification at the Highly Accomplished or Lead level of the APST.98

Mentors usually undertake some professional learning specific to the role. As noted in Table 7.1, some jurisdictions provide funding for workshops (Vic, Qld), time-release for professional learning (Qld) and time for the mentor to spend with the beginning teacher during school hours (NSW). In others (Vic), time-release for professional learning comes from the school budget and there is no time-release for the mentoring relationship. In some jurisdictions (Vic, NSW), registration authorities provide mentors with training specifically geared to assisting new teachers meet the Proficient level.

In the transition from provisional to full registration, beginning teachers are given the opportunity to demonstrate that they can apply their knowledge in teaching situations where they have full responsibility for the learning of their students. The period of time is deemed to be most effective when teachers ‘are provided with structured induction and work with experienced colleagues’.99

7.2 Induction, professional learning and registration

There is a direct link between induction, professional learning and the achievement of full registration. Induction policies commonly include time-release to support professional learning for beginning teachers (Table 7.1). Professional learning itself varies considerably in its intent and can be structured or unstructured. In some schools, new teachers will take part in the same opportunities provided to other teachers in the school, in accordance with the school’s goals and vision. In some schools and jurisdictions, specific workshops are provided for beginning teachers. In other cases, particularly for teachers on short term contracts or in casual positions, professional learning is sourced (and may be funded by) the individual teacher. In some instances it is related only to operational aspects of a teacher’s role, in others it is a comprehensive approach that includes classroom management, assessment, curriculum and pedagogy, relationship development and reflection on practice.100

In addition to in-school opportunities for professional learning, a number of external institutions offer professional learning tailored to the needs of beginning teachers. These may include education institutions such as universities and membership bodies such as teacher professional associations and the Australian College of Educators.

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97 TEMAG (2014)
98 AITSL (2015d)
99 Victorian Institute of Teachers (2015)
100 AITSL (2014a)
While the Induction Guidelines provide a common view of induction to ensure comparable support of beginning teachers across schools, the registration process should also guide induction-related activities in schools. However, the extent of this linkage differs between schools.

### 7.3 Efficacy of support for beginning teachers

While survey data shows that fewer than four per cent of teachers indicated that they did not receive any support within their first five years of teaching, there are still concerning numbers of early career teachers exiting the profession who cite insufficient support as one of the reasons for leaving.\(^{101}\) Nearly three quarters of beginning teachers in their first five years have had at least one of the following: access to a designated mentor, a targeted orientation (induction) program, and the opportunity to observe experienced teachers in the classroom. These issues are exacerbated for the casual teacher workforce due to their increased mobility (Table 7.2).

**Table 7.2  Beginning teachers: types of assistance provided and perceptions of their helpfulness**

<table>
<thead>
<tr>
<th>Types of Assistance</th>
<th>Primary teachers</th>
<th>Secondary teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Been provided</td>
<td>Very helpful/helpful</td>
</tr>
<tr>
<td>A designated mentor</td>
<td>75.3%</td>
<td>76.0%</td>
</tr>
<tr>
<td>An orientation program designed for new teachers</td>
<td>73.7%</td>
<td>70.7%</td>
</tr>
<tr>
<td>Observation of experienced teachers teaching their classes</td>
<td>68.7%</td>
<td>83.7%</td>
</tr>
<tr>
<td>Structured opportunities to discuss your experiences with other new teachers</td>
<td>66.0%</td>
<td>74.2%</td>
</tr>
<tr>
<td>A reduced face-to-face teaching workload</td>
<td>51.5%</td>
<td>68.3%</td>
</tr>
<tr>
<td>Follow-up from your teacher education institution</td>
<td>29.3%</td>
<td>29.3%</td>
</tr>
<tr>
<td>Other assistance</td>
<td>24.1%</td>
<td>82.9%</td>
</tr>
<tr>
<td>Did not receive any of these</td>
<td>3.4%</td>
<td>3.9%</td>
</tr>
</tbody>
</table>

Note: Beginning teachers are those in the first five years of their career.

*Source: Adapted from McKenzie et al (2014), Table 8.8.*

While support may be provided, beginning teachers are often placed under additional pressures. For example, over 37 per cent of secondary teachers in their first two years of teaching were more likely to be teaching outside their specialist subject area than their colleagues with more than five years of experience (25 per cent).\(^{102}\) Previous reports have found that beginning teachers are often given classes or responsibilities deemed to be difficult for even experienced teachers,\(^{103}\) and it remains an important policy priority in Australia to ensure that early teachers are adequately supported during their transition into the profession.

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\(^{101}\) Australian Primary Principals Association (2007)

\(^{102}\) Weldon (2016)

\(^{103}\) Ramsey (2000)
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Appendix 1: COAG Education Council School Governance

This diagram is a simplified representation of the COAG Education Council governance structure and is intended to highlight the main school-related governance bodies only.

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# Appendix 2: Australian providers of accredited Initial Teacher Preparation programs

<table>
<thead>
<tr>
<th>Alphacrucis College</th>
<th>Queensland University of Technology</th>
</tr>
</thead>
<tbody>
<tr>
<td>Australian Catholic University</td>
<td>RMIT University</td>
</tr>
<tr>
<td>Australian College of Physical Education</td>
<td>Southern Cross University</td>
</tr>
<tr>
<td>Avondale College</td>
<td>Swinburne University of Technology</td>
</tr>
<tr>
<td>Central Queensland University</td>
<td>Tabor Adelaide</td>
</tr>
<tr>
<td>Charles Darwin University</td>
<td>Tabor College Victoria</td>
</tr>
<tr>
<td>Charles Sturt University</td>
<td>The University of Adelaide</td>
</tr>
<tr>
<td>Christian Heritage College</td>
<td>The University of Melbourne</td>
</tr>
<tr>
<td>Curtin University of Technology</td>
<td>The University of New England</td>
</tr>
<tr>
<td>Deakin University</td>
<td>The University of New South Wales</td>
</tr>
<tr>
<td>Edith Cowan University</td>
<td>The University of Newcastle</td>
</tr>
<tr>
<td>Excelsia College (formerly Wesley Institute)</td>
<td>The University of Notre Dame Australia</td>
</tr>
<tr>
<td>Federation University Australia (formerly University of Ballarat)</td>
<td>The University of Queensland</td>
</tr>
<tr>
<td>Flinders University</td>
<td>The University of Sydney</td>
</tr>
<tr>
<td>Griffith University</td>
<td>The University of Western Australia</td>
</tr>
<tr>
<td>Holmesglen TAFE</td>
<td>University of Canberra</td>
</tr>
<tr>
<td>James Cook University</td>
<td>University of South Australia</td>
</tr>
<tr>
<td>La Trobe University</td>
<td>University of Southern Queensland</td>
</tr>
<tr>
<td>Macquarie University</td>
<td>University of Tasmania</td>
</tr>
<tr>
<td>Melbourne Polytechnic (formerly Northern Melbourne Institute of TAFE)</td>
<td>University of Technology, Sydney</td>
</tr>
<tr>
<td>Monash University</td>
<td>University of the Sunshine Coast</td>
</tr>
<tr>
<td>Montessori World Educational Institute</td>
<td>University of Western Sydney</td>
</tr>
<tr>
<td>Morling College</td>
<td>University of Wollongong</td>
</tr>
<tr>
<td>Murdoch University</td>
<td>Victoria University</td>
</tr>
</tbody>
</table>
Appendix 3: Master of Teaching Case Study

MASTER OF TEACHING (SECONDARY)

An initial teacher education program

Purpose
This document presents a case study of a graduate entry initial teacher education program at the University of Melbourne’s Graduate School of Education.

Background
The Master of Teaching is the flagship Graduate pre-service program for the Melbourne Graduate School of Education (MGSE). It commenced in 2008, with the advent of the “Melbourne Model”, following the establishment of Education as a Graduate School and represented a paradigm shift in the approach to initial teacher education (McLean, Davies et al., 2013). The fundamental goal of the Master of Teaching was to develop teaching as a clinical practice profession (Burn and Mullett, 2016) and prepare a new generation of teachers who were analytical interventionist practitioners, capable of using data (evidence) to identify and meet the learning needs of individual learners and, through effective partnerships were able to act as catalysts for reform in the wider teaching profession.

The MGSE Master of Teaching program encompasses five streams: Early Childhood; Early Childhood and Primary; Primary; Secondary; and Secondary Internship, and has been designed in response to both internal motivation for review and improvement and external policy and accreditation drivers.

Selection into the Master of Teaching includes completion of the Teacher Capability and Assessment Tool (TCAT), an evidence-based approach to the selection and development of pre-service teachers. The tool takes a life-cycle view of teacher development from selection and entry into initial teacher education programs through to end of program readiness to teach, then into the initial years as a teaching professional. Embedded within the tool are assessments focusing on a range of factors including: motivations for teaching, cognitive reasoning skills and non-cognitive domains. TCAT is based on current research of the characteristics of effective teachers.

Applicants’ capacity to engage effectively with a rigorous higher education program and to carry out the intellectual demands of teaching itself is determined through: an undergraduate degree in any discipline and appropriate prerequisites for two Learning Area study sequences, as required by the Specialist Area Guidelines; and an audition for prospective Music Candidates; review of Grade Point Average (GPA) and transcript scores; and TCAT application and test results.

Clinical Teaching
Clinical Teaching is the overall theoretical framework for the design, delivery and evaluation of the Master of teaching (Secondary) program as it enables a focus on the core business of education to address the needs of individual learners, and to ensure that pre-service teachers (known as Teacher Candidates) enter the profession ready for the diverse contexts they will experience.

Clinical Teaching conceives teaching as a clinical practice profession (Carnegie Corporation, 2001), enables the integration of theory and practice and acknowledges the evidence based judgements teachers make in their daily work (Winitzki et al., 2013). As Burn and Mullett (2013) note, the past
decade has seen an amplified interest within education research and policy in the notion of ‘clinical practice’ as it relates to teaching and teacher education.

There are three important components that are central to characterising teaching as a clinical practice profession: a focus on student learning and development; the development of clinical judgement (see Figure 1 below); and the integration of theory and practice through university-school partnerships that extend beyond the preparation of pre-service teachers.

*Figure 1 – Clinical Judgement Cycle for Teaching: The Melbourne Approach*

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**Program structure**

The Master of Teaching is a two-year graduate entry professional qualification. Teacher Candidates complete 200 points of study over two years full time, or have the option of accelerating their studies to complete in 18 months. The program comprises four broad components:

1. **The Clinical Core** comprises two distinct suites: *Educational Foundations* subjects, and *Pedagogy, Assessment and Inclusion* subjects. The structure and sequencing of Clinical Core subjects ensures that Teacher Candidates develop the knowledge, skills and dispositions that will enable them to work with diverse groups of learners in a range of settings and to develop a sound understanding of the ways in which theory and research informs practice.

2. **Discipline subjects**: A wide range of *Learning Area* subjects are offered, of which Teacher Candidates must enrol in two, and undertake these in a sequence across Semesters 1 and 2. These subjects are aligned to the Victorian Institutes of Teaching’s *Specialist Area Guidelines*. All discipline subjects provide theory into how students learn and comply with regulatory guidelines established by state, territory and national bodies.

3. **The Professional Experience** is supported through three subjects: *Clinical Teaching Practice* 1, 2 and 3 which incorporate supervised teaching. It builds from the philosophy and design principles of the Master of Teaching, and in particular, that teaching be recognised as an ‘academically taught, clinical practice profession’ (Carnegie Foundation, 2004).
4. **Pathways Options** undertaken in the final stage of the program enables Candidates to extend their professional competencies in a particular area of evidence-based teaching practice or policy, and develop skills in navigating their own professional learning. Candidates undertake this component through one of two options:

a. **Coursework Option**: A capstone experience is undertaken through two sequential research-focussed subjects. Undertaken concurrently with these capstone subjects, the Coursework Option also includes two elective subjects. There are two types of elective subjects: a) Campus-based Coursework Electives; and b) Enriched Placement Electives undertaken off-site (in remote settings, alternative educational settings or international contexts); or,

b. **Research Option**: A research intensive pathway offers Teacher Candidates a deeper research focus and can lead towards further higher degree study (e.g. Doctorate or PhD subject to eligibility requirements). The research intensive pathway is undertaken in the second year across Semesters 3 and 4, and through two subjects equating to 50 credit points of study.

**Integrated approach to delivery**

An integrated approach to the delivery of the program, through on campus learning and professional experience, is critical to quality provision of the overall program. By structuring professional experience in partner school settings throughout the year, alongside their academic studies, Teacher Candidates are able to link academic knowledge with teaching practice. Structured supervised placements are undertaken in Victorian government, independent, and Catholic schools (including rural schools). Through the Pathway options, some Candidates also undertake an enriched placement or capstone experience in a remote community or an international educational context.

Through collaborative relationships and partnership arrangements with schools, including formalised partnership agreements, the program is delivered seamlessly enabling the development of shared understanding of graduate attributes, learning outcomes as well as a common approach to the assessment of Teacher Candidates’ teaching performance. By making explicit links between coursework and clinical teaching experience, Teacher Candidates are supported to make connections between theoretical and practical knowledge. The ongoing integration of theory and knowledge of classroom practice is also facilitated through assessment tasks that are linked to the Graduate Australian Professional Standards for Teachers and support Teacher Candidates to understand the impact of their teaching on student learning and to be classroom ready.

Through the professional experience component of the program Teacher Candidates are able to access high quality support services from Clinical Specialists, Teaching Fellows and Mentor Teachers. They are supported to demonstrate the practical application of the content of academic subjects and to collaborate with practitioners in professional learning teams, sharing student assessment data and developing team-based interpretations to improve student-learning outcomes and to plan goals for the students they teach. Professional experience staff are supported to provide high quality supervision to Teacher Candidates through professional learning opportunities to develop their mentoring skills and abilities through a blended learning approach which includes a focus on the use of evidence based assessment tools.

A unique relationship among University and school staff is enacted through the Master of Teaching partnerships model (McLean Davies et. al., 2013).
In this model schools are arranged in local partnership groups and each partner school is defined as a clinical site. To facilitate the development of professional learning communities, one of the schools in the partnership group is nominated as the base school and allocated funding by the University to employ a Teaching Fellow. The role of the Teaching Fellow is to collaborate with University-based Clinical Specialists and to support Mentor Teachers to provide quality mentoring support to Teacher Candidates.

Assessment of Candidates’ progression against Professional Standards for Teachers and developmental continuum

A shared understanding of how to facilitate Teacher Candidates’ learning and development as classroom-ready clinical practitioners is central to the design, implementation and ongoing improvement of the Master of Teaching (Secondary) program. The key strategies for facilitating a focus on Teacher Candidates as learners include:

- Using a developmental approach to graduate learning outcomes, by mapping Teacher Candidates’ progression through a clinical approach and using evidence to support learners to progress along a developmental continuum;
- Using the Clinical Judgement Cycle for Teaching approach, Australian Professional Standards for Teachers; and Graduate Learning Outcomes to assess classroom readiness and to more broadly provide a basis for professional growth and development;
- Designing assessment tasks that integrate on-campus and in-school learning, develop professional standards and build Secondary Teacher Candidates’ capacity to be clinical practitioners; and
- Promoting evidence informed practice, requiring Secondary Teacher Candidates to focus on data, evidence and research in order to understand the impact of their teaching on student learning and to determine the next stage or step in a student’s learning journey.

By making explicit links between coursework and clinical teaching experience, Teacher Candidates are supported to make connections between theoretical and practical knowledge. These links are reinforced through all program components, in particular, through professional experience placements.
Across Semesters 1-3, Candidates develop the skills for clinical judgment and clinical reasoning and work towards the attainment of the Australian Professional Standards for Graduate Teachers within the three domains of: Professional Knowledge; Professional Experience; and Professional Engagement.

Clinical Praxis Examinations

The Clinical Praxis Exam (CPE) is a key oral assessment task designed as shared assessment across multiple core subjects to maximize the type of professional learning that is consistent with a clinical approach to teaching.

Teacher Candidates undertake three Clinical Praxis Exams across the program. The CPEs support the development of clinical judgement, which is considered to be multifaceted and requires the attainment of an integrated set of understandings, skills and competencies. Teacher Candidates integrate their learning and provide evidence of their growing knowledge of and competence in clinical teaching. These exams focus purposively on the kinds of knowledge and skills needed to enact clinical judgement.

The first CPE focusses on school-level contexts and policies and requires analysis and reflection, and integration of theory, research and evidence.

In the second CPE Teacher Candidates outline, explain, evaluate and reflect on their clinical praxis through their discussion of a series of interventions implemented in response to an individual student’s learning need. Candidates’ clinical thinking is assessed by a panel of lecturers, Clinical Specialists and/or Teaching Fellows.

The third CPE focusses on addressing the learning needs of individuals and groups of students in a classroom and requires knowledge of differentiation and planning for interventionist practice.

Clinical Teaching Practice

The Professional Experience component articulates coherently with the academic core to specifically enable Teacher Candidates to collect data, which is then used as evidence to support assessment tasks for other subjects in the core.

Teacher Candidates undertake a structured and progressive curriculum to develop their praxis of clinical teaching using the Clinical Judgement for Teaching Cycle in Figure 1 as a principal tool. Teacher Candidates draw upon a range of evidence and data sources from schools to build their clinical reasoning and clinical judgement capacities (Kriewaldi & Turnidge, 2013), in which they make links to research and theory to inform pedagogical and curriculum decisions for inclusive teaching. The seminar series is designed to support learning through practice-oriented theorising.

Candidates are required to demonstrate incrementally increasing competence when assessed against the Graduate Standards. Assessments require Teacher Candidates to demonstrate ‘knowledge of...’ in Semester 1, to ‘consolidate...’ in Semester 2, and to ‘meet’ each of the Graduate Teacher Standards during the ‘ready-to-teach’ assessment in Semester 3.

The assessment of teaching practice is triadic and interview based, providing an opportunity for Teacher Candidates to advocate for their own practice and for the Clinical Specialist/Teaching Fellow to moderate the mark proposed by the Mentor Teacher prior to its finalisation. Teaching Fellows offer Mentor Teachers regular sessions to outline the requirements for supervision and assessment.
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