

Submission by the
Australian Education Union (ACT Branch)
to the
**Legislative Assembly for the Australian Capital Territory,
Standing Committee on Education**
Inquiry into teacher numbers and recruitment in the ACT
March 2004

The Australian Education Union (ACT Branch) welcomes this opportunity to make a submission to the Legislative Assembly for the Australian Capital Territory, Standing Committee on Education, Inquiry into Teacher Numbers and Recruitment in the ACT.

This submission should be read in the context of other submissions, especially those provided by the Department of Education, Youth and Family Services, the Canberra Institute of Technology, and the two teacher education providers in the ACT (the University of Canberra and the Australian Catholic University, Signadou). We expect that those submissions will provide greater statistical and other information in their areas of responsibility.

This submission provides the perspective of the AEU on matters relevant to the Inquiry, as well as information, analysis and argument regarding matters that may not be covered by other submissions. These matters include:

- staff numbers, staffing levels and needs in the ACT
- implications of the changing age profiles of teaching workforces
- teacher supply and demand.

Aspects of teacher education and recruitment practices are considered within these broad headings.

1. Teacher numbers, staffing levels and needs in the ACT

(i) current make-up of teachers in pre-schools, schools, colleges and CIT

1.1 Teacher numbers and staffing levels

In 2003 there were 4,642 school teachers (4,301 full time equivalent) in the ACT, 1.8 per cent of the 260,409 Australian school teaching workforce. School teachers made up 2.7 per cent of the total workforce in the ACT - similar to the national percentage.

Sixty one per cent of the ACT's school teachers are in the public sector, compared with 67 per cent nationally. (The higher percentage of 63 per cent of ACT *full time equivalent* teachers in the public sector shown in Table 1 reflects the greater rate of part time employment in nongovernment schools.) As there is mobility of teachers between the sectors, and graduates of Canberra universities are frequently available for positions in all sectors, teachers in the nongovernment sector often need to be taken into account in policy-relevant analyses of the teaching workforce even if the primary concern is with the public sector.

Table 1. Teachers (FTE) in ACT government, Catholic and other nongovernment primary and secondary schools, by sex, 2003

| | PRIMARY | | | SECONDARY | | | TOTAL | | |
|--|------------|--------------|--------------|------------|--------------|--------------|--------------|--------------|--------------|
| | Males | Females | Persons | Males | Females | Persons | Males | Females | Persons |
| Government schools | 189 | 1 159 | 1 348 | 507 | 870 | 1 376 | 695 | 2 028 | 2 724 |
| Males & females as a per cent of persons | 14% | 86% | 100% | 37% | 63% | 100% | 26% | 74% | 100% |
| As per cent of all schools | 58% | 70% | 68% | 55% | 62% | 59% | 56% | 66% | 63% |
| Catholic schools | 99 | 353 | 451 | 254 | 364 | 618 | 352 | 717 | 1 069 |
| Males & females as a per cent of persons | 22% | 78% | 100% | 41% | 59% | 100% | 33% | 67% | 100% |
| As per cent of all schools | 30% | 21% | 23% | 28% | 26% | 27% | 28% | 23% | 25% |
| Other nongovt schools | 40 | 142 | 181 | 156 | 172 | 327 | 195 | 313 | 509 |
| Males & females as a per cent of persons | 22% | 78% | 100% | 48% | 52% | 100% | 38% | 62% | 100% |
| As per cent of all schools | 12% | 9% | 9% | 17% | 12% | 14% | 16% | 10% | 12% |
| Nongovt total schools | 138 | 494 | 633 | 409 | 536 | 945 | 547 | 1 030 | 1 578 |
| Males & females as a per cent of persons | 22% | 78% | 100% | 43% | 57% | 100% | 35% | 65% | 100% |
| As per cent of all schools | 42% | 30% | 32% | 45% | 38% | 41% | 44% | 34% | 37% |
| All schools | 327 | 1653 | 1 980 | 916 | 1 405 | 2 321 | 1 243 | 3 059 | 4 301 |
| Males & females as a per cent of persons | 17% | 83% | 100% | 39% | 61% | 100% | 29% | 71% | 100% |
| As per cent of all schools | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% |

Source:

Australian Bureau of Statistics 2004, *Schools Australia, 2003*, Cat. No. 4221.0, Table 62, 'Major function of FTE of school staff by category of school, ACT', ABS Data Cube at <http://www.abs.gov.au/Ausstats/abs%40.nsf/92498cbb6e1f71fdca2568b5007b861b/abeca306b4b7d6e8ca256e43001f285f!OpenDocument>

Male teachers make up only 29 per cent of all school teachers in the ACT, and only 14 per cent of teachers in government primary schools (Table 1). The age profiles of male primary and secondary school teachers (Figures 1 and 2) shows that males teachers are much more likely to be under 30 than are female teachers (especially at the primary level). This reflects the fact that male teachers are much more likely to leave the teaching service permanently early in their careers than are female teachers. In the ACT this should not surprise us. The average total earnings of males in the ACT is well above the top of the teachers' salary scale. According to ABS data, average total earnings of ACT males (three-quarters of whom do not have tertiary qualifications) are \$60,169.20 a year (\$1,157.10 a week). The top of the ACT government school teachers' salary scale (the most the large majority can expect to earn, however long and excellent their service) is \$58,992 (\$1,134.50 a week). According to data from the ACT Department of Education, Youth and Family Services, 24 per cent of new teachers in 2004 were male.

Table 2. Teachers (FTE) in ACT primary and secondary schools, 1987, 1995 and 2003

| | 1987 | 1995 | 2003 | Change | | |
|-----------|-------|-------|-------|---------|---------|---------|
| | | | | 1987-95 | 1987-03 | 1995-03 |
| Primary | 1 686 | 1 730 | 1 980 | 2.6% | 17.4% | 14.5% |
| Secondary | 2 252 | 2 202 | 2 321 | -2.2% | 3.1% | 5.4% |
| Total | 3 938 | 3 932 | 4 301 | -0.2% | 9.2% | 9.4% |

Source:

1987 data: Department of Employment, Education and Training, *Schooling in Australia: Statistical Profile No. 2 May 1989*, AGPS, Canberra, pp.14-15

1995 data: Australian Bureau of Statistics 2004, *Schools Australia, 2003*, Cat. No. 4221.0, p. 74

2003 data: Table 1

Since 1987 the number of teachers (FTE) in the ACT has increased by 9.2 per cent. From 1987 to 1995 there was little change - in fact a small increase at the primary level being almost cancelled out by a reduction in the secondary level. Since 1995 there has been an increase of almost 15 per cent at the primary level (reflecting improvements in staffing levels, rather than any increase in student numbers - in fact student numbers decreased by three per cent). Since 1995 that has been an increase of just over 5 per cent at the secondary level (also reflecting an improvement in staffing - though slight - student numbers increased by 0.5 per cent). Table 2 provides details.

Table A.1 in the Statistical Annex provides data on student-teacher ratios in ACT schools since 1987. There have been welcome recent improvements recently in government primary schools. However, demands on teachers have also been increasing. This is discussed below.

CIT teachers

In 2003 there were 606 CIT teachers - just 13 per cent of the number of school teachers. Of those, less than half (256) were permanent, with equal numbers of males and females. There were 115 temporary teachers (two thirds female), and 235 casual teachers (just over half female).

Table A.7 in the Statistical Annex provides data on CIT teachers for 2001, 2002 and 2003. Since 2001 there has been a small increase (2.4 per cent) in the total number of CIT teachers. That increase has been wholly in the categories of temporary and casual males (275.0 and 20.0 per cent respectively). The total numbers of both permanent and casual teachers have declined (by 5.9 and 5.2 per cent respectively), while the number of temporary teachers has increased (by 59.7 per cent). There have been declines in the numbers of both male and female permanent teachers (declines of 3.0 and 7.9 per cent respectively), and in female temporary and casual teachers (declines of 23.1 and 23.8 per cent respectively).

The changes between 2001 and 2002 arise from a number of factors. The AEU/CIT 2002 Casual Teacher Agreement is facilitating the movement of casual teachers to temporary (contract) or permanent positions, and temporary (contract) teachers to permanent positions. On the other hand, some permanent teachers who retire continue doing much of the same substantive work (in which they are expert and experienced) on a contract or casual basis. The very large number of teachers who are eligible for retirement may increase this phenomenon over the coming years. However, as investment returns continue to improve from the negative rates of 2001 and 2002 a smaller proportion of retirees may wish to work for an extended period or many hours a week. (This is further discussed below.)

Indigenous teachers and students

Adequate numbers of Indigenous teachers has been widely recognised as an important element of providing equal educational opportunities for Indigenous students since the 1980s national policy target of 1,000 Indigenous school teachers by 1990.

The 1988 Report of the Aboriginal Education Policy Task Force, while noting the objective of 1,000 teachers by 1990, suggested that attempts be made to ‘change the balance’, and increase numbers of Indigenous students preparing to teach in secondary, early childhood and technical and further education (Hughes 1988, p 35). According to Census data, there were only about 1200 Indigenous school teachers nationally in 2001, about 70 per cent primary teachers. Thus the target for 1990 has barely been met nationally more than a decade later, and the number of Indigenous secondary teachers remains proportionally low.

In this section the inadequacy of the number of Indigenous teachers in the ACT will be documented. Other submissions to the Inquiry may provide further information.

In 2003 there were 1049 full time Indigenous students in ACT schools (including 39 in Jervis Bay Territory). This is 1.7 per cent of the 60,166 students in ACT schools, and 0.83 per cent of all Indigenous school students in Australia (125, 892). Eighty one per cent of ACT Indigenous students are in government schools, compared with 87 per cent nationally. Table 3 provides details.

Table 3. All students and Indigenous students, ACT government and nongovernment schools, 2003

| | Government schools | | | Nongovernment schools | | | All Schools | | |
|--------------|--------------------|--------|--------|-----------------------|--------|--------|-------------|--------|--------|
| | Prim | Sec | Total | Prim | Sec | Total | Prim | Sec | Total |
| All students | 20 301 | 16 294 | 36 595 | 11 413 | 12 158 | 23 571 | 31 714 | 28 452 | 60 166 |
| Indigenous | 532 | 321 | 853 | 118 | 78 | 196 | 650 | 399 | 1 049 |
| % Indigenous | 2.6% | 2.0% | 2.3% | 1.0% | 0.6% | 0.8% | 2.0% | 1.4% | 1.7% |

Source: Australian Bureau of Statistics 2004, *Schools Australia, 2003*, Cat. No. 4221.0, Table 13, 'Students, by Category of School and Level/Year of Education: ACT' ABS Data Cube at <<http://www.abs.gov.au/Ausstats/abs%40.nsf/92498cbb6e1f71fdca2568b5007b861b/abeca306b4b7d6e8ca256e43001f285f!OpenDocument>>

Australian Bureau of Statistics 2004, *Schools Australia, 2003*, Cat. No. 4221.0, Table 47, 'Indigenous students, by category of school and level of education', ABS Data Cube at <<http://www.abs.gov.au/Ausstats/abs%40.nsf/92498cbb6e1f71fdca2568b5007b861b/abeca306b4b7d6e8ca256e43001f285f!OpenDocument>>

There were also 80 Indigenous students (2.2 per cent) out of the 3,694 students in ACT government preschools in September 2003. We do not have data on the number of Indigenous preschool teachers.

ABS 2001 Census data indicates that there were 13 Indigenous teachers in the ACT - just under 0.3 per cent of all ACT teachers (an error of plus or minus two is possible because of the random adjustment of cells to avoid release of confidential data in the particular custom tables supplied by ABS, and there may also have been under-reporting). Thus there were about 80 - 95 Indigenous students for every

Indigenous teacher in the ACT (of course Indigenous teachers are not necessarily teaching Indigenous students). The ACT ratio is similar to the national ratio of 107 Indigenous students for every Indigenous teacher. The number of Indigenous teachers is so small that these ACT figures should be taken as broadly indicative only, and could be quite different in 2004. (Data provided by the Department of Education, Youth and Family Services for February 2004 indicates that there were six Indigenous teachers in government schools - three in high schools, two in primary schools and one in a college. However the department noted that the data is based on self disclosure and may understate.)

The number of Indigenous students commencing teacher education courses at the University of Canberra has fluctuated over the past decade, with a high of eight in 2002, but only two in 2000, around five in most other years (DEST custom tables). Five is about one per cent of commencing teacher education students at the university. While this ratio is three times greater than the ratio of current Indigenous teachers to all teachers in the ACT, it is well below the ratio of Indigenous students to all school students in the ACT. In addition, it should be noted that Indigenous qualified teachers are well prepared for a range of other occupations, and external demand for experienced Indigenous teachers and recent Indigenous graduates must be recognised.

At the CIT, just under 0.7 per cent of teachers in 2001 and 2002 were Indigenous - just four and five in the respective years (*CIT Annual Report 2001*, p. 73, and *CIT Annual Report 2002*, p. 63).

- Strategies should be developed and implemented to increase the number of Indigenous teachers in the ACT - though recruitment to and support in initial teacher education, and recruitment to and support in teaching positions in the ACT, especially in ACT government secondary schools.

1.2 Meeting needs in the ACT education system

It is generally recognised that higher levels of educational resourcing (especially staffing) are necessary for schools with student populations of lower socio-economic status. The intensification of ACT teachers' workloads resulting from shifts in the cultural, political and economic contexts of the lives of many students and their families is graphically illuminated in *Too much with too little: Shift and intensification in the work of ACT teachers*, a research report prepared for the AEU by Lew Zipin (Zipin 2002, especially pp. 30-37). The detailed quotations from focus groups of teachers and the analytic commentary indicate the complex professional quandaries constantly confronting many teachers who work with low SES students and their families. The work intensification is qualitative as well as quantitative.

While the ACT as a whole has higher SES levels than the nation as a whole, like the rest of the nation there is great diversity. It is the government school sector in which students with very low and low family incomes are concentrated (details are provided in Tables A.3 and A.4 in the Statistical Annex). For example, in government secondary schools 24 per cent of students have low family incomes (under \$800 a week in 2001), while only 14 per cent of Catholic and 10 per cent of other nongovernment school students have low family incomes. Students with very low (under \$400 a week) family incomes are especially concentrated in government schools - 8 per cent of government secondary school students have very low incomes, while only 3 per cent of both Catholic and other nongovernment school students have very low family incomes. On the other hand, 72 per cent of students in other nongovernment secondary schools, 57 per cent of students in Catholic secondary schools, and only 44 per cent of students in government secondary schools have high incomes (over \$1500 a week in 2001). The pattern is similar at the primary level where overall family incomes are lower (because parents are at earlier stages in their careers, and mothers likely to be working fewer hours).

The pattern of type of school attended by family income of Indigenous students in the ACT highlights the pattern for all students. Table A.5 in the Statistical Annex makes it clear that those Indigenous students with very low family incomes are much more likely to be in government schools than are Indigenous students with medium or high family incomes. For example, 25 per cent of all Indigenous

students in government primary schools had very low family incomes of less than \$400 a week, while only 6 per cent of Indigenous students in Catholic schools had such very low family incomes. On the other hand, 33 per cent of Indigenous students in Catholic schools had high family incomes (over \$1500 a week), while only 20 per cent of Indigenous students in government primary schools had high family incomes.

It was noted above (Table 3) that government schools had a much higher proportion of Indigenous students than nongovernment schools - 2.3 per cent of students in government schools are Indigenous, while only 0.8 per cent of students in nongovernment schools are Indigenous.

- Evaluation of the adequacy of staffing levels needs to take into account actual needs (social, cultural as well as educational), among other matters.

2. Age profiles of ACT teachers

(iii) current average/median age of teachers in the ACT

2.1 Current age profiles of ACT school teachers

The *age profiles* of teaching workforces throughout Australia are very important in understanding the future development of the profession and quantitative and qualitative needs over the coming decade.

Indicators such as average and median age can be misleading. The average age and median age of teachers will be declining as the numerical peak (mode) of those employed around the 1970s moves through the 50s age range - increasing sharply the rate of retirement, leaving vacant increasing numbers of principal and other senior positions, and increasing numbers of retirees becoming available for casual relief positions. ACT primary teachers can illustrate this. Figure 1 and Table A 2 display the age profile of all primary teachers in the ACT in 2001 (those in Catholic and other nongovernment schools as well as government schools). The mode age range was 45-49 (very closely followed by 50-54), the age range of those mostly recruited in the 1970s. The average and median ages are much lower - around age 42. As more of the older age range retire and more new teachers are recruited in their twenties and early thirties, the average and median will reduce further, and will shortly be in the trough in the age range. In contrast, the mode range will continue to age for at least another five years. After the 45-54 range, the next mode range was 25-29, indicating the bimodal shape of the age profile. This shape has significant implications for the nature of the teaching profession and its work, and is discussed further below.

The age profiles of primary and secondary teachers in the ACT are different (see Figures 1 and 2, and Table A.2). They both reflect the high level of recruitment of new teachers in the 1970s - teachers who were aged 45-54 in 2001. However, that cohort remains as a much higher proportion of the secondary teacher workforce (40 per cent) compared with the primary teacher workforce (32 per cent). There are very small proportions of both primary and secondary teachers in the 30-39 range (20 per cent for both primary and secondary teaching workforces), which reflects the very low rate of recruitment of new teachers in the late 1980s to late 1990s (especially the early 1990s) - the total number of ACT primary teachers only increased by 1.4 per cent between 1987 and 1997, and the number of secondary teachers actually fell by 2 per cent. Since the late 1990s there has been a relatively high level of recruitment in primary schools, reflected in the age peak in the 25-29 range. The number of primary teachers in the ACT increased by 16 per cent between 1997 and 2003, but the number of secondary teachers only increased by 6 per cent - not sufficient to create a new peak.¹

¹ The situation is a little more complicated. First, there were relatively few new recruits in the period from the late 1980s to the late 1990s for reasons in addition to the lack of expansion of the total numbers of teachers. At the time a large proportion of teachers (the 1970s recruited cohort) was in the 35-44 range which is the age range when resignation rates are low, retirements are negligible, and there is a high rate of returnees from extended leave and reentrants after caring for children. Second, the small proportion of secondary teachers under 30 reflects, in small part, the older age of an increasing proportion of beginning secondary teachers.

Figure 1. Age profiles, male, female and all ACTprimary school te

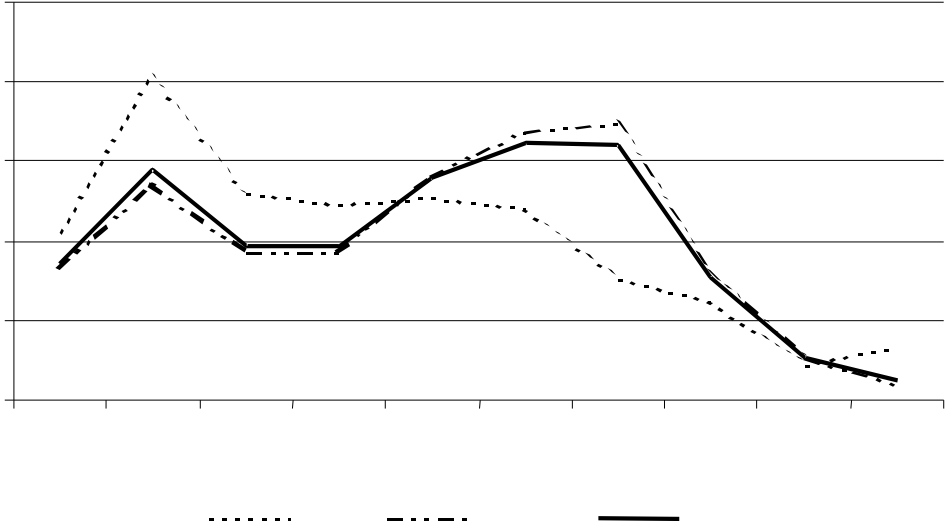


Figure 2. Age profiles, male, female and all ACTsecondary schoo

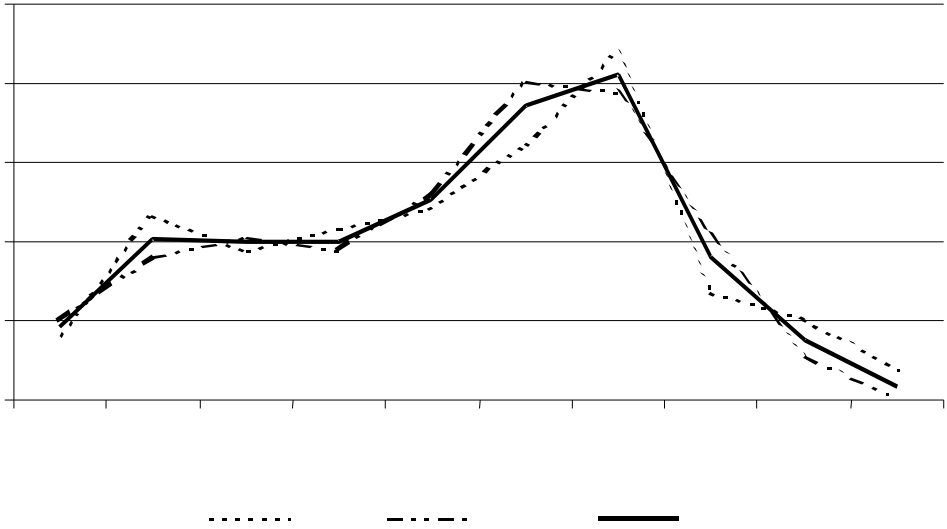
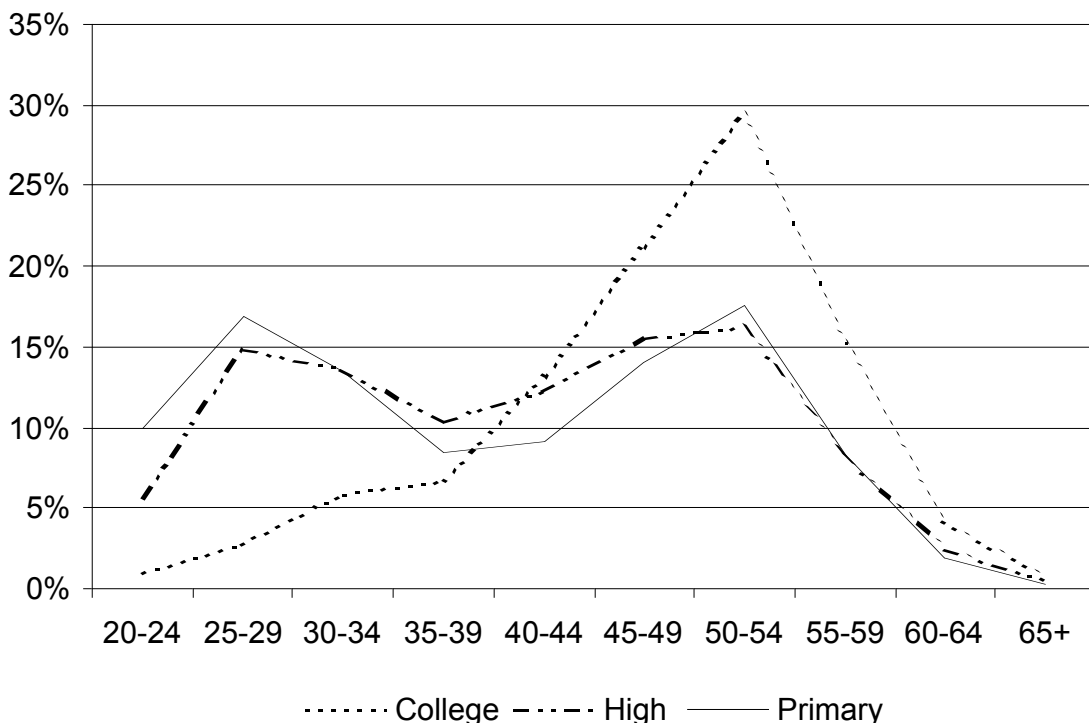


Figure 3. Age profiles, ACT public college, high and primary school teachers, 2004



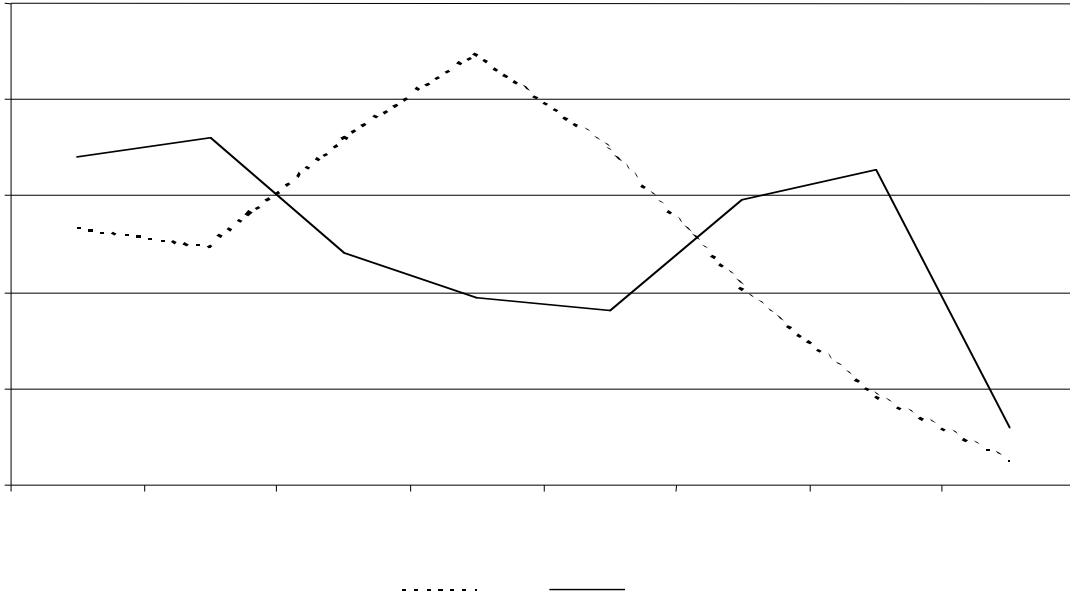
Source: Table A.8

The age profiles of ACT primary and secondary government school teachers in February 2004 appears very similar to that of all ACT primary and secondary teachers in August 2001 (Census night) (compare Tables A.2 and A.6), excluding both primary and secondary teachers in combined schools. For primary teachers the 2004 government sector profile has a slightly more pronounced bimodal shape - 41 per cent are aged under 35 and 18 per cent aged 35-44, compared with the 2001 data for all ACT teachers where 34 per cent are aged under 35 and 24 per cent are aged 35-44. This probably reflects several differences in staffing in the government and nongovernment sectors over recent decades: (a) the higher level of recruitment of primary teachers in the nongovernment sector from the mid 1980s to the mid 1990s, (b) the increase in recruitment of new teachers to the government sector over the past couple of years as the class size reduction policy is implemented, and, perhaps, (c) the greater propensity of the nongovernment sector (especially nonCatholic) to recruit teachers with some experience from the government sector than the reverse. The aging of existing teachers and the recruitment of new teachers since 2001 would also be a factor, though this is not apparent in the secondary profiles for 2001 and 2004.

Among secondary teachers in government schools the differences between high schools (years 7 to 10) and colleges (years 11 and 12) are stark. Half the college teachers are over age 50, while only 28 per cent of the high school teachers are over that age. Only 9 per cent of college teachers are under 35, while 34 per cent - more than a third - of high school teachers are under 35.

Out of the primary, high and college sectors, it is the high schools that have the most desirable (flattest) age profile.

Figure 4. Age profiles, all Australian school teachers, actual 1996, projected 2



Source: 1996 ABS Census custom tables, projection methodology as set out in Preston 2000 (p. 36), carried through to 2011, with a slightly higher assumption of the proportion of beginning teachers in their early 30s rather than late 20s.

2.2 Projected age profiles of ACT teachers

Figure 4 shows a projection of the age profile of all Australian teachers in the year 2011 (that year originally selected because it is a Census year). It is almost the reverse of the 1996 profile. That projection covers jurisdictions such as Queensland and Western Australia where the age profile is much flatter than that in the ACT (and NSW). Therefore, the age profile in the ACT can be projected to be more sharply bimodal. From the ACT age profiles in Figures 1 and 2 it is apparent that the secondary profile can be projected to be more sharply bimodal in a few years than the primary profile. There is likely to be a higher rate of resignations (and thus new recruitment replacements) of secondary teachers than primary teachers because a much larger proportion of secondary teachers than primary teachers are in the 45 to 54 age range - 40 per cent compared with 32 per cent (see Table A.2).

A projection is not a prediction. The negative aspects of the projected profile can be reduced or increased, and the effects ameliorated or exacerbated by intentional or unintentional policy actions. Some of these will be discussed below.

It may be useful to consider the teaching workforce currently, and as it will develop over the coming years, in terms of cohorts. Appendix 1 sets out the broad characteristics and experiences of the three major cohorts up to 2010. There is the very large cohort that was initially recruited around the 1970s that has dominated the teaching workforce numerically, culturally, socially and professionally for around three decades. Following them is the small cohort of those relatively few initially employed from around the mid 1980s to mid 1990s, which has been overshadowed by Cohort 1. Finally there is Cohort 3, those who have been recruited since around the late 1990s, and will be recruited over the next few years.

Considering the projected age profiles and the three cohorts, following are some implications and the AEU's perspectives and suggestions:

- Teachers over age fifty are likely to make up more than a third of the teaching workforce in the ACT around 2010 if there are no significant changes to age retirement patterns. This will probably be more pronounced at the secondary level than the primary level, and will be more pronounced in some schools and sectors than others. Therefore any strategy in response to teacher shortages that involves delaying retirements or attracting back retirees will exacerbate the unbalanced age profile. Such numerical dominance by teachers over 50 (however excellent they may be as individual teachers) is not good for the profession, for creating an amenable workplace and professional culture for younger teachers, or for student engagement with schooling. In addition, retirees generally have particular patterns of geographic availability and work type preferences, and excessive reliance on retirees as relief teachers may exacerbate disadvantage.
- The relatively small numbers in Cohort 2 and their professional dominance by Cohort 1 entails difficulties in both the quantity and quality of those available for principal and other senior positions. Faculties of Education around the country will also be seeking new recruits from the same pool of people. There thus need to be significant strategies for leadership development and support for both cohort 2 and 3. Succession planning is vital - orderly succession will not happen automatically in either the professional workforce or teacher organisations. (Preston 2002)
- Strategies need to be developed to bridge social, cultural and professional gaps between the two large cohorts (1 and 3). Such strategies would overlap those for developing leadership in cohorts 2 and 3.
- Strategies to increase the recruitment into teacher education and teaching of career changers and other experienced and mature people will both lessen the sharply bimodal age profile (by filling the age range trough between the two peaks) and lessen the social, cultural and professional divide between cohorts 1 and 3. New teachers with maturity and leadership experience outside schools will add to the pool of potential leaders in schools and will be in a position to significantly contribute to, as well as receive, mentoring and professional support among colleagues. Matters that need to be taken into account include RPL in teacher education, recognition of work and other experience for salaries and conditions, appropriate professional support and development, and so on.
- School authorities and the profession should work cooperatively to ensure as far as possible that no particular schools or school sectors experience particularly dysfunctional age profiles, especially if those schools are disadvantaged by other factors such as students' actual socioeconomic status.

The complexities of current and future age profiles need to be recognised, and appropriate and timely strategies developed.

2.3 Age profiles of CIT teachers

Teachers at CIT are substantially older than school teachers, with average and median ages in the early 50s for permanent teachers and mid forties for temporary and casual teachers. This reflects the generally older age of recruitment of most adult VET teachers (after a period of industry experience), and the low levels of recruitment of new staff in recent years, after substantial downsizing of the CIT teaching workforce by around 25 per cent (of the permanent teaching workforce) in the late 1990s.

According to the July 2002 Retirement Intentions Survey for the ACT Public Service, CIT staff indicated a planned later age of retirement than most other areas of the ACT public service (broadly controlling for the general age profile of respondents) (Piazza Consulting 2002, pp. 52 & 56). In

particular, the 'intended time of retirement' of CIT staff and staff of the Department of Education, Youth and Family Services (DEYFS) (mostly teachers) were similar, with 49 per cent of CIT staff and 50 per cent of DEYFS indicating that they planned to retire after at least five more years of work (p. 56), yet respondents from CIT were generally substantially older than DEYFS staff - 42 per cent of CIT staff compared with 25 per cent of DEYFS staff were 55 or older (p. 52). The reasons for the later intended (and actual) retirement age of CIT staff is not clear. CIT and DEYFS staff have similar super fund memberships (both about half in each of PSS and CSS) (p. 57). Once age has been taken into account, CIT staff appear to have been contributing for a shorter period (p. 58). However, CIT staff had a *lower perceived inadequacy* of expected retirement income than DEYFS staff - 42 per cent of CIT staff and 49 per cent of DEYFS staff responded that they disagreed (or strongly disagreed) with the statement: 'I think my income will be adequate for me in retirement, to live the lifestyle I want to' (pp. 60 & 65)

It should be noted that the Retirements Intentions Survey was carried out in July 2002. Over the previous year the value of share market based investments had fallen by between 5 and 10 per cent and interest rates were low.

It is possible that the later actual and planned retirements are a partial consequence of the lower interest rates and share market investment returns, which have made it less attractive for many teachers to retire before age 55, and have generally created a perception of greater inadequacy of retirement benefits. Share market-based investment returns are now improving after the negatives of 2001 and 2002. In addition, an increase of up to about 6 per cent in CIT teacher salaries was implemented in October 2003. Thus there may be an increase in retirements later this year and next year as individuals feel more secure in their retirement benefits than they have for the past three years, or maximise benefits after the salary increase. The pent up retirements of those who delayed because of the particular circumstances of the past three years will add to those that would have occurred anyway.

The ready availability of CIT retirees and the apparent delays in retirement and reduction in 54/11 resignations may be leading to complacency regarding the attractiveness of salaries and conditions for CIT teachers. Improvements in investment-based retirement incomes now occurring may result in a sudden need to recruit new teachers to CIT in large numbers. CIT teachers generally are expected to have relevant industry qualifications and experience, and if they do not have formal teaching qualifications they may obtain them on the job. There are substantial differences between the salaries offered to CIT teachers and those received by potential teachers working in industry. This may create difficulties in recruiting the quality and quantity of new teachers required in the near future.

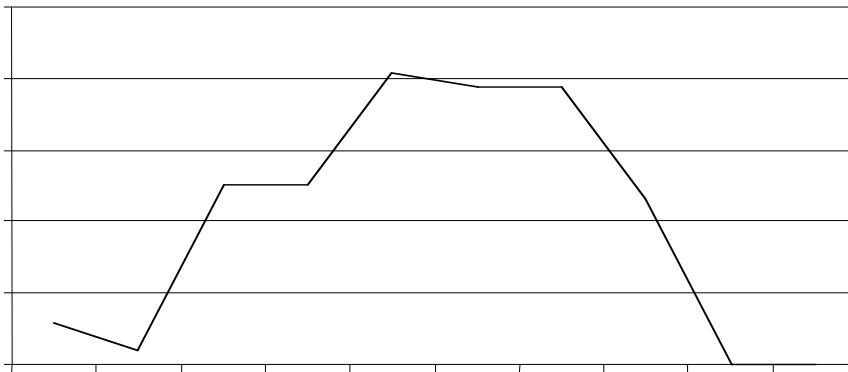
- The possibility of sharp increases in retirements of CIT teaching staff any time over the coming year needs to be prepared for.

2.4 Age profiles of preschool teachers

Teachers in ACT preschools have a distinctive age profile (Figure 5 and Table A.6). The large majority are aged 40 to 54 - sixty percent of them are evenly distributed among the three five year age ranges between 40 and 54, and another 25 per cent are spread in the 30 to 39 range. There are just 3 per cent under 30, and the rest (12 per cent) are 55 to 59. The lack of career prospects and the part-time nature of much pre-school teaching makes employment in the sector unattractive to many young women (and men) who would be considering a long term career and seeking full time positions.

With almost a third of preschool teachers in their fifties, succession needs to be seriously considered, especially of the short term reductions in 55 year old resignations and delay in retirements discussed in reference to CIT and school teachers is also operating with preschool teachers.

Figure 5. Age profile, ACT preschool teachers, 2004



Source: Table A.6

3. Adequacy of supply of teachers to meet demand in the ACT

Whether or not there will be an adequate supply of new teachers to meet demand in the ACT over the years up to 2010 is very difficult to judge. However, quality labour force planning (involving appropriate research leading to evidence-based policy implementation) should ensure that significant shortages or surpluses are less likely.

No national teacher supply and demand projections of any adequacy have been produced for some years. The report, *Demand and Supply of Primary and Secondary Teachers in Australia*, published by the Ministerial Council on Education, Employment, Training and Youth Affairs last year (MCEETYA 2003) is not suitable for most important policy purposes. While the report contains some interesting and potentially useful discrete sets of data and analysis, it does not actually provide coherent, comprehensive and comparable projections of supply and demand (thus, projections of balance, shortage or surplus). The report's speculation about national shortages of the magnitude of 20,000 to 30,000 teachers later in the decade should not be taken seriously, but shortages of around 4,000 are feasible and would be very damaging to student learning and teachers' work lives in many schools. There is more detailed comment on the report in Appendix 2.

In 2000 a report on teacher supply and demand projections was prepared for the Australian Council of Deans of Education (Preston 2000). That report projected a tight teaching labour market. Shortages of secondary teachers were projected to increase up to just over two per cent of the total Australian secondary teaching workforce in 2005, and for primary teachers generally balance was projected, though by 2005 an increasing shortfall was projected (less than one per cent of the total primary teaching workforce in that year) (p. 59).

There is substantial graduate and teacher mobility between the ACT and NSW. For example, around 40 per cent of accepted applicants for teaching positions in ACT government schools were from universities other than the two ACT universities (Table A.8). It is therefore useful to consider the ACT and NSW combined. The 2000 projections were generally for small surpluses through the period at the primary level, and from 2003 shortages at the secondary level were projected - increasing to almost one per cent of the total NSW/ACT teaching workforce (p. 58).

However, there have been some significant changes since 2000, and some assumptions that appeared reasonable at the time should now be adjusted.

On the demand side, there have been improvements in staffing levels, especially in nongovernment schools and at the primary level, and these are likely to continue. The very large boosts to per student funding in nongovernment schools will largely be spent on teacher salaries. School authorities will be able to fund a larger number of teachers as increasing numbers of teachers at or beyond the top of the incremental scale are replaced by beginning teachers. For example, for the same funds, around 140 beginning teachers can replace 100 teachers at the top of the scale. Of course beginning teachers progress up the scale, and the possible increase in numbers in any one year will be small relative to the teaching workforce as a whole. However, it could be significant as a proportion of new teachers.

It appears that in some jurisdictions retirements have not been as great as anticipated in Preston (2000) (based on estimated early 1990s rates in all jurisdictions). This may reflect low investment returns and low interest rates over recent years, and pent up retirements may occur later this year, and/or at other times in coming years (see earlier discussion of CIT staff). Unlike periods of lower than anticipated *resignations* which were a consequence of a higher proportion of beginning teachers making long term careers in teaching, *retirements* cannot be indefinitely delayed - lower retirement rates now at given ages mean higher retirement rates within a few years.

The supply of graduates is currently in a state of great uncertainty. There was very significant overenrolment of commencing students in 2001 and/or 2002 at many universities. This continues to

have a pipeline effect for four year undergraduate programs, but has ended for shorter graduate programs. There have also been some sharp reductions. There is no up-to-date documentation of developments or plans.

There have recently been substantial reductions of primary intakes at many universities, and further reductions are planned (or expected) over the next few years. The University of Canberra provides an example of the reductions in primary numbers. In early 2000 the University projected that this year there would be around 155 graduates of the primary teacher education program (the information used in the projections in Preston 2000). In fact, there will be fewer than 100. Completions are expected to increase again in a few years after the introduction of a new BEd P-12 stream with maths and science specialisation and middle school pedagogy.

Early childhood graduate numbers are as expected (40) for 2004. Around 20 more are expected to graduate from 2005/6 from the new graduate entry early childhood program, the students in which include many mature entry students who study part time. Early childhood graduates from the University of Canberra, like most other early childhood teacher education graduates around the country, generally prefer to be employed in the early years of primary school due to the better conditions and prospects. Thus tightness in the primary school teaching labour market is likely to be associated with more serious staffing difficulties in preschools. Childcare centres around the country have severe shortages of qualified teachers (qualified co-ordinators in particular), reflecting the relatively poor salaries and conditions relative to what those teachers can receive in pre-schools and primary schools. This involves issues of equity and equal access for all children to qualified early childhood teachers before school.

There will be significantly more secondary graduates in 2004 than were anticipated in 2000 - 190 rather than 125. Future numbers are uncertain.

The teacher educators at the University of Canberra, like those at many other universities, have little control over the number of students commencing their courses - this is a decision of the university administration, generally made with no reference to future workforce needs.

The Australian Catholic University in the ACT (Signadou) is increasing primary completions, but not of sufficient magnitude to balance the University of Canberra reductions. Other major providers in NSW such as the University of New England and the University of Western Sydney are experiencing or planning major reductions in primary teacher education intakes.

- ❑ The Inquiry should recommend high quality, policy-relevant teaching labour market research, including analysis of what is currently occurring in initial teacher education and what universities plan for the coming years, and current and likely future separations of teachers over 50.
- ❑ University administrations should be encouraged to consult with school authorities and representatives of the teaching profession (such as the AEU) as well faculties of education and schools of teacher education regarding future student intake numbers and other matters.

Acknowledgement

Analysis in this submission is by independent researcher, Barbara Preston
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Statistical Annex

Table A.1. Student - teacher ratios, ACT and all Australian, government and nongovernment, primary and secondary, schools and totals, 1987, 1993, 1998 and 2003

| | 1987 | 1993 | 1998 | 2003 | Change | | |
|--------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| | | | | | 87-93 | 93-98 | 98-03 |
| ACT Govt | | | | | | | |
| Primary | 18.5 | 18.4 | 18.6 | 15.1 | -0.1 | 0.2 | -3.5 |
| Secondary | 11.6 | 12.1 | 12.5 | 11.9 | 0.5 | 0.4 | -0.6 |
| <i>Total</i> | <i>14.3</i> | <i>15.2</i> | <i>15.3</i> | <i>13.5</i> | <i>0.9</i> | <i>0.1</i> | <i>-1.8</i> |
| ACT Nongovt | | | | | | | |
| Primary | 21.3 | 20.8 | 20.4 | 18.1 | -0.5 | -0.4 | -2.3 |
| Secondary | 14.2 | 13.8 | 13.3 | 12.9 | -0.4 | -0.5 | -0.4 |
| <i>Total</i> | <i>17.1</i> | <i>16.6</i> | <i>16.0</i> | <i>15.0</i> | <i>-0.5</i> | <i>-0.6</i> | <i>-1.0</i> |
| ACT Total | | | | | | | |
| Primary | - | 19.1 | 19.1 | 16.1 | - | 0.0 | -3.0 |
| Secondary | - | 12.7 | 12.8 | 12.3 | - | 0.1 | -0.5 |
| <i>Total</i> | <i>-</i> | <i>15.5</i> | <i>15.5</i> | <i>14.0</i> | <i>-</i> | <i>0.0</i> | <i>-1.5</i> |
| Australia Govt | | | | | | | |
| Primary | 18.0 | 18.1 | 17.6 | 16.4 | 0.1 | -0.5 | -1.2 |
| Secondary | 12.2 | 12.1 | 12.7 | 12.5 | -0.1 | 0.6 | -0.2 |
| <i>Total</i> | <i>14.7</i> | <i>15.2</i> | <i>15.3</i> | <i>14.6</i> | <i>0.5</i> | <i>0.1</i> | <i>-0.7</i> |
| Australia Nongovt | | | | | | | |
| Primary | 20.3 | 19.5 | 18.5 | 17.1 | -0.8 | -1.0 | -1.4 |
| Secondary | 13.7 | 13.0 | 12.7 | 12.1 | -0.7 | -0.3 | -0.6 |
| <i>Total</i> | <i>16.3</i> | <i>15.7</i> | <i>15.2</i> | <i>14.3</i> | <i>-0.6</i> | <i>-0.5</i> | <i>-0.9</i> |
| Australia Total | | | | | | | |
| Primary | - | 18.4 | 17.9 | 16.6 | - | -0.5 | -1.3 |
| Secondary | - | 12.4 | 12.7 | 12.4 | - | 0.3 | -0.3 |
| <i>Total</i> | <i>-</i> | <i>15.3</i> | <i>15.3</i> | <i>14.5</i> | <i>-</i> | <i>0.0</i> | <i>-0.8</i> |

Note:

In some cases totals and changes from period to period appear anomalous. This is notably the case for the change from 1987 to 1993 in ACT government schools where the change for primary and secondary combined reflects, in part, the increasing share of all enrolments in primary schools. Other apparent anomalies reflect changes in shares between the government and nongovernment sectors if not between primary and secondary levels.

Source:

1987: Department of Employment, Education and Training, *Schooling in Australia: Statistical Profile No. 2 May 1989*, AGPS, Canberra, p.16

Other years, ABS schools collection (details available) This table prepared by Barbara Preston, March 2004

Table A.2. Age profiles, male, female and all primary and secondary teachers, ACT, 2001

| | Primary teachers | | | Secondary teachers | | | |
|-------|------------------|---------|-------|--------------------|---------|-------|-----|
| | Males | Females | Total | Males | Females | Total | |
| <25 | 11% | 8% | 9% | <25 | 4% | 5% | 5% |
| 25-29 | 20% | 14% | 15% | 25-29 | 12% | 9% | 10% |
| 30-34 | 13% | 9% | 10% | 30-34 | 10% | 10% | 10% |
| 35-39 | 12% | 9% | 10% | 35-39 | 11% | 10% | 10% |
| 40-44 | 13% | 14% | 14% | 40-44 | 12% | 13% | 13% |
| 45-49 | 12% | 17% | 16% | 45-49 | 16% | 20% | 19% |
| 50-54 | 8% | 17% | 16% | 50-54 | 22% | 20% | 21% |
| 55-59 | 6% | 8% | 8% | 55-59 | 7% | 10% | 9% |
| 60-64 | 2% | 3% | 3% | 60-64 | 5% | 3% | 4% |
| 65+ | 3% | 1% | 1% | 65+ | 2% | 0% | 1% |

Source: ABS 2001 Census custom data. Table prepared by Barbara Preston

Table A.3 Percentage of students in each of ACT government, Catholic and other nongovernment primary and secondary with low, medium or high family incomes, 2001

| | Family income | | | All income levels |
|--------------------------|---------------|------------------------|-----------------|-------------------|
| | Low <\$800 | Medium \$800-\$1499 | High >\$1500 | |
| Primary schools | | | | |
| Government | 29% | 34% | 37% | 100% |
| Catholic | 18% | 35% | 47% | 100% |
| Other nongovernment | 15% | 28% | 57% | 100% |
| All primary schools | 25% | 34% | 41% | 100% |
| Secondary schools | | | | |
| Government | 24% | 32% | 44% | 100% |
| Catholic | 14% | 29% | 57% | 100% |
| Other nongovernment | 10% | 18% | 72% | 100% |
| All secondary schools | 19% | 29% | 51% | 100% |

Source: ABS 2001 Census custom data. Table prepared by Barbara Preston

Table A.4 Percentage of students in each of ACT government, Catholic and other nongovernment primary and secondary with family incomes in three low ranges, 2001

| | Low family income ranges | | | |
|--------------------------|--------------------------|-------------|-------------|-----------------------|
| | <\$400 | \$400-\$599 | \$600-\$799 | All low income ranges |
| Primary schools | | | | |
| Government | 10% | 10% | 9% | 29% |
| Catholic | 5% | 6% | 7% | 18% |
| Other nongovernment | 5% | 4% | 6% | 15% |
| All primary schools | 8% | 8% | 9% | 25% |
| Secondary schools | | | | |
| Government | 8% | 8% | 8% | 24% |
| Catholic | 3% | 5% | 6% | 14% |
| Other nongovernment | 3% | 3% | 4% | 10% |
| All secondary schools | 6% | 7% | 7% | 19% |

Source: ABS 2001 Census custom data. Table prepared by Barbara Preston

Table A.5 Indigenous students in each family income range as a percentage of all Indigenous students attending government and Catholic primary and secondary schools, ACT, 2001

| | Low family income | | | Medium family income \$800-\$1499 | High family income >\$1500 | All family income ranges |
|--------------------------|-------------------|-------------|-------------|--------------------------------------|-------------------------------|--------------------------|
| | <\$400 | \$400-\$599 | \$600-\$799 | | | |
| Primary schools | | | | | | |
| Government | 25% | 18% | 12% | 26% | 20% | 100% |
| Catholic | 6% | 13% | 13% | 34% | 33% | 100% |
| All primary schools | 20% | 17% | 12% | 28% | 22% | 100% |
| Secondary schools | | | | | | |
| Government | 16% | 17% | 10% | 32% | 23% | 100% |
| Catholic | 6% | 19% | 6% | 26% | 42% | 100% |
| All secondary schools | 13% | 19% | 9% | 33% | 27% | 100% |

Note: No data is provided for nonCatholic nongovernment schools because numbers of Indigenous students at those schools in the ACT in each family income range are too small for meaningful data to be available once ABS has randomised small cells as a confidentiality measure. According to the Census data, in total there were in only 24 Indigenous students in nonCatholic nongovernment schools in the ACT in 2001 (compared with 609 in government schools and 168 in Catholic schools). Comparing this Census data with ABS Schools Collection data for 2001 (Cat No. 4221.0, Table 47), excluding Jervis Bay, it appears that the number of Indigenous students in government schools is understated, but the number of Indigenous students at nongovernment schools (Catholic and other) is similar in both data sets.

Source: ABS 2001 Census custom data. Table prepared by Barbara Preston