

**TEACHER SUPPLY AND
DEMAND IN THE
STATES AND TERRITORIES**

January 2001

**Prepared by
AEU Branches/Associated Bodies Research Officers**

CONTENTS

ACT	1
NEW SOUTH WALES	5
QUEENSLAND	17
TASMANIA	25
VICTORIA	57
WESTERN AUSTRALIA	75

Copies of Survey Instruments and other related materials are available on request.

**AUSTRALIAN EDUCATION UNION –
ACT BRANCH**

STAFF SUPPLY AND DEMAND SURVEY

Fiona MacGregor

In order to gather some soundly based data for the survey, it was determined that a representative sample of schools would be selected and asked to provide information. The survey instrument was constructed and sent to the teachers in the school responsible for securing relief staff. The teachers involved were asked to provide information relating to the week beginning June 5th, so that a general snapshot of schools in the ACT for the particular time could be constructed.

The sample involved two colleges, four high schools, five primary schools and two special schools. Both Northside and Southside schools were chosen, as were schools of varying sizes and organisational pattern.

Although some follow-up was needed, almost all schools responded to the survey.

High Schools:

Three high schools responded to the survey. In two schools a Level 2 teacher was responsible for securing relief staff for the whole school, and in the other Level 2 teachers were responsible for relief staff in their area of responsibility. The demand for relief staff across these schools varied significantly during the week. One school needed 38 FTE days, one needed 23 and the other 4. The responsible teachers spent between 10 and 2 hours during the week contacting relief staff.

The schools involved were generally unsatisfied with the appropriateness of teachers for the vacancies involved. Only 50 to 70 percent of teachers were trained in the area concerned. Mathematics, Science, Physical Education, SOSE, Technology, Drama, and Japanese were reported as areas of specialisation which are consistently difficult to fill.

Two schools reported that during the week teachers were required to take classes in excess of the normal teaching load in order for classes to be covered. In one case small classes were relocated to the library if relief teachers were not available.

All three schools reported that the lack of relief staff significantly affected teacher morale and workload. They reported increased time spent on student management and welfare, and teacher reluctance to take sick leave when needed, and were particularly concerned about the time responsible teachers have to spend on the phone attempting to secure relief staff. One school reported that the lack of available staff made it very difficult for them to offer a full LOTE program, as they were still seeking a suitably qualified teacher.

All schools reported that they had raised with the Department the difficulties they had experienced in attempting to engage relief staff; all schools reported that the Department has not responded to their concerns.

Primary Schools:

Five primary schools responded to the survey. All schools indicated that one person was responsible for the organisation of relief for the whole school, ranging from deputy principal level to level 1, and in one case a member of the administrative staff.

Again the demand for relief staff in the sample week varied significantly. One school needed 18 teachers, while others ranged from seven to one. Time spent during the week in engaging relief staff ranged from three to one hours. In all but one case, relief teachers were adequately trained for the required role, the problem being related to an absence in the LOTE area.

Schools reported that they had experienced difficulty in finding teachers for the following areas: grades five and six, Japanese and Music.

Both schools reported that teachers had taken classes in excess of normal teaching loads during the week to cover teacher absences, while another case the class was the split amongst remaining staff. One school reported that LA classes are cancelled when teachers are absent

Most of the schools reported that unavailability of relief staff impacts seriously on the workload and morale of staff. One indicated that teachers are reluctant to take sick leave as often colleagues have to cover their classes.

Some reported that the issue of relief staff has been raised with the Department but none reported a Departmental response.

Colleges:

Two colleges responded to the survey. In both cases a level 2 officer was responsible for securing relief staff across the whole school. In the sample week one college required 21 relief staff and the other 9; in both cases officers concerned had spent around 2 hours engaging relief staff.

The colleges indicated that there were difficulties in securing appropriately trained relief staff, particularly in Industrial Technology, Science, Music, Information Technology and Special Education.

Neither college reported that teachers had been required to take classes in excess of their normal teaching loads. One reported that for some classes teachers had marked roles and distributed set work for classes other than their own. Both colleges reported that it had been necessary to cancel a number of classes during the week.

They reported that unavailability of relief staff does impact on teacher morale and workload, with staff sometimes coming to work when they should be at home on sick leave.

Both reported that the difficulties they had in securing relief staff had been raised with the Department; Departmental staff had been sympathetic but unable to offer significant assistance.

Special Schools:

Two schools responded to the survey. In both cases a level 2 officer was responsible for organising relief staff for the whole school. One school required 10 teachers during the week and the other 4. Both spent one hour in organising relief staff.

Both reported that not all relief teachers were appropriately trained for the required role.

In one case a casual relief teacher cancelled a booking, and teachers were forced to supervise two classes of the same time.

One school in particular was very concerned about the difficulty of securing relief staff with appropriate qualifications; staff was very concerned about negative impacts on them as well as on students.

Both schools is reported that the Department is aware of their concerns in relation to staffing but do not report any significant response.

General Information:

Most schools which responded to the survey indicated that the week during which they reported was not particularly representative of the kinds of problems they faced during the year in securing relief staff. Most reported that regardless of the numbers of teachers on Departmental relief lists, the actual number of teachers available particularly in areas of specialisation was very small. Many unproductive hours were spent attempting to secure relief staff. The problems caused for both students and teachers by the lack of teachers with appropriate training was a significant as the problems caused when no relief staff for all are available.

General Conclusions:

The facts are:

1. There is a growing number of areas of specialisation for which adequate numbers of appropriately trained relief teachers are not available. Included are LOTE, Science, Special Education, Mathematics, Industrial Technology and Physical Education. This problem significantly affects the morale and workload of teachers as well as the learning outcomes of students, and while Departmental officers acknowledge the problem, schools have not been provided with concrete assistance.
2. Teachers responsible for securing relief staff for their schools spend an inordinate amount of time attempting to contact available staff. The Department could assist them by ensuring that relief teacher lists are regularly and efficiently updated so that they indicate teachers who are actually available.
3. The Department should be required to develop a strategy designed to address these problems in consultation with the Branch.

NEW SOUTH WALES TEACHERS FEDERATION

TEACHER SUPPLY AND DEMAND PROJECT

NOVEMBER 2000

**Wendy Currie
Research Officer**

CONTENTS

A. Site of Recruitment and Employment	P. 7
B. Departmental Supply and Demand Projections	P. 8
C. Case Studies	P. 9
1. Recruitment of Permanent Teachers	P. 9
2. Recruitment of Long Term Casuals (more than four weeks)	P. 14
3. Recruitment of Day-to-Day Casual Relief	P. 14

A. Site of Recruitment and Employment

The following relates to the usual site of recruitment (R) and employment (E) for each type of recruit and applies to classroom teacher positions only, not promotions positions.

	PRIMARY SCHOOLS			SECONDARY SCHOOLS		
	Central office	Region/district	School	Central office	Region/district	School
Casual relief of up to five days	E		R	E		R
Short term relief of 4 weeks to a term, full time	E		R	E		R
Relief of at least one term, full time	E		R	E		R
Relief of at least one year, full time	E		R	E		R
On-going or permanent FT position/vacancy	R/E			R/E		
Other teaching staff category – please specify						

In relation to permanent vacancies, in the following circumstances, this situation varies:

- i. If the department has no-one on their transfer or recruitment lists that matches the particular requirements of a school, or no-one on the list has indicated that they will accept a particular position in a specified geographic area, the school may advertise the position in the Department's Personnel Bulletin. Applications for these positions are restricted to teachers permanently employed by the Department.
- ii. If no suitable applicants apply for the positions advertised in the Personnel Bulletin, the school may place the position in the Department of Education and Training's advertisement for permanent employment in the Sydney Morning Herald.
- iii. Up to 300 classroom teacher positions are filled each year under the Permanent Employment Program (PEP). These positions are advertised in the Personnel Bulletin. Teachers who are qualified for the position, are not substantively employed by the Department and have approval for permanent full-time teaching, are eligible to apply.

In relation to i-iii above, the selection of the successful candidate is done at the school level, following strictly regulated selection procedures, although that person is then employed centrally, by the Department.

B. Departmental Supply and Demand Projections

The following information comes from an affidavit in reply by Trish Kelly, Director of Personnel Programs of the Department of Education and Training (DET). The affidavit was written in January 2000 during the salaries case in the Industrial Relations Commission and was in reply to an affidavit written for the Federation by Barbara Preston.

Workforce Projections

For its **supply projections**, the DET uses graduates from teacher education departments and its own waiting list. Because of problems experienced with teacher enrolment data provided by the Commonwealth Department of Education, Training and Youth Affairs (DETYA), the DET has, since 1988, *used data collected each year through a special survey of all universities in NSW with teacher education programs to gain information about projected primary and secondary graduate commencement and completion data, and in the case of secondary programs data for individual key learning areas (KLAs).*

The information the Department obtains from the special survey of all NSW universities with teacher education programs at the beginning of each year of each year shows:

- 1. Overall, the number of projected secondary teacher education program completions have increased since 1996, with the greatest increases occurring in 1998. There has been a slight decrease in 1999.*
- 2. While there has been this overall increase in projected secondary completions, the major area of concern continues to be in the Technological and Applied Studies (TAS) KLA which, despite a slight increase in 1999 over 1998, continues to have a low number of projected completions. Another area of concern is the low number of projected completions in mathematics and science.*
- 3. The number of projected completions in primary teacher education programs has increased each year from 1996 to 1999.*
- 4. Since 1996 there has been an increase each year in commencements in primary teacher education programs. During the same period there has been an overall increase in commencements in secondary teacher education programs.*

The Department's data indicate that in the period 1999-2006 there will continue to be an overall adequate supply of teachers in primary schools except for a very small number of positions in some geographic locations.

It also indicates that there is an adequate overall supply of secondary teachers except for teachers of mathematics and science in some geographic locations, and some positions in particular geographic locations.

For its **demand projections**, the DET considers student enrolments, patterns of study for secondary, student/teacher ratios, separation rates and policy initiatives.

The DET's primary and secondary teacher projections are analysed and reported on in five geographic locations, and in the case of secondary teachers also on the basis of KLAs. This level of analysis enables the Department to identify any specific geographic locations, and in the case of secondary, specific KLAs of shortfall, and therefore develop and implement targeted strategies where necessary.

The DET takes into account *changes in trends across and between the sectors.*

C. Case Studies

The Federation surveyed eighteen schools about problems associated with:

- 1) Recruitment of permanent teachers
- 2) Recruitment of long term casual teachers
- 3) Recruitment of short-term casual relief teachers. In relation to this aspect, schools kept a diary for five days, recording any problems they experienced.

Copies of the survey sheets used are at Appendix 1.

1. Recruitment of Permanent Teachers

Case Study 1

Medium sized high school in Sydney's western suburbs. Of 50 teachers, 6 are in their first year of teaching, and the approximate yearly turnover rate of teachers is 18%.

During the past 12 months this school has had to fill 12 permanent teacher vacancies. Three Head Teacher positions took between one and two months to fill, while two classroom teacher positions took between two and three months to fill.

One position for an ESL teacher had to be advertised in the newspaper.

Case Study 2

Small high school in remote area. Of 22 teachers, four are in their first year of teaching, and the approximate yearly turnover rate of teachers is 18%.

During the past 12 months this school has had to fill four permanent teacher vacancies. One position (Agriculture) took more than six months to fill.

Two of these positions (Maths and Science) had to be advertised in the newspaper.

Case Study 3

Medium sized high school in large regional centre. Of 51 teachers, seven are in their first year of teaching, and the approximate yearly turnover rate of teachers is 20%.

During the past 12 months this school has had to fill eleven permanent teacher vacancies. Two of these (Maths and English classroom teacher positions) took between 1 and 2 months to fill, but one position (English/Italian) took between 4 and 5 months to fill.

One position was filled via the DET's Permanent Employment Program, 2 (English/Italian and Maths) had to be advertised in the Personnel Bulletin, and then both of these had to be advertised in the newspaper.

Case Study 4

Small rural high school. Of 30 teachers, two are in their first year of teaching, and the approximate yearly turnover rate of teachers is 10%.

During the past 12 months this school has had to fill only two permanent teacher vacancies. Both were classroom teacher positions and they were able to fill them in less than one month.

This particular school, while not experiencing difficulties with recruitment of permanent teachers, has trouble finding relief teachers who are qualified in the required subject areas. They have also found that they have used part of their casual pool to fill long-term vacancies (due to leave), resulting in them being unable sometimes to obtain short-term relief teachers.

Case Study 5

Large high school in Sydney's western suburbs. Of 56 teachers, 3 are in their first year of teaching, and the approximate yearly turnover rate of teachers is 10%.

This school has experienced some real difficulties during the past 12 months. They have had to fill 6 permanent teacher vacancies. None of these positions was filled in less than a month. One (Maths/computers) classroom teacher position took between one and two months to fill, one (English) between two and three months, one (computing) between 5 and 6 months, while three took longer than 6 months.

Of the last three, the Home Economics position has been vacant since the end of Term 1. The Careers position has been vacant all year and remains vacant. The English position has been vacant since the end of Term 1. No replacements have yet been found for any of these positions. The school has been unable to find a casual to fill the home economics and careers positions in the mean time. They received a mobile in art, who is currently covering the Home Economics position, while the Careers vacancy is only filled 8 out of 10 days.

The school has been advertising in the DET's advertisement in the Herald for a Home Economics teacher but has been unsuccessful in filling the position.

Case Study 6

Small central school in remote area. Of 20 teachers, one is in their first year of teaching, and the approximate yearly turnover rate of teachers is 10%.

During the past 12 months this school has had to fill 3 permanent teacher vacancies. Two were filled during the vacation period and one was filled in less than one month. The latter, a maths/computer position, had to be advertised in the Personnel Bulletin.

Case Study 7

Large high school in Sydney metropolitan area. Of 70 teachers, one is in their first year of teaching, and the approximate yearly turnover rate of teachers is 8%.

During the past 12 months this school has had to fill five permanent teacher vacancies, all of them classroom teacher positions. One positions took between two and three months to fill.

One (Intellectual Disability Support Teacher) was advertised in the Personnel Bulletin and one (Social Science) had to be advertised in the newspaper.

Case Study 8

Small rural high school on the coast. Of 24 teachers, four are in their first year of teaching, and the approximate yearly turnover rate of teachers is 8%.

During the past 12 months this school has had to fill 2 permanent teacher vacancies. Both were filled in less than one month, via transfer/waiting list.

Case Study 9

Small central school in rural/remote area. Of 27 teachers, four are in their first year of teaching, and the approximate yearly turnover rate of teachers is 8%.

During the past 12 months this school has had to fill six permanent teacher vacancies, one primary and five secondary. All were filled within a month. Two had to be advertised in the Personnel Bulletin and one had to be advertised in the newspaper.

Case Study 10

Small high school in remote area. Of 23 teachers, none are in their first year of teaching, and the approximate yearly turnover rate of teachers is 13%.

During the past 12 months this school has had to fill 2 permanent teacher vacancies. One position (Head Teacher) took between two and three months to fill, while one classroom teacher position (Maths/Computing) took more than 6 months to fill.

Case Study 11

Medium sized high school in rural/remote area. Of 50 teachers, three are in their first year of teaching, and the approximate yearly turnover rate of teachers is 12%.

During the past 12 months this school has had to fill 11 permanent teacher vacancies. Most were filled within 1 month, but one took between two and three months to fill.

All were filled via transfers or recruitment from the DET's waiting list.

This school has however experienced real problems obtaining casual relief, and this has particularly affected teachers' ability to attend training and development activities. They have also had difficulties covering the classes of teachers on Long Service Leave, often using 2/3 casuals on one class over a week, thus disrupting the continuity of learning.

Case Study 12

Large high school on the Central Coast. Of 92 teachers, four are in their first year of teaching, and the approximate yearly turnover rate of teachers is 10%.

During the past 12 months this school has had to fill 22 permanent teacher vacancies. All were filled within 1 month, except for four promotions positions, two of which took between three and four months to fill, while two took more than 6 months. The four promotions positions were advertised in the Personnel Bulletin.

Case Study 13

Large high school in regional centre. Of 78 teachers, 2 are in their first year of teaching, and the approximate yearly turnover rate of teachers is 7%.

During the past 12 months this school has had to fill 10 permanent teacher vacancies. All positions were filled on the date required, via transfers or recruitment from the DET's waiting list.

Case Study 14

Medium sized primary school in Sydney metropolitan area. Of 25 teachers, one is in their first year of teaching, and the approximate yearly turnover rate of teachers is 4%. Fourteen of the teachers are aged over 45.

During the past 12 months this school has had to fill 2 permanent teacher vacancies. Both were filled quickly, but the school has had severe difficulties obtaining casual teachers for longer-term relief positions. At times the school has made up to 100 calls without success and has contacted other schools for their casual lists. The school has also on occasion had to make up to 45 phone calls to fill day-to-day casual relief positions.

Case Study 15

Small primary/infants school in rural area. Of 11 teachers, 2 are in their first year of teaching, and the teaching population is very stable.

During the past 12 months this school has not had to fill any permanent teacher vacancies. The school also experiences few difficulties in obtaining casual teachers, although times are more difficult if illness strikes the teaching staff.

Case Study 16

Small remote central school with Distance Education Centre. Of 50 teachers, 2 are in their first year of teaching, more than half are under the age of 34 and the approximate yearly turnover rate of teachers is 10%.

During the past 12 months this school has had to fill 6 permanent teacher vacancies all classroom teacher positions. One (Maths/Science) took between one and two months to fill, while two (also Maths/Science) took between two and three months to fill.

Two of these positions the school was unable to cover while awaiting a permanent appointment, because there were no local casual teachers. Teachers carried loads above the normal level and the school used internal in-lieus.

The school has also had difficulty filling casual supply or other long term casual positions (more than four weeks). They have had to advertise and to look interstate. One position was filled by a casual who did not have the appropriate subject qualifications.

Case Study 17

Medium sized rural high school. Of 54 teachers, 1 is in their first year of teaching, and the approximate yearly turnover rate of teachers is 5%.

During the past 12 months this school has had to fill 2 permanent teacher vacancies. All have been filled almost immediately.

This school, however, has had difficulties finding appropriately qualified casual teachers.

Case Study 18

Large high school in Sydney's western suburbs. Of 80 teachers, 9 are in their first year of teaching, and the approximate yearly turnover rate of teachers is 19%.

During the past 12 months this school has had to fill 10 permanent teacher vacancies. Seven classroom teacher positions were filled within 1 month, but one (Languages) took between four and five months to fill. During that time, as no appropriately qualified casual teacher was available, the class was taken for two terms by a teacher of another subject who happened to speak the required language. One (Agriculture) has been vacant for three months and remains unfilled. There is also no suitable casual replacement. Another (Industrial Arts) has been vacant for 7 months and remains unfilled.

This school has also experienced enormous difficulties obtaining short term casual teachers.

2. Recruitment of Long Term Casuals (more than four weeks)

While awaiting the appointment of permanent teachers, most schools employed casuals. However, for some this was a problem. Some schools were unable to find appropriately qualified casual teachers (one school taking two weeks to find someone), and for some this meant that Year 12 classes were taught by teachers not qualified in that particular subject.

Areas specifically mentioned included VET teachers, Computing, Agriculture, Art, Industrial Arts.

One rural school had to advertise nationally for a Science teacher. In a number of schools primary trained casuals were used for secondary classes. One school, unable to find a PE and a Science casual, approached the Department and mobiles were appointed to cover leave. Some schools put classes in the quad with minimal supervision. In another, the Principal took some extra classes and some senior classes were left unsupervised in the library. In one school, teachers took extra classes. Other schools found that the appointment of casual teachers for this purpose reduced their pool of day-to-day casuals.

In some schools, teachers postponed their leave because casuals could not be found. One school has experienced enormous difficulty replacing an Agriculture teacher on long term sick leave.

Nine schools found it was necessary to ask teachers to postpone or reconsider professional development activities. Some schools said that this was a major problem. One school in a remote area specifically mentioned that teachers were not able to attend training for the new Higher School Certificate, and the principal could not attend principals' conferences/meetings. Another school put classes in the quad so teachers could attend the new HSC training. At other schools, teachers cover each other's classes so they can attend professional development.

One school cannot access its 0.2 staffing supplement for welfare program development because of the shortage of casuals. This school is also unable to relieve the computer co-ordinator to train teachers because no qualified casual is available.

3. Recruitment of Day-to-Day Casual Relief

Schools responded to this aspect of the survey via a diary over a five-day period. They were asked whether this particular day was typical. Most schools replying that the day was atypical explained that things are usually more, rather than less, difficult.

Schools reported teacher absences requiring casual relief of anything up to 15 on any one day. These absences were for a variety of reasons. They also reported that up to 25 phone calls a day were made in an attempt to fill these positions, and even then they were not always successful.

There were varying responses when asked how many positions on any one-day they were unable to fill. On some days the answer was none, but on others it was as many as ten. Unfilled positions numbering more than four on any one day were not unusual.

Strategies used to cover these classes included:

- S Minimal supervision
- S Combined classes
- S Teachers/principal etc. taking extra classes
- S Students in quadrangle, minimal supervision
- S Senior classes not covered
- S Senior classes independent study in library

One school (a small remote high school) had three teachers away on four days and two on the other day. The school was unable to obtain any casuals to fill any of these positions. They used a combination of the strategies mentioned above, but it is worth noting that on each of the five days, teachers did extras. The school has been unable to obtain any inbuilt relief. They used to have mobiles who would be appointed for anything up to a year, but seem unable to access this now. The DET advertised in the newspaper, but to no avail.

In another school in a regional centre, on each of the five days students were sent to the quadrangle where there was minimal supervision by the Deputy Principal from his office. This school was unable to access any special DET provisions.

In a large western suburbs high school, an average of two classes each period are in the quad with no direct supervision. Senior students were left unsupervised, some going to the library, others to the quad. Junior classes are covered by available casuals first, before senior classes. Wherever possible longer-term absences are covered first, before day-to-day absences, thus minimising the disruption to any one class. On one particularly bad day, Year 7 classes were combined for two periods to watch a video. Five out of six of the Year 7 classes were without teachers. On one day (described as a shocker), 13 teachers were away. The school was unable to fill ten of these positions, and four junior classes and up to five senior classes per period were uncovered. This school was unable to access any special DET provisions, although a Maths mobile was appointed to fill one long-term maths sick leave position.

In one small rural high school, the Deputy Principal took extra classes on three of the five days, on one occasion taking extras all day.

In another small remote central school, extras were taken by the principal and head teachers each day and by classroom teachers on some days. This was necessary despite the fact that a mobile was appointed to cover Industrial Arts for two terms, and approval had been granted for an over-establishment mobile.

Another small remote central school, which reported teacher absences of between two and five per day, was unable to fill any of the positions. Classes were either collapsed, unsupervised or supervised by the deputy as an extra. There were no special DET provisions to assist.

A medium sized rural high school was able to fill a number of long term casual positions via the DET's newspaper advertisements.

Both large high schools in Sydney's western suburbs had large numbers of teachers absent on any one day and were unable to fill most of them. Neither school made many phone calls, because neither had

anyone to ring. The schools hire the few available casuals on a term by term basis and there is no-one else available for the large number of day-to-day absences not covered by these few. One of these schools resorted to placing 100 students in the playground supervised by one casual teacher, with the support of a head teacher. On one day, classes were postponed for ten minutes so that head teachers could discuss suitable supervision arrangements. This school reported that the situation as described was typical in Term 3. Supervision of more than one class in the playground by one casual teacher was reported by a number of schools.

A primary school in the metropolitan area reported a teacher coming to school when she was quite unwell because 20 phone calls had failed to find a casual.

Only two of the 18 schools surveyed reported that they were able to cover all absences with casual teachers on each of the five days.

Schools reported a vast array of examples of hiring casual teachers who are not qualified in the area required. In fact there are too many to list here. In particular, the subject areas where schools cannot find appropriately qualified casual teachers are Maths, Science, Industrial Arts and English.

There were also many examples quoted where primary/infants trained teachers are hired as casual teachers by secondary schools.

TEACHER SUPPLY AND DEMAND IN QUEENSLAND

John McCollow

As the Queensland contribution to a research project undertaken by research officers from Australian Education Union branches and affiliated bodies looking at teacher supply and demand in 2000, the following activities were undertaken: reading of reports on teacher supply and demand (including reports put together by the Australian Council of Deans of Education, MCEETYA and Education Queensland), receipt of a briefing from Education Queensland staff about Departmental projections, views and actions in regard to teacher supply and demand, and conducting of a survey of principals of over 30 Queensland schools about the staffing situation at their schools.

Reports on Teacher Supply and Demand

A. Preston (ACDE)

Barbara Preston's work on teacher supply and demand for the Australian Council of Deans of Education (ACDE) is perhaps the most publicised (and therefore the best known) work of this nature (ACDE, *Teacher Supply and Demand to 2005: Projections and Context*, 2000). Her projections for Queensland are summarised in the tables below.

Primary Teacher Projections: Queensland 2000 – 2001					
student enrolment increase: 7.3% (26,799)					
teacher number increase: 9.4% (2,319)					
Projected Shortages as a Percentage of Total Primary Teachers					
2000	2001	2002	2003	2004	2005
.8	2.8%	1.6%	1%	1.1%	1.8 %
Projected Primary Supply as a Percentage of Projected Demand					
2000	2001	2002	2003	2004	2005
81%	65%	79%	86%	84%	77%

Secondary Teacher Projections: Queensland 2000 – 2001					
student enrolment increase: 7.8% (18,219)					
teacher number increase: 9.9% (1,933)					
Projected Shortages as a Percentage of Total Secondary Teachers					
2000	2001	2002	2003	2004	2005
.3%	+.2%*	.6%	1.8%	1.7%	2.9 %
* = surplus					
Projected Secondary Supply as a Percentage of Projected Demand					
2000	2001	2002	2003	2004	2005
89%	103%	90%	76%	78%	66%

It should be noted that Preston projects teacher shortages in most other states for some or all of this period and a shortage overall in Australia in either primary or secondary teaching numbers for each of the six years (4 out of 6 years in primary and 4 out of six years in secondary).

In relation to the “pool” of already trained teachers not currently employed as teachers, Preston cites statements from international teacher recruiters that the Australian “supply [of teachers] is not as readily available as it was several years ago” and that many teachers being recruited now are already employed teachers who are applying to take leave from their current positions to undertake work overseas (ACDE, p 8).

The activities of these overseas recruiters draws attention to teacher shortages in other English-speaking countries which are likely to have an effect on Australian teacher supply and demand in two ways, via the recruitment of Australian teachers by overseas countries and via the drying up of recruitment opportunities abroad.

Preston (ACDE, p. 8) points out that in the context of on-going, serious teacher shortages in other English-speaking countries and increasing levels of professional mobility in a globalised economy, it should not be assumed that the pool of prospective Australian teachers will remain accessible to Australian employing authorities. An aggressive, coordinated recruitment campaign by an overseas country could have a significant impact.

B. MCEETYA

The National Teacher Supply and Demand Working Party of the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) produced a report on teacher supply and demand in 1998 which made projections to 2002. The report takes a more “conservative” approach in relation to projections of demand and is less concerned that supply will be inadequate than Preston. In this respect it resembles the reports produced for Education Queensland and it undoubtedly draws on the work commissioned by Education Queensland in relation to its projections for this state.

In relation to the national scene, the MCEETYA report acknowledges that:

- S** there will be student enrolment growth in both primary and secondary years over the period (Queensland contributing significantly to a greater demand for both primary and secondary teachers);
- S** cut-backs in teacher education numbers during the 1990s are a concern;
- S** the age-profile of the current teacher workforce is a concern (though it notes that Queensland has the “youngest” teaching force on average) ;
- S** at present there are difficulties in recruiting teachers in some “specialisations” including industrial arts, LOTE, physical education, and maths/science;
- S** additional demand for teachers could result from increases in the number of students attending non-government schools;

- S projected shortages of teachers in English-speaking overseas countries could result in recruiting campaigns that will exacerbate supply problems in Australia.

Overall, however, the report concludes that a “sufficient supply of teacher graduates is likely to be maintained” for the following reasons:

- S growth in primary student numbers while real will be slower than in previous years (and thus presumably more manageable);
- S a “large pool” of qualified teachers not presently employed as teachers was created by policies pursued by governments in the 1990s;
- S as shortages are most acute in secondary subject “specialisations”, the provision of post-graduate education courses to persons with degrees in these areas could be provided on a short time frame if necessary.

There are grounds for questioning some of these assumptions. The size of the pool of qualified teachers not presently teaching has been questioned by Preston and is considered further below in relation to the Education Queensland/Pacific Analytics Report. In relation to the short turn-around time to train graduates, it should be noted that in Queensland the minimum period of study to attain a teaching qualification for someone already in possession of a BA or BSc has recently been doubled from one to two years.

C. Education Queensland (Pacific Analytics)

Education Queensland commissions work on teacher supply and demand for Queensland state schools from a Canadian organisation known as Pacific Analytics. The Pacific Analytics forecasts do not take into account the non-government sector. The latest Pacific Analytics report, entitled *Teacher Supply and Demand in Queensland: 1981 - 2009*, was published in February 2000. This report concludes that:

- S the total number of teachers employed in Queensland state schools will increase by 3,725 (11.1 %) from 1999 to 2009;
- S demand for new teachers will average 2,510 per year over this period;
- S first time admitted teachers will contribute roughly 60 per cent of these new teachers; the rest being drawn from the “pool” of unemployed teachers and other sources (e.g. interstate/overseas recruitment).

Education Queensland believes that the Pacific Analytics projections indicate that they will be able to meet demand for new teachers over the period to 2009. The report cites, however, several caveats or “risks to the forecast” — assumptions that may not prove accurate. A key assumption is:

The study team has assumed that an adequate supply of new teachers having the necessary subject skills will be available in the future, either from universities or from the “Pool” of qualified teachers not presently teaching. (p. 90)

That is to say, no analysis has been undertaken by Pacific Analytics of the supply of teacher graduates from universities or of whether the pool of existing, unemployed teachers is growing or shrinking or of what factors induce people to remain in the pool or move from it into teaching or into other areas of employment. In relation to graduate teacher supply, Education Queensland appears to accept Preston’s contention that the supply of teacher graduates on its own will not be able to meet demand; they stake their ability to meet demand on the use of teachers from the pool and other sources such as overseas recruitment. In relation to this pool, however, Pacific Analytics notes:

It is ... not possible to determine what is really happening to the size and the age/sex structure of the “Pool” over the forecast period. (p. 57)

That there is some evidence that the size of the pool is shrinking is acknowledged in the Pacific Analytics report itself. As noted above, Preston also cites evidence to this effect.

It is reasonable to assume that a good number of teachers who form part of the pool of those available to meet rising demand would currently be undertaking short to medium term relieving positions in schools on at least an irregular basis. Reports from some school principals surveyed by the QTU (see below) that they are having significant — in some cases severe — difficulties in finding teachers to do short and/or medium term relief suggest that, in some areas at least, this part of the pool of teachers available for work has evaporated.

Also of note is the age profile of the pool of unemployed teachers . Data from the Board of Teacher Registration in Queensland indicate that approximately 70 per cent of registered teachers are age 35 and over and approximately 40 per cent are age 45 and over (BTR Annual Report, 1999). This includes teachers employed in state and non-state schools and all registered teachers in the pool of unemployed teachers (approximately 40 per cent of registered teachers are currently not teaching in schools). The BTR figures remind us that it is not just teachers in employment in schools who are ageing but those teachers in the pool of unemployed teachers on whom systems have traditionally relied to meet short-falls in the supply of teacher graduates. As increasing rates of age retirement become more and more a factor in teacher turnover, it is likely that the “reserve” pool of unemployed teachers will become smaller for similar reasons.

Another interesting feature of the ageing teacher workforce is indicated by data provided by QTAC. Since 1996, QTAC has provided information on the number and proportion of mature age (i.e. over 25) entrants into tertiary education courses. Each year since 1996 the proportion of mature age students in education courses has increased, constituting 21.1 per cent of students in 1999. Anecdotal information provided to the QTU is that it is not unusual for these mature age teacher trainees to be aged in their thirties, forties and even fifties.

Of further note is the lack of information on what factors would:

- S lure people into teacher education courses or into other pre-vocational courses, and
- S lure people from the pool either into teaching or other forms of employment.

Briefing from Education Queensland

Education Queensland informed the QTU that it takes issue with the conclusions drawn in the ACDE report on teacher supply and demand. It claims that there are two main problems with the methodology employed by Preston in that report. One is the pupil-teacher ratios assumed by Preston in her modelling (which are drawn from the ABS). The Department prefers to use its own figures. Second, the Department believes that Preston's approach over-emphasises the reliance that Education Queensland has on graduate teacher intake to meet demand. They believe that her approach pays insufficient heed to the availability of a pool of unemployed teachers. The Department states that it has never relied exclusively on graduate numbers to meet demand. A number of other methodological criticisms were made. (Barbara Preston provided the QTU with a detailed response to the Education Queensland criticisms.)

Education Queensland has used a variety of strategies to increase the number of teachers in Queensland schools (increasing the number of *male* teachers was identified as a concern). These strategies have included:

- S teaching scholarships in areas such as maths, science, information technology and English;
- S scholarships for students from rural and remote areas who wish to be primary school teachers;
- S scholarships for Indigenous students;
- S publication and distribution of promotional materials on teaching;
- S Remote Area Teacher Education Program — this program provides assistance for Indigenous people (particularly in remote communities) to upgrade to full teacher qualifications;
- S information sessions at Queensland universities, secondary careers markets;
- S national and international advertisement;
- S website development to provide information on career opportunities;
- S use of teacher associates — these are people who have completed three years or the equivalent of a four year teaching degree who are employed in areas of high demand as teacher associates pending completion of their degree.

The QTU Survey

A survey of a sample of Queensland school principals was carried out. The survey, based on a set of open-ended response questions about staffing issues, was conducted by phone with the principals of 33 state schools in Queensland in the months of August and September, 2000. There were 14 primary schools, 15 secondary schools and 4 P-10 schools included in the survey and the schools were of differing sizes in terms of enrolment. The schools were drawn from across the state and included schools in metropolitan areas, provincial cities, small towns and remote localities. The purpose of the survey was to allow school principals to identify staffing issues of concern to them in their particular

schools and to check their responses against the information provided by Education Queensland and in various reports about teacher supply and demand.

When asked if there were any particularly “hard to staff areas” (e.g. year levels, subject areas, specialist staff, classified positions) at their school, 27 of the 33 school principals answered in the affirmative and identified at least one such staffing area in their school. All but one high school principal, 10 of 14 primary school principals and 3 of 4 P-10 principals identified a “hard to staff area”. Five of the secondary principals stated that this was a very serious concern for them, while another three identified it as a significant concern. Five primary principals identified these concerns as significant.

Key hard to staff areas for the high schools and P-10 schools were Maths/Science (identified by 13 schools), Manual Arts (identified by 9 schools). Other areas identified as hard to staff by at least two secondary principals were Home Economics, Senior English, Information Technology, LOTE, Special Education, Art, Agriculture, Hospitality Studies and Commerce/Business.

Primary school principals identified early childhood education (4 responses), LOTE (4 responses) and senior primary teachers (4 responses) as key hard to staff areas. Other areas identified by at least 2 primary principals were music and special education.

Ten of 14 primary school principals, 3 of 4 P-10 principals and 14 of 15 high school principals reported difficulties in readily accessing either supply/relief or contract teachers to replace teachers on short and medium term leave.

Three of 14 primary school principals stated that they had teachers on staff who were teaching outside of their area of training. This is obviously a much more common situation in secondary schools with 3 of 4 P-10 principals and 15 of 15 high school principals stating that there were teachers working outside of the area of their training. Six of these principals identified this as a major problem for the school and a further three as a significant problem.

Interestingly, in terms of concerns about the effects of the use of untrained staff on public perceptions of the quality of schools, six school principals said they were using staff not eligible for teacher registration (under an “authority to teach” from the BTR) to fill emergent teaching needs. Two others said they were considering this option. This means that nearly a quarter of schools surveyed were either already using or contemplating the use of unregistered teachers.

The school principals were asked to identify “the main staffing issues” at their school. The major issues identified were:

- S the *quality* of some new or relieving teachers (15 responses)
- S shortages in specific teaching areas (13 responses)
- S obtaining relieving and contract staff (7 responses)
- S ageing of teaching staff leading to turnover (5 responses)
- S lack of stability/high mobility of staff (4 responses)
- S teachers being lured to private schools (4 responses)
- S difficulties in filling promotional positions (4 responses)
- S workload/stress issues (2 responses)

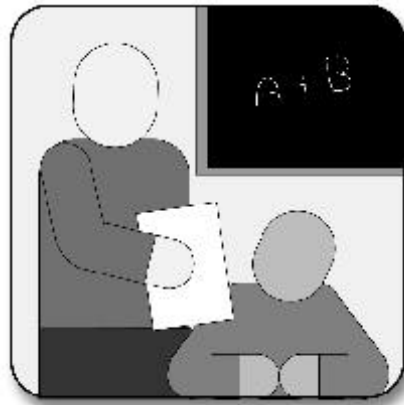
The survey results, while indicative rather than definitive, suggest that issues -such as shortages in the supply of teachers in particular subject areas are being felt across the spectrum of Queensland state schools. The severity of the problems created by these supply short-falls varies, however, and appear to be more keenly felt at this point in time in secondary schools and in schools in rural areas.

It was expected that schools in rural and remote areas would report difficulties in readily accessing teachers from the supply and contract teacher pool. The survey indicates, however, that this problem is being experienced by schools in all geographical areas in the state. Besides providing an example of a staffing problem in its own right, this result may be cause for concern in that it is often assumed that this pool of teachers will be able to be accessed in the event that graduate teacher supply is insufficient to meet needs. The survey responses may indicate that this pool is not as deep as is often assumed.

Finally, of note and concern is the concern expressed by school principals about the quality of some new or relieving teachers. This survey result provides a useful reminder that consideration of teacher supply and demand issues must consider more than just numbers. Getting people in front of classes is only part of the solution. Getting highly qualified, motivated and suitable people is even more important.



Australian Education Union
Tasmanian Branch



Teacher Supply and Demand in Tasmania

Research Report

November 2000

Robin Hull

Teacher Supply and Demand Project

Table of contents	Page
Key findings	27
Recommendations	29
Section One: Teaching Staff Projections	32
Australian and world wide problem	34
Section 2: Principals Survey – Staffing difficulties	36
Survey design and methodology	36
Learning areas which are consistently difficult to staff	37
Dealing with staffing difficulties	38
Organisation of relief teachers	38
Management of classes when relief is unavailable	39
Impact of staffing problems on teaching staff	40
Impact of staffing problems on student learning	41
Further comments and reactions to staffing difficulties	42
Section 3 Teachers’ Survey – Teaching Outside of Field	44
Survey Design and methodology	44
Survey results	45
Areas required to teach in	46
Areas trained and/or experienced to teach in	46
Support provided to teach out of field	48
Effect on morale and workload of working in an unfamiliar area	49
Effect on student learning	50
Unmet training and professional development needs	51
Section 4 Case studies of teaching staff difficulties	52
High School A	52
High School B	52
High School C	53
District High School A	54
District High School B	54
Finding staff in tough times – one school’s experience	55
References	56

Teacher Supply and Demand Project

Key findings

Below are the key findings of the AEU's Teacher Supply and Demand Project. They are not all the findings of the study.

Supply and demand projections

1. A projection of teacher supply to the year 2005 (based on 50% of teachers retiring at age 55 and 50% continuing until 65) and a resignation rate of 2.21% shows that the Department of Education will need an additional 1,170 teachers.

Learning areas difficult to staff

2. Learning areas, which are consistently difficult to staff across the state, are: maths, music (both primary and post-primary), science and information technology. There is also some difficulty in finding teachers for Materials Design and Technology (MDT) and English.
3. Some high schools have found languages other than English (LOTE) so problematic to staff that the desperate solution has been to abandon offering the subject area. Students wishing to study a LOTE enrol with Tasmanian Open Learning Service (TOLS).

Relief and short term staffing difficulties

4. 72% of principals across urban metropolitan, rural and isolated schools had encountered difficulties in finding relief teachers this year.
5. There is a grave shortage of temporary replacement teachers for term vacancies caused by various forms of leave (long service leave, maternity leave, leave without pay and leave to undertake acting positions). Some principals say this is a more critical issue than the relief teacher shortage.
6. Principals admitted to employing unqualified (11%) and partially qualified (32%) teachers in desperate attempts to combat staff shortages.
7. Principals have found significant problems with both the quantity and quality of available teachers for relief teaching and term vacancies.

Effects of staffing difficulties on schools

8. 46% of principals stated that teachers had been asked to cover classes in excess of their normal teaching load this year. The frequency varies from a few times this year to once per week. To accommodate this, teachers are, in some cases, being expected to teach over their award instructional loads of 22 for primary and 20 for secondary.
9. 39% of principals stated that the principal and other senior staff took classes when relief was not available.
10. 50% of principals stated that staffing problems and teachers teaching outside of field had impacted adversely on teacher morale.

11. 54% of principals stated that staffing shortages had impacted negatively on student learning and student behaviour.

Teaching outside of field

12. 175 teachers stated that they have been required to teach outside of their area of training and expertise. Training and professional development has generally been piecemeal and inadequate. Most of these teachers need concentrated re-training over an extended period in order to teach confidently and competently in the unfamiliar area.

13. 63% of respondents teaching outside of field said they continue to experience a number of difficulties ranging from greatly increased workload, stress and loss of self confidence.

Teacher Supply and Demand Project

Recommendations

Systemic considerations

1. That State and Federal Governments develop strategies to increase the number places in the education faculties of Universities and develop policies to encourage the more able students to fill these places.
2. That a comprehensive plan to recruit new teachers to the state teaching service in Tasmania be developed in order to take a preventative approach to teacher supply problems and make teaching more attractive as a career.
3. That conditions of service, especially those relating to pregnancy, birth, adoption, leave to care for family members and part time employment be reviewed and upgraded to Australian best practice levels.
4. That career paths be developed to ensure that teachers receive recognition for demonstrated skills and experience, and that salaries reflect the status and value of the profession to society as a whole.

Incentives

5. That special measures be provided for student teachers in areas of identified need and that a means of ensuring that they work for the Department of Education be implemented.
6. That incentives for teachers in remote and rural areas be continually reviewed and adjusted.
7. That incentives to remain in the workforce, be developed for teachers over 55 to ensure that their expertise and experience is not lost from schools through early retirement.
8. That incentives be developed to enable older teachers who have retired to salary sacrifice any relief and temporary service they may undertake, otherwise a substantial proportion of their temporary service income will be taxed at the maximum rate.
9. That pathways be created to enable qualified teachers who have left teaching (some 40%) to be able to return more easily to the teaching profession.
10. That entry into the teaching profession be facilitated through recognition of prior learning, current competence and course work for those workers wishing to change careers.

Relief teaching

11. That when no relief can be found and teachers take the classes of absent colleagues, this should be regarded as teaching not supervision.
12. That more internal school relief teacher positions be created in school cluster groups to provide an adequate supply of relief teachers.

13. That relief for teacher illness be returned to the Department as a central function because it is a variable which schools cannot control for.

Student and beginning teachers

14. That only student teachers in their final year of the Bachelor of Education or the Bachelor of Teaching be given a Limited Authority to Teach by the Teacher Registration Board.
15. That full time teachers in their first year teach a maximum instructional load of .8 and that induction and mentoring policies and strategies be developed to professionally support beginning teachers.

Teaching outside of field

16. That where teachers are required to teach outside of their area of expertise they be given comprehensive re-training/professional development programs in order to be confident and competent in the unfamiliar areas.

Teacher Supply and Demand Project

The aim of the project was to collect useful information on staffing difficulties and to focus on local experiences – the nature of the difficulties, how they are responded to, and the effect on the work of teachers and student learning. Shortages do not occur evenly some schools are generally able to fill the positions with the teachers they want, while other schools have chronic difficulties. It is the impact on these hard to staff schools that needs to be addressed. Much of the impact is not apparent at the system level, and is coped locally by: teachers teaching outside of their area of expertise, teachers taking extra classes, teachers feeling pressure not to take sick leave, student teachers or other unqualified teachers being employed to do relief, principals and others spending much valuable time trying to find relief teachers.

The study is in four parts:

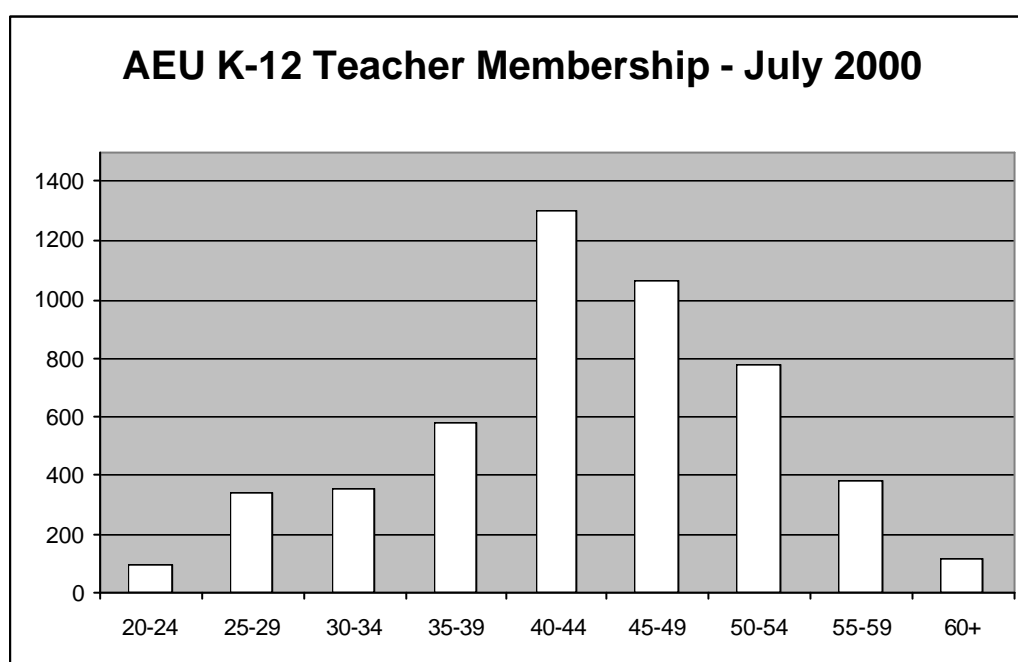
1. Statistical data about teacher age distributions, resignation and retirement rates, numbers of graduate students from the Education Faculty, University of Tasmania and student enrolment.
2. A survey of principals asking them a number of questions about staffing difficulties.
3. A survey of teachers required to teach outside of their area of expertise; how it has impacted on them and their training needs.
4. Case studies of schools currently experiencing staffing difficulties.

Section 1 Teaching staff projections

Teacher supply and demand projections

The existing teaching service is strongly skewed towards the 40 to 54 age range. Figure 1 shows that the 25 to 39 age group is approximately half the size of the older cohort. The largest group 40 to 44 reflects the average of teachers, which is 42.5. The data in figure one is based on the AEU membership database of teachers working in all schools, colleges, support schools and non-school based roles in district offices and central office.

Figure 1

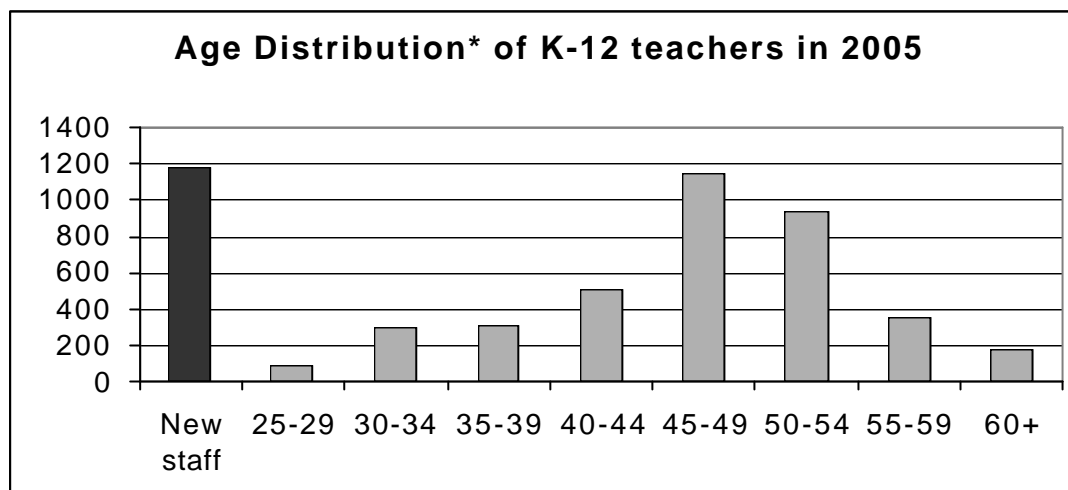


According to evidence given by Dr Martyn Forrest in the Parliamentary Estimates Committee of June 2000, the resignation rate for 1998-99 financial year was 2.21%, the retirement rate for the same year was 1.14% and that the total attrition rate was 3.55%.

This means that each year approximately 111 teachers can be expected to resign from teaching to take up another profession. Over five years the state teaching service will need additional 555 teachers to cope with resignations alone.

Questions in the Parliamentary Estimates Committee of May 2000 revealed that 250 students currently graduate from the University of Tasmania's faculty of Education each year, but the take up rate to the Government teaching service, one year after graduation, is approximately 100. Hence only 40% of education graduate find places in government schools. The other 60% find places in non-government schools, other states and territories and other countries and other professions.

Figure 2



*The above figure assumes that only 50% of teachers retire at 55 and the remaining 50% stay until they are 65.

This projection of teacher supply in 2005 shows that the Government teaching service will need over 1,100 teachers by 2005 if resignations remain at 2.21% per year and half of the current 50-59 cohort retires. At the rate of 100 new graduates entering the service each year for the next 5 years, there could be a shortfall of 600 teachers.

Even in 2000 the number of graduates entering the Department of Education is 100 per year. This is not sufficient to meet the current attrition rate of 3.55% or 175 teachers per year.

In 2001 the people known as the post war baby boomers will start reaching retirement age. By 2010 all baby boomers will be over 50 years old. This will have a profound on mass professions such teaching and nursing.

The government has finally acknowledged that there is an impending shortfall. In the Parliamentary Estimates Committee of May 2000 the Minister for Education estimated that by 2004 there will be an under supply of 27 teachers across all sectors in the Department of Education. This would appear to be a gross underestimation. The 2000 Australian Council of Deans Of Education (ACDE) *Teacher Supply and Demand to 2005* report projects, based on a net separation rate of 4.3% and 266 graduates entering teaching in Tasmania, that there will be a shortfall of 143 teachers (118 secondary and 25 primary) in Tasmania in 2005.

Tasmanian Department of Education supply and demand statistical projections were compiled in 1997. At this time the Departmental view was that the teacher separation rate would peak at 6% in 2002 and 2003, but there would be 181 graduates entering the state teaching service in 2003 and that there would be a net temporary pool of 1,914 teachers in that year to draw upon. This would result in a surplus or deficit of zero. At the time of writing the DoE 1997 projections were being updated and are expected to be available later in 2000. The AEU has been advised that the projections will be based on age distribution, retirement and resignation rates and availability of new graduates. There will be no breakdown by learning areas.

Student population trends

There was a reduction in student numbers from 1995 to 1996 which reflected in part the down turn in Tasmania's population and also a trend of middle class parents to increasingly seek out non-government education for their children. Numbers in government schools have started to climb again since 1997 as our enrolment share relative to non-government schools has continued to improve since 1997. Non-government schools have experienced declining enrolments as government school enrolments have increased.

Table 1

Enrolments in government and non-government schools In Tasmania

Year	Government School enrolments	Non-government school enrolments
1995	63,284	21,375
1996	62,776	21,406
1997	62,921	21,236
1998	62,978	21,138
1999	62,954	20,859

Data supplied by ABS Schools Australia 1995-99 Cat No 4221.0

Australian and world wide problem

The shortage crisis is not limited to Tasmania. Both New South Wales and Queensland regularly advertise for secondary teachers nationally with incentives such as paid re-location and permanent tenure. The Preston ACDE report makes it very clear that the shortage crisis is repeated in all states and territories around Australia.

Table 2

Australia, primary and secondary teacher supply and demand projections

	2000	2001	2002	2003	2004	2005
Aust Graduates Primary(Demand)	6230	7263	6761	6612	7723	8140
Aust Graduates Secondary(Demand)	4915	5799	6662	7949	8198	9077
Aust Graduates (Total Demand)	11145	13062	13423	14561	15921	17217
Aust Graduates Primary (Supply)	5635	6274	6741	7050	7165	7208
Aust Graduates Secondary (Supply)	5166	5758	6079	6148	6382	6377
Aust Graduates (Total Supply)	10801	12032	12820	13198	13547	13585
Total Teacher Shortage	-344	-1030	-603	-1363	-2374	-3632

The above table based on Preston's national data shows that by 2005 there will be a projected national shortage of over 3,600 teachers. The scramble to recruit across state/territory borders does not address the provision of appropriately qualified teachers, which ultimately determines the sustainability of the profession in the longer term.

What we are seeing in Tasmania reflects a worldwide problem where 13 out of 15 European Union states face a teacher shortage and the USA is in the grip of the biggest recruitment crisis for a generation. New Zealand is marketing its vacancies throughout the English speaking world, and even Canada which has some of the highest paid teachers on the planet, cannot always fill its maths and science positions. In the United Kingdom the large scale importation of young, English-speaking teachers from Australia, New Zealand, Canada and South Africa is providing a short-term solution to the teacher staffing crisis. The teacher agency, TimePlan, has according to the time Educational Supplement been on recruiting trips abroad for staff with half a dozen local authorities, and another 20 in the pipeline.

There is a wider set of issues demonstrating that teaching as a profession is not considered as attractive as other professions for young talented people making career choices. Education all over the world is struggling to compete, and while the Tasmanian government has made a start with it's the introduction of Teacher Registration, it still has a long way to go if Tasmania is to compete in the international race to recruit.

The Australian Senate Employment, Education and Training References Committee report *A Class Act* (1998) makes it clear that a range of measures are needed to redeem the teaching profession and re-energise the teaching profession.

Any general measures directed to making teaching a more attractive career prospect will improve the status of the teaching profession and the morale of teachers. Such measures will have a direct impact, for example by improving salary and career structures, and an indirect impact, for example by encouraging existing teachers to paint a more positive picture of a teaching career to prospective candidates, rather than dissuading their brightest students from considering it, as it now often the case. Such general measures should also assist in reducing the number of teachers leaving the profession. Current separation rates reflect low morale within the profession. (p. 176)

Section 2 Principal's Survey – Staffing Difficulties

Survey design and methodology

In July 2000 a survey was sent to all school/college principals asking them about staffing difficulties, the organisation of relief teachers, management of classes when relief is unavailable, the impact of staffing problems on student learning and teacher morale, and for any general comments affecting their schools at that particular time.

The survey was accompanied by a letter explaining that the object of the project was to collect useful information on staffing difficulties and to focus on local experiences – the nature of the difficulties, how they are responded to, and the effect on the work of teachers and student learning.

The covering letter also stated that case studies of particular schools would be prepared

Responses were received from 123 schools. There are 221 schools in Tasmania in 2000, so responses in fact came from 56% of all schools in the state. The response rate from district high schools was by far the highest at 74%, indicative of the staffing difficulties they face as the only school centre in rural and remote communities. However, the responses from 56% of primary schools and 58% of high schools represent a good cross section of views in these sectors. The small number of responses from colleges and special schools cannot be viewed as representative.

Table 3
Response Rate by School Type

School Type	Frequency	%
Primary Schools	80	56%
District High Schools	20	74%
High Schools	18	58%
Colleges	2	25%
Special Schools	3	23%
Total	123	56%

Table 4
Response Rate by District

District	% Responses	% Schools
Arthur	18	15
Barrington	4	12
Bowen	16	14
Derwent	16	15
Esk	31	28
Hartz	15	16
	100	100

There was a good spread of responses across all education districts in the state except the Barrington District, a small rural district based around Devonport. On this basis the survey picked up both rural and isolated schools and urban and suburban schools in Launceston and Hobart.

Learning areas which are consistently difficult to staff

Post primary schools

Significantly 100% of the post-primary schools indicated that there was at least one learning area where they were experiencing consistent or long term problems finding staff. Not a single principal said 'none' or it that this has not yet been a problem. Areas, which were most commonly cited as being consistently difficult to find appropriately qualified staff for colleges, high schools and district highs were:

- Maths 56%
- Science 49%
- Information Technology 23%
- Music 21%
- Materials, Design and Technology MDT 15%
- English 13%

Staffing of LOTE has been so problematic in some post-primary schools that it is no longer offered. Students wishing to pursue LOTE as an option beyond primary school must enrol through the Tasmanian Open Learning Service (TOLS).

Other difficult to staff areas mentioned include:

LOTE, speech and drama, middle schooling, SOSE, home economics and physical education.

Some schools stated that the staffing varies from year to year and that all subject areas can be difficult to fill at certain times.

Primary schools

Slightly less than half of primary principals indicated they were experiencing consistent problems locating appropriately qualified staff. Twenty six percent of principals said they had not faced problems yet. The remaining 29% did not respond to this question.

- Difficulty in finding teachers for certain areas 46%
- No difficulty at this stage in finding teachers 26%
- No response 29%

The most commonly cited area of difficulty was finding specialists who were qualified to teach their subject areas.

- Specialist teachers in primary schools (includes: art, flying start, LOTE, library, music, physical education and speech and drama) 24% of all primary respondents.
- Music 14% of all primary respondents.

Other areas cited include early childhood and particular year levels. Some schools stated that all areas can be difficult to staff.

Dealing with staffing difficulties

Eighty one percent of school principals stated they had brought staffing difficulties to the attention of their district office. Principals indicated that the district office response was helpful and supportive, but that this cannot compensate for a restricted supply.

Seventy three of post primary principals (college, high and district high) stated that they have teachers teaching outside of field in their school. Each school with teachers teaching outside of field had between one and ten teachers in this situation.

Eight percent of primary principals stated they had teachers teaching outside of field.

Organisation of relief teachers

Seventy two percent of school principals stated they had encountered difficulties in finding relief teachers this year. This problem is not restricted to rural and remote schools. Suburban and inner city schools in Launceston and Hobart are now feeling the pressure of a lack of relief teachers.

One respondent from a primary school close to the city in Hobart stated:

- *An inner city school and not being able to get relief when required seems extraordinary!! Having to cover for sick staff puts extra pressure on everyone.*

A suburban primary school in Hobart spoke of 2000 as being the first year in which real difficulties have been encountered in finding capable relief teachers.

- *2000 is probably the first year there has been real difficulty in getting suitable relief teachers. It is not just a matter of having 'qualified' teachers 'qualified' does not mean necessarily 'quality'*

Eleven percent of all principals indicated they had employed unqualified people to provide relief.

- *We always attempt to engage qualified staff even through they may not prefer the grade level allocated.*
- *Have used teacher assistants to supervise occasionally. We have had a few bad experiences with people who did not cope due to inexperience or lack of qualifications.*
- *I am very concerned about the lack of teaching qualifications of some relief 'teachers'. I had two people apply for a teaching position at my school citing their relief experience – supervision – as teaching experience. Neither had any knowledge or understanding of assessment and reporting procedures, curriculum development or behaviour management techniques and would have required very extensive support in effect a Dip Ed or similar 'on the cheap'. I believe that his approach and perception that teaching is simply supervision, cheapens our profession.*

The employment of student teachers for relief teaching is widespread with 32% of principals stating they have used student teachers this year to provide relief.

- *We sought permission to include an almost qualified teacher because she could respond effectively at short notice. She is not called before other avenues are exhausted.*

All schools on the West Coast – Mountain Heights, Strahan Primary, Zeehan Primary and Rosebery District High School have all been given supernumerary relief teacher allocations to help redress the lack of available teachers on the west coast.

Schools were asked whether they had been given management factors to compensate for staffing difficulties. Six schools apart from those named in the previous paragraph indicated they had been given a management factor to compensate for being a small, isolated or difficult to staff school, and while the additional resource could be used for providing relief it was not specifically for this purpose.

Management of classes when relief is unavailable

Schools were asked how they managed to staff classes this year (up until July) when relief teachers could be found.

Fifty-seven (46%) principals said that teachers have been asked to cover classes in excess of normal teaching load this year. Respondents were asked how frequently teachers were expected to teach classes in excess of their timetabled load. Responses varied from a few times this year to two or three times per month to once per week. Thirty-one (25%) principals said that teachers have never been asked to teach in excess of their load.

Forty-eight (39%) respondents stated that the principal and other senior staff took classes when relief was not available. Six primary principals stated that specialist teachers such as flying start, library and speech and drama are redeployed onto the class of an absent teacher when relief cannot be found. One school stated that teachers without a full load are 'topped up', and another school stated that they use teacher aides to assist more in class when relief cannot be found.

Twenty-seven (22%) schools said they had had to re-locate students temporarily to other classes this year when relief was not available. Sixty (49%) schools said they had never had to resort to this practice.

In order to overcome relief difficulties, 27 (22%) schools said that teachers this year have had to supervise two classes at the same time.

Sixty-four (52%) of principals said they had never asked teachers to supervise two classes at the same time.

Sixteen (13%) principals said that this year they had to cancel classes and amalgamate with other classes. Seventy-three (59%) had never had to do this year.

Impact of staffing problems on teaching staff

In response to the question asking about the impact of staffing difficulties on teachers, 62 (50%) principals stated that problems related to teachers teaching outside of field and lack of relief impact adversely on teacher morale and workload in their school. Thirty three (27%) principals stated that this issue was either not applicable to their school or the impact was only minimal. The remaining 23% of principals did not answer this question.

Thirty five of the 62 principals spoke generally about how staffing difficulties affected workload, increased teacher stress and reduced non-instructional planning time of teaching staff.

- *It means teachers lose their 22 hour contact entitlement.*
- *Adds to stress, especially in a Category A [low socio-economic] school: tends to lower morale and question departmental priorities.*
- *It is already a difficult place to work. Staff are generally flexible but staff shortages make things harder and therefore potentially more stressful.*
- *The assistant principal who engages relief is constantly under pressure – phone calls and time spent are huge and a great impost.*
- *Heavy workload for subject teachers. Pressure from parents/students to change classes – affects morale of principal.*
- *Vastly increased workload and stress.*
- *Workload is significantly increased – more time required to prepare materials and background reading to develop confidence. This means less time available for other classes in preparing their work and marking etc. Increased stress.*

Fifteen of the 62 principals who believed staffing difficulties had impacted negatively, stated that as a result of shortages of relief, teachers were coming to work when ill and were reluctant to engage in professional development activities requiring relief.

Feeling of isolation and professional development often not attended because teachers are aware of the difficulty of gaining “good” relief.

- *Teachers worry about taking sick leave. They feel guilty attending professional development which ties up relief teachers who then aren't available for sick relief. Senior staff become distracted and can't attend to behaviour management etc. when on class.*
- *The lack of, or difficulty in getting relief staff can often mean that staff may come to work when they are ill rather than have their teaching program disrupted.*

Eleven of the 62 principals expressed concern about teachers who are teaching outside of their area of expertise.

- *The previous specialist resigned after one term citing stress. She had to teach music, PE and library at Strahan and music and library at Zeehan. She was not trained in music, PE or library.*
- *Teachers teaching outside of their field are a cause of stress which we try to monitor and support internally.*
- *Teachers teaching out of area lack the background and confidence to meet the needs of their students and satisfy their own expectations. Teaching becomes a very difficult and stressful experience.*
- *Teaching out of area adds disproportionately to a teacher load – creates anxiety – students unsettled – affects the whole organisation.*

Impact of staffing problems on student learning

Sixty six (54%) principals stated that staffing shortages had impacted negatively on student learning and student behaviour. Their view of this impact ranged from students experiencing moderate to considerable disruption of the learning program. Twenty five principals (20%) stated that it was not applicable to their school, not an issue or that the impact was minimal. The remaining 32 (26%) principals did not respond to the question.

The sixty six principals who described the impact of staffing problems on student learning, spoke of learning programs becoming disjointed, assessment and monitoring fragmented and students whose behaviour was already of concern, ‘acting up’ because disruption to the routine was difficult for them to accommodate. Overall principals emphasised that students lose out when relief staff and appropriately qualified short and long term staff appointments cannot be found.

- *When classes are combined it is highly difficult to have a valuable educational session ie. grades 2 and 6 together. The scope and potential is too diverse.*
- *Despite best efforts an untrained teacher/teacher out of area cannot provide a quality educational program when they use all their effort to stay one step ahead of the students in their classes.*
- *Students needs are not met. They do not enjoy their work and motivation and achievement levels decrease.*
- *Behavioural problems can occur if students perceive a teacher is uncertain of subject matter or particular teaching methodologies.*
- *When a teacher cannot be found with suitable expertise the quality of student learning is affected negatively.*
- *Student behaviour in particular becomes worse. At the moment we have a first year teacher qualified in early childhood teaching who is teaching a grade 8 SOSE class. This is a big ask.*

- *Students do not get a fair deal. They should be taught by experts in their field who can draw on their knowledge and not teach a narrow focus.*
- *A pool of quality relief available in the Huon would enhance student learning dramatically. The future looks grim for relief staff in term II – longer term than usual.*

Further comments and reactions to staffing difficulties

Respondents were asked if they had any additional comments to make about staffing difficulties. Eighty (65%) principals responded with further views about teacher supply and demand.

Shortage of temporary replacement teachers

Fifteen (12%) principals expressed considerable concern about difficulty filling term vacancies of longer than three weeks but shorter than 12 months. Some stressed that finding suitably qualified staff for vacancies of one or two terms when permanent teachers are on various forms of leave – long service, maternity, workers compensation, leave to take acting promotion positions or leave without pay – can prove to be even more difficult than finding relief teachers.

- *At the end of term II 2000 I was looking for a maths/science teacher. At the same time, Huonville, Rosetta, Oatlands and Claremont College were all looking for the same person. Why would one choose to drive to Bothwell? Unfortunately 'we ain't seen nothing yet!' where are the future teachers in these hard to get areas for the future when the baby boomers retire? You don't have to be a rocket scientist to see the looming disaster.*
- *Our biggest issue is finding suitable staff for long-term relief eg. long service leave and maternity leave.*
- *Principals now seem to do most if not all recruiting of replacement teachers. Up to date data bases at District Offices not happening. Greatest frustration is the timing of acting appointments particularly in promoted positions. The problem for schools trying to replace staff who are successful in an acting position can cause significant problems and potential disruption for students and parents.*
- *If a class teacher left tomorrow I know a suitable replacement would be impossible to find at this stage of the year.*

Shortage of relief teachers

Fifteen principals (12%) said that the relief teacher shortage has become apparent not only in rural communities but also in urban metropolitan areas. When the pool of available relief teachers diminishes both teacher quality and teacher qualifications become an issue. Shortages had led to the employment of considerably less capable and competent teachers. Unqualified people are applying for and in some cases undertaking relief teacher work.

These comments come from principals of primary schools in Hobart.

- *We are experiencing a teacher shortage! This morning 20 July we rang 42 people seeking relief.*

- *Is the lack of relief teachers the real beginning of the looming staff shortages? The most effective ones are generally in temporary positions replacing teachers on leave etc. Their effectiveness on relief work brings them to the notice of principals looking for people to replace staff on leave. This has pushed the real impact of teacher shortages 'down the line' and we are left with fewer relief teachers and also often less effective people or those with less generalised or sought after skills.*
- *2000 is probably the first year there has been real difficulty in getting suitable relief teachers.*

Need for a strategic approach to teacher supply

Twenty three principals expressed a range of concerns about teacher supply demand. These respondents felt that if the teacher supply issue is not addressed by long term planning it will worsen.

- *If the Department does not take a pro-active approach to recruiting teachers in all areas and particularly in maths/science/information technology then there is a the very real possibility that over the next 2/3 years a majority of classes in these subjects will be taught by 'unqualified' teachers.*
- *There is no long term strategy to*
 - retrain teachers in new areas;*
 - recruit teachers;*
 - identify future needs/trends.*
- *I believe this is just the start of the difficulties we are going to face in the next few years due to the teacher shortage. The impact on schools is going to be significant.*

Proposed solutions to teacher supply

Eleven (9%) principals suggested a range of short and long term solutions to teacher supply problems. These ranged from:

- *The reintroduction of studentships with a bonding period;*
- *The allocation of permanent supernumerary relief staff to cluster groups of schools similar to model used on the west coast;*
- *Incentives to attract relief teachers to schools more than 65 kilometres from city centres.*
- *Returning school based relief for teacher illness to the centre as a central function because illness is not a variable that can be equated with a formula.*

Other issues

Seven principals expressed concerns about the pressures and workload incurred in small schools. Greater proportions of teachers teach outside of their field. Class teachers take on additional responsibilities constantly in varying roles and principals spend more time taking classes of absent teachers.

The remaining ten principals who commented in this section stated that their schools had not been significantly affected at this stage, but were aware of difficulties experienced by other schools.

Section 3

Teachers' Survey – Teaching Outside of Field

Literature review

In 1999 a survey of science teaching in high and district high schools was undertaken by the then Principal Education Officer (Science). The survey found that 37% of high school and 21% of district high school teachers lacked satisfactory academic or professional qualifications in science. A teacher was deemed to be academically qualified to teach secondary science if they had a degree in science, a degree in education with at least two years of academic study in science, or an equivalent tertiary qualification. A teacher was deemed to be professionally qualified to teach secondary science if they had completed at least one year of tertiary studies focussed on the teaching of science.

A 1996 survey of Tasmanian teachers of English in high schools and district high schools asked teachers to identify their first and second area of teaching specialisation. "Zero" specialisation was given when English was not identified as either a first or second specialisation. The survey results demonstrated that 22% of teachers of English had no training in the learning area.

It is of significant concern that so many teachers are teaching science and English with no tertiary specialisation in the subject areas. Effective science and English teaching requires specialist knowledge and skill. Without a sound understanding of the theories and pedagogies of these learning areas, non-specialist teachers will find it very difficult to take on the ideas and requirements of current curriculum documents.

Survey design and methodology

In July 2000 a survey was sent to all AEU representatives in school and colleges who were asked to pass the questionnaire onto teachers in their school/college who are teaching outside of their field of expertise. The survey specifically asked teachers whether they were required to teach outside of their area. Definite, though unstated pressure is sometimes applied, rather than a formal directive, to coerce teachers to take on an unfamiliar teaching field. As one respondent expressed it:

- *No formal training in LOTE teaching. I have not been formally 'instructed' to take French class but peer and administrative pressure to 'help out' or 'do a favour' can actually be more powerful and difficult to refuse than a directive. In my long experience, teachers usually have this type of pressure applied when being 'asked' to teach in an unfamiliar area.*

The survey was not directed towards teachers who have voluntarily or actively sought teaching in another field different from their area of pre-service training in order to enrich their professional lives or enhance their career prospects.

The survey was accompanied by a letter explaining that the object of the project was to collect useful information on staffing difficulties and to focus on local experiences – the nature of the difficulties, how they are responded to, and the effect on the work of teachers and student learning.

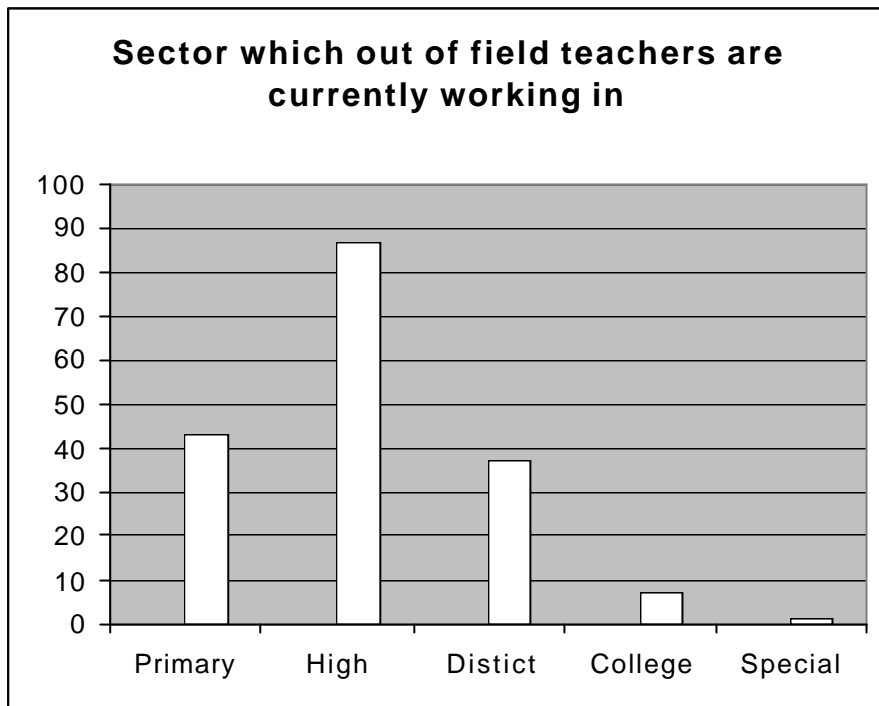


Figure 3

Survey results

One hundred and seventy five teachers from 75 schools across all education districts in Tasmania stated that they were teaching outside of their field of expertise. Figure 1 on page 10 shows that out of field teachers who responded to the survey are predominantly working in high schools.

The majority of out of field teachers are in the largest age group 40 to 50, which reflects the average of teachers.

Figure 4

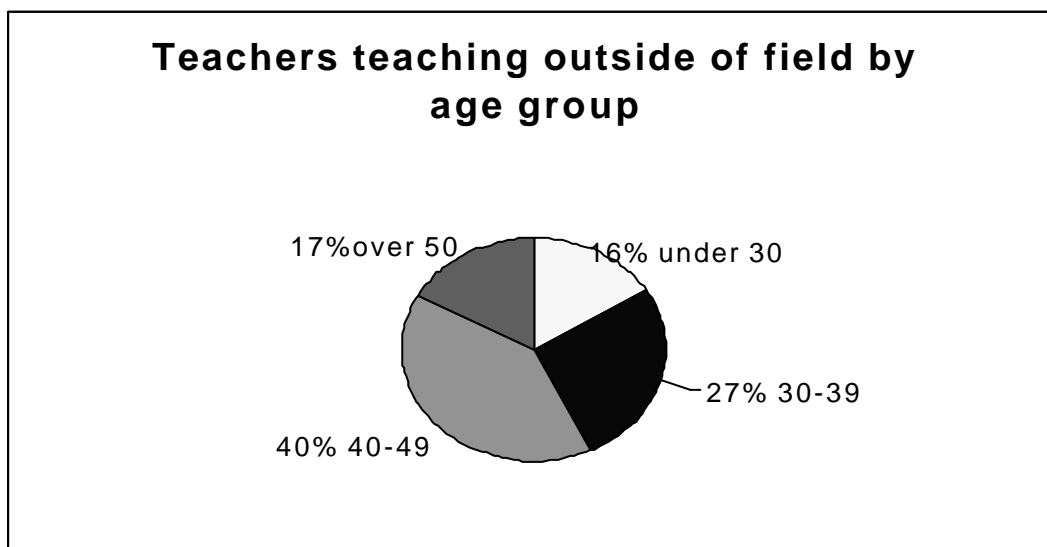
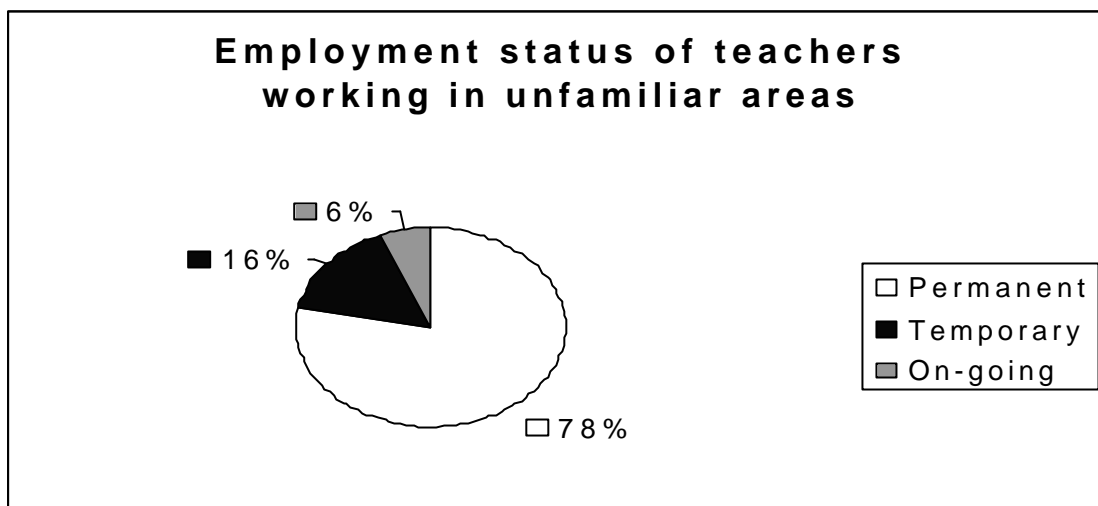


Figure 5



Nearly one quarter (22%) of teachers working out of field do not have permanent status. This proportion is higher than the total proportion of temporary teachers in the teaching service, which Minister Wriedt described in the Parliamentary Estimates Committee of May 2000 as 14.5%. Temporary teachers are likely to agree to teach any area in order to retain employment.

Areas required to teach in

Areas which respondents have been required to teach in and the number of respondents citing them include:

- Maths 31
- Science 16
- Information Technology 16
- English 16
- Primary Education 15
- Early Childhood Education 14
- SOSE 14
- Special education, inclusion support 13
- Physical Education and Health 10
- LOTE 9
- Music 6
- Flying Start 5
- MDT 5
- Other areas include: agriculture, art, business studies, child studies, driver education, electronics, food technology, home economics, library, sex education, speech and drama, swimming, work studies and VET subjects.

Areas trained and/or experienced to teach in

- Primary education 25
- Early childhood education 24

- Art 17
- English + other subject area 17
- Materials Design and Technology 16
- Physical Education and Health 16
- Home Economics 15
- SOSE + other subject area 8
- Maths + other subject area 8
- LOTE 7
- Science + other subject area 5
- Music 4
- Business studies 4
- Other areas mentioned include English as a second language, counselling, history, geography, psychology, sociology, speech and drama and library.

Comparisons of the areas of expertise versus the area in which the teachers are teaching show some trends and patterns emerging. Clearly there is insufficient numbers of qualified teachers in certain at risk subject areas such as maths, science and information technology, to meet the demand for tuition in these subjects. Consequently teachers who do not have the pre-service background theory and knowledge have been asked to teach unfamiliar subjects.

In the area of special education and students with disabilities, teachers have for some time been asked to provide learning programs to students without any background knowledge, understanding or professional development in relation to the specific disability or educational outcomes that might be reasonably be expected from such a student. Prior to the inclusion of students with disabilities in schools, special education was once regarded as an area of expertise where it was considered appropriate to hold a graduate diploma in special education.

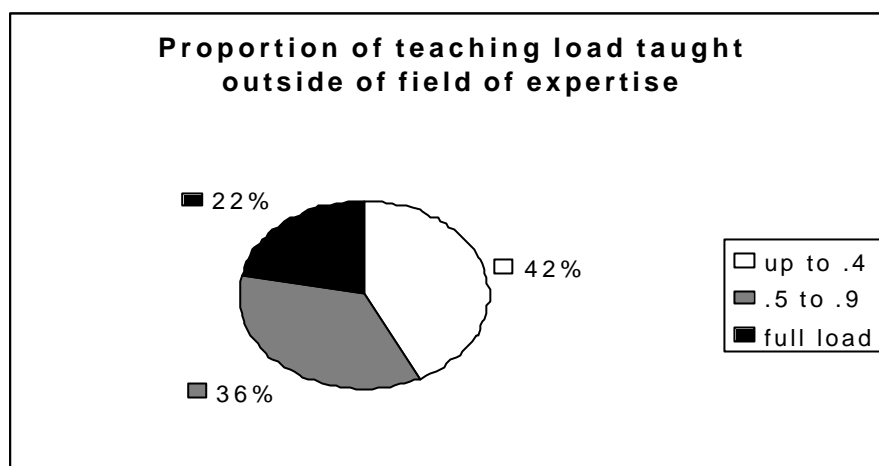
Flying Start in primary schools has suffered in recent years from the withdrawal of leadership at the centre and lack of on-going training for new teachers coming into this area.

In the post-primary area teachers of art, home economics, physical education English and materials design and technology were most frequently asked to teach outside of their area of training. Home economics and MDT were once compulsory gender based subjects; the former exclusively taken by girls and the latter exclusively taken by boys. To some extent, changes in society and culture of students have led them away from these subjects towards non-gendered areas of study. Both girls and boys are choosing alternative subjects.

Teachers who did their pre-service education in art tended to only have this one teaching area because of the nature of their university course – a degree in visual art plus a diploma of education. Art is only one subject in the arts learning area along with drama, music and media studies. Home economics and MDT have to an extent also been single specialities.

In other areas it is less clear why teachers should be required to teach in areas different from their area of preference. In early childhood, primary education, English and SOSE it seems that there could be better matching of teachers with learning areas and school needs.

Figure 6



The above figure shows that 42% of teachers working in out of field have .4 or less of their teaching load in the unfamiliar area. Given that the survey did not ask whether the respondents were full time or part time, this may in some cases be their whole instructional load. Fifty eight percent of teachers who are required to teach outside of area are teaching more than .5 in the area which they were not trained to teach in. Almost one quarter of respondents (22%) were teaching full time in an area which they do not have the expertise to teach in.

Support provided to teach out of field

Teachers were asked what support they had been given in order to be able to teach the unfamiliar area more effectively.

35 (20%) teachers said they had received no support and assistance whatsoever.

61 (35%) teachers had received collegial support. This support varied in level and quality. Teaching colleagues were frequently over worked and have minimal time to assist. In some schools formal arrangements involving time off class, visits to other classes, team teaching and assistance with resources were implemented.

- *Close working relationship with teaching partner, time off class and regular progress meetings.*
- *Very supportive – given time off work to work with another teacher in the area out of school. Staff within the school very supportive.*
- *Colleagues helping out of the goodness of their hearts! Colleagues are NOT paid to help I this respect and are, in fact, often quite burdened. Giving up their own time to help.*
- *Initially little. Have now a mentor. He helps with work to be done (when he has time). I have had two lessons off to look at other science classes in action.*

A further 66 (38%) teachers stated that they had received some professional development. This has varied from a half day to more on-going support. Some indicated that they undertook the three day Educational programs Branch course “Teaching in a New Learning Area” at the beginning of the year. Some teachers on the north-west coast expressed concern that the course was cancelled in that area.

However, the retraining, professional learning and extra time needed to plan and come to grips with the new subject matter has rarely been available.

- *During the last 18 months I have had extensive PD (INISSS Program).*
- *Some PD. Completed four modules in computing.*
- *Half day of PD out of class, rest in own time at home. Copies of software provided etc.*
- *I have been involved with a lot of PD in the VET area and have gained support by attending these. Note the funding of these programs allows for this PD.*
- *Professional development seminar run by professional learning services – ongoing support from Letitia House – however, recognition of need for extra time to plan etc., is not obvious at the school level.*

Effect of on morale and workload of working in an unfamiliar area

Teachers were asked about the effect of teaching outside of area on their morale and workload.

Sixty-one (35%) stated they had enjoyed the challenge and extended their skills although they recognised that their workload had increased significantly.

- *Extended my skills. Happy to be where I am, but it would be nice to have a year in the area at which I'm trained.*
- *It has increased my confidence in my abilities and made me a more adaptable teacher. My workload is high.*
- *I enjoy it. I like the challenge and I'm happy to broaden my skills. Organisation and resources has made a big impact on workload (increase).*
- *I'm comfortable with the out of field teaching and would like to continue working in the early childhood area.*

One hundred and eleven (63%) teachers stated that they have experienced and continue to experience a number of difficulties, ranging from massively increased workload, stress, loss of self-confidence and feelings of inadequacy.

- *Very stressful. Huge increase in preparation time. Consequently all marking is done at home and some preparation. Lack of solid subject background means an inability to talk/discuss issues to any great depth in class.*
- *Feel snowed under. Out of area planning and assessment takes disproportionate amount of time. Less time for planning in area (ie. French). Feel frustrated. Also as part-time teacher I am suing a LOT of my time off to plan and assess.*
- *Increased lack of self-confidence with relation to subject areas; eg. Maths Science, also behaviour management. Increased workload in order to add to, change and update skills.*
- *Have had to visit a doctor for stress. Also a counsellor for the same reason. Home life has also been affected.*

Effect on student learning

Ninety eight (56%) teachers felt there was no significantly detrimental effect to student learning. Although some of these teachers expressed reservations about their lack of depth of subject knowledge, they felt through their preparation and enthusiasm, the effect on student learning had, hopefully, been minimal. Some teachers had received strong support in their school and expressed a desire to stay in the new field.

I believe that students can benefit from contact from a variety of people with a variety of backgrounds and perspectives. The question is – does the person have the depth of background to teach this subject, the relevant strategies for the delivery and the support of PD?

- *Students have not been affected unduly. Top achievers may not be fully extended.*
- *I suppose they may not have had the best quality English instruction. Hopefully, they have not suffered too much. I have tried hard to give quality instruction.*
- *The early childhood area is something I want to continue with. I'm getting plenty of support and professional development so the effect on student learning is positive.*

Seventy teachers (40%) felt that students were not receiving the level of expertise they have a right to receive. These teachers were not confident they had the breadth and depth of knowledge to teach certain topics thoroughly. Student learning had been adversely affected.

- *I feel students haven't learnt as good as computer skills as they would have with a trained teacher. I am currently teaching Publisher and have no idea how to.*
- *The teaching (despite my best efforts) is not to the same standard as a teacher trained in the area.*
- *Different student learning styles are not being met. Students' knowledge of topics studied is superficial –no real in-depth analysis takes place beyond what materials have been*

prepared for that particular lesson. Most learning/lessons involve the use of handouts because I need something to work from!

- *I feel the students don't benefit at all. Their time is wasted and so is mine.*

Unmet training and professional development needs

Teachers were asked whether they had any unmet training or professional development needs and how their needs could be best met.

Only 14 (8%) of respondents felt that they had no further training or professional development needs in their out of field learning area. The overwhelmingly major of respondents (77%) felt they had never been given the time, retraining and professional learning to understand the unfamiliar area and be able to assimilate the learning into meaningful classroom programs. Teachers have called for more concentrated training and professional development courses of longer duration than one day and the provision of relief to attend during school time.

- *Much more time on IT computers. There are simply not enough hours in a day to become proficient when there is so much else to do.*
- *Teachers are expected to take on out of area classes with only a minimum or warning. Very little information, apart from the curriculum and some suggested topics of study are given to them. A few hours retraining with an experienced teacher would help.*
- *Recognition of increased pressure and workload when teaching out of area and sharing classes with other teachers. Reduced contact time to allow adequate planning.*
- *If the Department would like a more flexible teaching staff they have to be prepared to pay for it, eg. team teaching situations, professional development and 'student-teacher' observation time, etc. all parties must be happy with the situation!*
- *Relevant and real retraining – not some airy fairy touchy feely day session to get our grievances off your chest.*
- *If I am to continue in this area I need teaching skills for LOTE plus a course in language content..*

Other teachers expressed a desire to be retained in the areas where they are qualified and experienced.

Clearly, no serious attempt is made within the system to retrain teachers who are required to teach outside of their field. Teachers who have been asked to teach in an unfamiliar area need an intensive, dedicated course of study. For example, the Western Australian Department of Education recently retrained 25 teachers to enable them to teach maths a similar area of shortage to Tasmania. Each teacher was given a ten week training course prior to any expectation that they teach maths in the classroom.

Section 4

Case studies of teaching staff difficulties

Case Study 1

High School A

The school is located in a town of declining population, drawing part of their intake from a housing commission area. Overall the school has a relatively high economic needs index in an area which has proportionality the highest unemployment in Tasmania. A number of the school's parents have social, emotional and financial problems.

On one Monday in August 2000 three staff were off sick. It was impossible to find any relief teachers from the relief teacher agency, so existing staff had to teach additional classes during that week. The principal and the two assistant principals take whatever classes of absent sick teachers they can, then any staff member who is under the award maximum load picks up a supervision. Every effort is made not to breach the award, nevertheless, every staff member does an average of one supervision of 50 minutes per week.

This year the situation with regard to shortages of staff has reached crisis point. The temporary teacher register is out of date. In filling term vacancies it is down to 'teachers of last resort' ie. those who are enrolled for their Bachelor of Education degree externally but have failed their practice teaching sessions.

If a teacher leaves in mid-year it can prove impossible to find a qualified teacher to replace them. A recent advertisement in all the Tasmanian newspapers was totally ineffectual in finding a qualified teacher in English and drama from mid-year until the end of the year. A person with an English and drama background but no teaching qualifications has been employed at the present moment. Other teachers who are assisting and supporting this person are having their workload added to considerably and being placed under enormous stress.

Recently the school was again forced to make the difficult decision to drop LOTE from the school curriculum following the resignation of the school's LOTE teacher. This is the second time in three years that the LOTE program has been abandoned because of a critically short LOTE resource in this area. A great deal of Federal Government money has been spent implementing LOTE in the associated primary schools but unfortunately when these students reach high school the program cannot be sustained.

Case study 2

High school B

The school is located in a small country town with a high incidence of unemployment and rural poverty.

Mid term vacancies until the end of the year are very difficult to fill. The situation has become tighter. There is a reduction in the numbers of teachers available compared with previous years. A teacher of maths/science resigned mid year because of a family issue. The temporary teacher register was out of date. By the middle of the year teachers have been chosen by the private sector or have left Tasmania for the mainland or overseas. The remaining teachers on the register are those who have experienced difficulties with the quality of their teaching in other schools and could not be considered without bringing disrepute to the school. After an advertisement was placed in all daily newspapers a qualified

technology (not maths/science) teacher was found. At the end of second term another maths/science teacher is going on long service leave. The school is hoping to employ a teacher in their fourth or fifth year of pre-service study. If this is not possible the school will be in dire circumstances.

There is a small group of relief teachers in the area. There are some days, particularly in second term when illness rates are high in the school community are so high that it is impossible to engage a relief teacher for the day. Students who are enrolled externally in the Bachelor of Education in their third and fourth year are used for relief teaching. Finding relief teachers can be very time consuming. It is necessary to start phoning at 7.00 a.m.

With regard to general staffing; maths, science and music positions are difficult to fill. LOTE is impossible. The school has not offered LOTE in grade 7 and 8 from 2000. Students wishing to study a LOTE in years 9 and 10 must enrol with the Tasmanian Opening Learning Service (TOLS).

Case study 3

High School C

This high school is located in a remote rural area.

All staffing vacancies present problems when they occur throughout the year. The school principal believes that as much as possible needs to be done to fill all known vacancies arising throughout the year from various forms of leave eg. long service and maternity leave before the start of the school year.

Recently the replacement teacher for a staff member on leave presented with a medical certificate and disappeared. If a teacher is not from the local pool of emergency relief teachers then they are likely to vacate the area soon after arrival. Teachers who come from urban areas tend to be those with problems and a range of emotional 'baggage'. The principal suggests that there needs to be better advance planning for term vacancies. Known vacancies arising during the year can be advertised at the end of the previous year. A number of young pre-service graduates are prepared to wait for job offers, but when nothing arises go to the mainland.

The school does not have a qualified information technology (IT) teacher. An IT graduate who had received a scholarship from the state government was appointed at the beginning of the year. The scholarship holder went to the mainland and found employment not long after the school year started, leaving the school in the lurch. There is no system of bonding scholarship holders to teaching in the state government service so the graduate did not have to serve a particular length of time with the state teaching service. Subsequently, an MDT teacher on staff agreed to take responsibility for IT at the school.

Two teachers are working towards completion of their pre-service education. A teacher in his third year, external, of the Bachelor of Education pre-service degree teaches music in the school and one of the relief teachers who commenced work with the school this year is in his first year of the Bachelor of Education degree.

Case study 4

District High School A

The school is located in town in a remote isolated part of the state.

Short term vacancies are extremely difficulty to fill. One teacher who is pregnant will leave at the end of second term. Next year one of the assistant principals is going on long service leave. Both of these vacancies will create problems. The school will have to advertise. Possibly there will not be anyone interested. The best hope of filling the non-promoted position is with a pre-service teacher in their forth or fifth year or with a teacher from Victoria.

The school has an overquota teacher centrally supplied for relief purposes only, which is essential due to the remoteness of the town. However, prior to amalgamation of the primary school and high school into one district high school catering for kindergarten to year 12, two over quota relief teachers (one for the high school and one for the primary school) were available. This reduction has led to greater difficulties with relief provision this year. The school can only use a relief teacher for a block of time and accommodate them in their visitor's flat. Daily relief from out of town is impossible as the distance is too far and the cost of petrol is too much to justify one day's work. There are two people in the town with degrees but no teaching qualifications who are also employed by the school to provide relief.

Shortages are compounded in this isolated area because of a lack of attractiveness. Invariably, teachers are socially isolated and subjected to higher costs of living. These costs are only partially offset by an isolation allowance. Staffing schools in these areas would be made more attractive by incentives for transferring to this school. The AEU is currently working with the Department of Education to implement an incentives packages from 2001 onwards.

Teacher accommodation has been run down year by year and has reached the point where some allocation is substandard and other houses are barely fit for habitation. The budget allocation for maintenance was devolved to schools from central funding some years ago. This is inadequate for the maintenance, let alone for upgrading of accommodation. In order to ensure quality teacher housing in the town, a major and immediate injection of funding is necessary, coupled with an increase in the annual allocation for maintenance.

Case study 5

District High School B

A district high school in a rural location

The school principal sees the teacher supply issue as having become worse very quickly. At the end of last year he spent days trying to find teaching staff. During the 2000 year, finding staff for three short term vacancies which arose through leave without pay, a promotion and maternity leave has been even more problematic and frustrating. The school began casting around at the end of first term and working with the District Office to replace a teacher in the middle school area who was due to go on maternity leave on 14 August. They were hoping to attract a university student from the forth year of the Bachelor of Education degree, but no-one was forthcoming. In the end, additional funding was provided through the District Office to employ teacher assistants to take the classes of the teacher on leave.

Because of the staffing difficulties, staff at the school work hard to keep up morale. Senior staff pick up additional classes when relief teachers cannot be found. However with the principal fears that with the deteriorating staffing situation goodwill is becoming threatened and will eventually run out.

Case study 6

Finding staff in tough times (one school's experience)

Finding suitably qualified staff to fill vacancies, which arise mid year, can be both time consuming, frustrating and sometimes fruitless. Every available must be canvassed.

- Contact District Office. District Office has a register of temporary teachers, but this is out of date.
- Contact the Relief Teacher Agency.
- Some teachers who are not on the temporary teachers register (arrived in Tasmania after the register closed) have left their names with District Office and may still be available for work.
- Check other schools in the area for names of teachers who have approached the school looking for work and have left their curriculum vitae with the principal.
- Ask part-time staff in the school and nearby schools if they would like an increase in their workload eg .6 to full time.
- Ask staff if they know of any teachers seeking employment.
- Advertise in all Tasmanian daily newspapers. This requires Departmental permission which is not easy to obtain and can be very expensive.

References

Department of Education, Community and Cultural Development, Tasmania, (1997) *Teacher Staffing Projections: 1998-2003 DECCD Staffing Model*.

Education Department of Western Australia, (2000) *Issues Paper Age Profile Human Resource Policy and Planning*.

Morgan, Charles and Brown, Gregory (1996) *Survey of Tasmanian Teachers of English in High Schools and District High Schools*. Department of Education, Unpublished paper.

Parliament of Tasmania House of Assembly (2000) *Estimates Committee B – Education - Hon. Paula Wriedt*.

Preston, Barbara (2000) *Teacher Supply and Demand to 2005: Projections and Context*. Australian Deans of Education, Canberra.

Senate Employment, Education and Training References Committee, Australia (1998) *A Class Act: Inquiry into the Status of the Teaching Profession*. Commonwealth of Australia.

Yaxley, Bevis. (1999) *Science Teaching Survey: High and District High Schools*. Department of Education. Unpublished paper.



Teacher Supply and Demand in Victoria

December 2000

**By
John Graham**

SUMMARY OF FINDINGS

1. The AEU (Vic) conducted a teacher supply and demand survey of Victorian government schools in November 2000. 518 responses were received - 31.8% of all schools.
2. The findings reveal that teacher supply is a serious problem in certain parts of the state and in certain curriculum areas and a growing concern for most schools.
3. Evidence of a growing teacher shortage is most apparent in a lack of Casual Relief Teachers (CRTs), a lack of applicants for positions, a concern about the quality of CRTs and applicants and shortages in specific curriculum areas.
4. Around 50% of all schools indicated that they were having difficulties finding CRTs. The problem is significantly greater in country areas, rising to 62.3% of schools in Gippsland and 67.4% in Goulburn North East. Primary schools and special schools report greater difficulties than secondary colleges in finding CRTs.
5. The use of teacher supply agencies varies considerably across the state. While 82.6% of Western Metropolitan Region schools reported using agencies, this fell to 49.4% in Eastern Metropolitan Region and to very low levels in most of the country Regions (3.6% in Loddon Campaspe Mallee). The degree of satisfaction with the agencies' performance varied, with some schools dissatisfied with the availability and quality of agency-supplied CRTs.
6. 88.6% of secondary colleges reported that they had specific hard to staff areas within the curriculum. They identified Technology (Wood/Metal etc), LOTE, Science, Maths and Information Technology as the most difficult to staff curriculum areas. Primary schools nominated LOTE. How hard to staff the areas were related to geographic area.
7. 57.9% of secondary schools reported that they had teachers teaching outside of their area of curriculum expertise. This rose to 77.1% in rural and remote secondaries.
8. 41.7% of all schools reported that the lack of Casual Relief Teachers had affected school programs and/or teacher leave and professional development. This figure rose to over 50% for Western Metropolitan, Goulburn North East and Gippsland Regions. The impact also varied according to the type of school, ranging from 27.5% in secondary schools, 45% in primary schools, 57.4% in rural and remote primaries and 70% in special schools.
9. The impact of the lack of CRTs was far-reaching on those schools most affected by the shortage. It included the reorganisation of timetables, disruption of specialist programs, doubling up and splitting of classes, inability of teachers to take leave and professional development, more extra classes for teachers, an increase in the teaching time of principals and a negative impact on teachers' health.

Background

The teacher supply and demand report from the Australian Deans of Education (Preston, 2000), covering the years 2000 to 2005, paints a deteriorating supply picture for Victoria.

On Preston's figures graduates from the universities will be able to fill 92.3% of the expected demand for primary teachers in Victorian government and non-government schools in 2001 (ie 100 teachers short) and 67.8% in 2005 (560 short). Secondary graduates from teacher education courses will meet 87.5% of demand in 2001 (200 short) and 59.5% in 2005 (1000 short).

These figures however, are an underestimate of the situation. While they incorporate the extra 433 early years teachers employed in primary schools this year, they do not include the additional 213 teachers for students with special learning needs or the 250 welfare coordinators employed in secondary colleges in 2000. They also leave out the 2001 staffing commitments - 350 additional primary teachers and 300 plus additional secondary teachers.

A second source of information about the supply and demand situation in Victorian government schools comes from the Teacher Supply and Demand Reference Group established in 2000 by the Department of Education Employment and Training (DEET). The Reference Group is made up of DEET personnel and representatives from the AEU, principal groups and the Deans of Education. Recently the Catholic Education Office and the Victorian Independent Education Union have been added.

The setting up of this Reference Group is one of the first signs of the change in attitude to teacher supply which has been brought about by the change in Government in Victoria. Under Kennett, the Victorian Government's public position was that no matter what was happening elsewhere in Australia, there were no existing or anticipated teacher shortages in Victoria. Evidence suggests that the previous Government was concerned about the linking of its employment policies (eg the preference for fixed term contract teachers) to supply difficulties and any strengthening of the bargaining position of the AEU.

The Reference Group has been provided with DEET information about teacher supply and demand and proposed strategies to address the anticipated shortfalls in specific subject areas and hard-to-staff geographic locations. The major source of information about supply has come from a paper analysing enrolments in Victorian Pre-Service Teacher Education Courses (Liley, 2000, unpub.). Over the period of the 1990s Victoria suffered a significant reduction in the numbers of students enrolled in teacher education courses. In 1991 there were 5126 first year enrolments. By 1995 (the lowest point) this had fallen to 2921 and climbed back to 3842 by 2000. The major drop in enrolments took place in the secondary courses which fell from 2869 in 1991 to 1216 in 1995 and climbed back to 1735 in 2000. One positive offset in terms of supply has been the movement from undergraduate to (the shorter) postgraduate courses. In 1991 26.9% of first year enrolments were in postgraduate courses. By 2000 this had risen to 45.8%. In secondary courses the figure rose from 45.1% in 1991 to 70.1% in 2000.

Crucial to any consideration of secondary school teacher supply is the number of students enrolled in each of the subject teaching methods in secondary pre-service courses. While some areas appear "healthy" in terms of anticipated demand, others are clearly in trouble. In a DEET-contracted survey of anticipated shortages of teachers in government secondary schools, principals identified the following subjects as areas where they anticipated shortages: Maths (158 principals), Science (111), Info. Tech. (96), Indonesian (80), Technology Studies (68), Physics (59), Japanese (53), Classroom Music (46),

Physical Education (43), Wood Technology (34), Accounting (31), Chemistry (28), Drama (25), French (25), Metal Technology (25), English (22), German (19), Italian (19). In the following table these anticipated shortages are placed alongside the numbers of students in the relevant secondary method in all Victorian university courses in the Year 2000.

Number of Government Secondary School Principals Anticipating Shortages in Particular Subject Areas and Numbers of Final Year Students in the Associated Teaching Methods

Subject	No of Principals	Sec. Teach. Methods Enrolments (Final 2000)
Maths	158	167
Science	111	303
Info. Tech.	96	67
Indonesian	80	19
Technology Studies	68	1
Physics	59	41
Japanese	53	29
Classroom Music	46	120
Physical Education	43	269
Wood Technology	34	0
Accounting	31	1
Chemistry	28	85
Drama	25	80
French	25	14
Metal Technology	25	0
English	22	393
German	19	12
Italian	19	6

(Source: D Muller and Associates unpub. and Liley)

The teaching method figures do not equate to numbers of potential graduates available to the government school system. They represent enrolments in the different teaching methods, with each final year student enrolled in two methods. Non-government schools are estimated to gain 35-38% of graduating secondary teachers (as compared to around 30% in primary). In addition, up to 20% of the total number of graduates may not be available to commence teaching in 2001.

AEU SURVEY

Introduction

In November 2000 the AEU (Vic) carried out a teacher supply and demand survey of Victorian Government schools asking principals to respond to the following questions:

1. Are there any particular hard to staff areas (e.g. year levels, subject areas, specialist staff), in your school?
2. To your knowledge, do you have any teachers teaching classes outside of their area of teacher-training and expertise?
3.
 - a) Are you able to access CRTs readily?
 - b) Do you use CRT agencies?
 - c) Has lack of access to CRTs affected programs or affected teachers access to professional development or leave?
4. How would you sum up the main staffing issues at your school? How serious a problem are these issues? Are there any issues/problems looming in the future?

518 responses were received, representing 31.8% of all government schools in Victoria. The responses were fairly evenly divided amongst the four metropolitan and five country school regions:

Metropolitan Regions: Overall (31.1%), Western (33.1%), Northern (33.5%), Eastern (33.6%), Southern (25.4%)

Country Regions: Overall (32.5%), Barwon South West (35.7%), Central Highlands Wimmera (31.3%), Loddon Campaspe Mallee (35.1%), Goulburn North East (26.6%), Gippsland (34.0%)

Statewide Results

The results for the state as a whole for the first three questions were:

Question 1: Are there any particular hard to staff areas (e.g. year levels, subject areas, specialist staff) in your school?

YES 59.4% NO 40.6%

Question 2: To your knowledge, do you have any teachers teaching classes outside of their area of teacher-training and expertise?

YES 28.4% NO 71.6%

Question 3 a): Are you able to access CRTs readily?

YES 50.1% NO 49.9%

b): Do you use CRT agencies?

YES 41.4% NO 58.6%

c): Has lack of access to CRTs affected programs or affected teachers' access to professional development or leave?

YES 41.7% NO 58.3%

Metro and Country Differences

Significant differences emerge in two questions when the responses are broken up into the DEET metropolitan and country Regions. While 44.4% of metro schools say that they have difficulty accessing CRTs, this rises to 55.3% in country Regions. An even greater difference between metro and country Regions arises in relation to the use of CRT agencies. While 60.9% of metro schools use these agencies, this falls to 20.8% in the country. The differences between metro and country Regions are relatively minor (3-4%) in relation to the use of teachers teaching outside of their areas of expertise and the impact of CRT availability on programs, PD and leave.

Question 1: Are there any particular hard to staff areas (e.g. year levels, subject areas, specialist staff,) in your school?

Metro YES 59.5% NO 40.5%

Country YES 59.1% NO 40.9%

Question 2: To your knowledge, do you have any teachers teaching classes outside of their area of teacher-training and expertise?

Metro YES 26.7% NO 73.3%

Country YES 30.0% NO 70.0%

Question 3 a): Are you able to access CRTs readily?

Metro	YES	55.6%	NO	44.4%
Country	YES	44.7%	NO	55.3%

b): Do you use CRT agencies?

Metro	YES	60.9%	NO	39.1%
Country	YES	20.8%	NO	79.2%

c): Has lack of access to CRTs affected programs or affected teachers access to professional development or leave?

Metro	YES	39.8%	NO	60.2%
Country	YES	43.3%	NO	56.7%

Regional Analysis

The analysis of differences between metro and country is enhanced when the responses are further broken up into the nine DEET Regions. Among the metro Regions, for example, more Western and Northern schools have hard-to-staff areas within the curriculum as compared to Eastern and Southern schools. Among the country Regions, fewer schools in Barwon South West indicate that they have hard-to-staff areas than either any of the other country or the metro Regions. The other four country Regions are all above the statewide average.

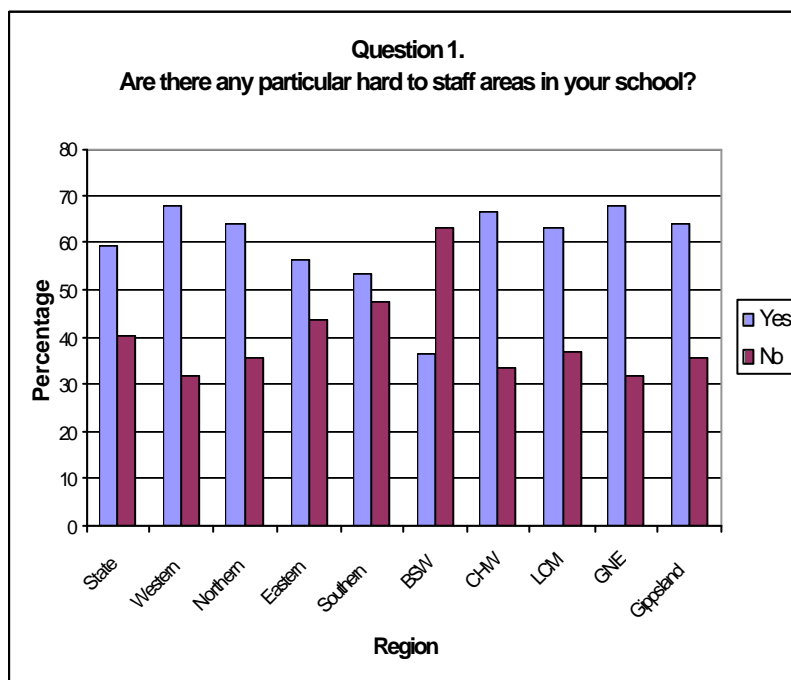


Figure 1

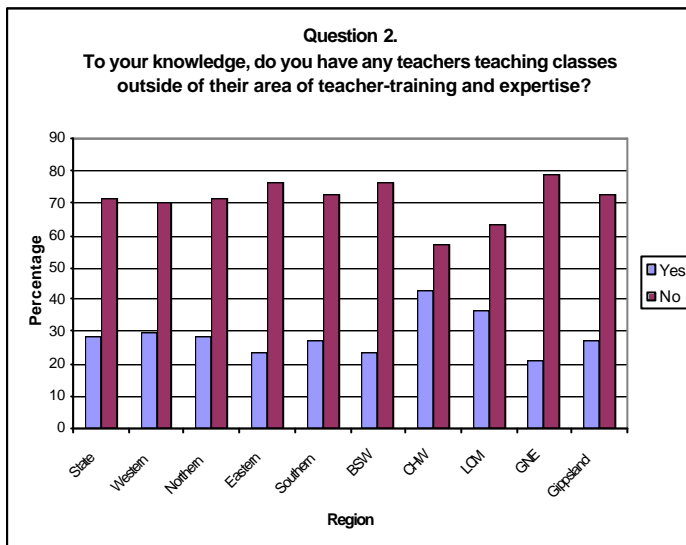


Figure 2

For question 2, significantly more schools in Western and Northern Metro Regions (28-29%) have teachers teaching outside of their areas of expertise than those in the Eastern Region (23%). There are also some major variations between schools in the different country Regions. In Central Highlands Wimmera 42.9 % of all schools have teachers teaching outside of their area of expertise. Loddon Campaspe Mallee has 36.2%. At the other end Goulburn North East has only 21.3%.

There is little variation between metro Regions in terms of their ability to access CRTs - the range is 56.5% in Southern compared to 53.7% in Northern. Over half of all schools in metro Regions report being able to access CRTs readily. In the country only Barwon South West (60.4%) and Central Highlands Wimmera (52.4%) have over 50% of their schools reporting ready access. Loddon Campaspe Mallee has 40.7%, Gippsland 37.7% and Goulburn North East just 32.6%.

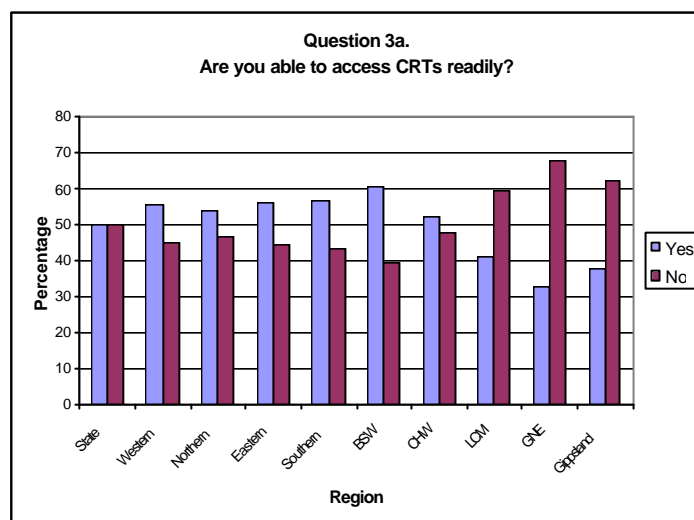


Figure 3

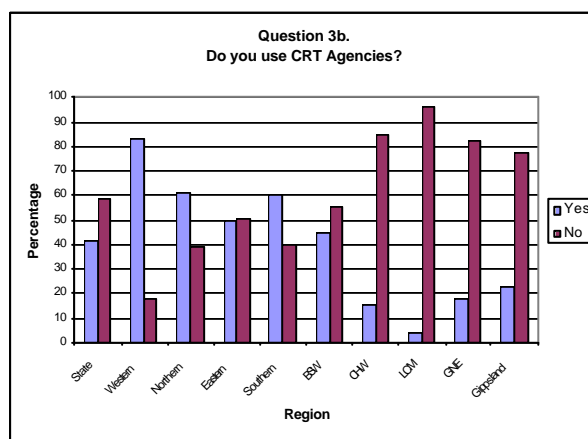


Figure 4

There are contrasts within the metro Regions, and stark contrasts between metro and country Regions, in terms of their use of CRT agencies. Western Metro (82.6%) stands out as the Region which has the greatest use of agencies to access CRTs. The other metro Regions range between 49.4% (Eastern) and 61.2%. In the country only Barwon South West schools have any significant use of the CRT agencies. The other country Regions range from 22.6% in Gippsland to 3.6% in Loddon Campaspe Mallee.

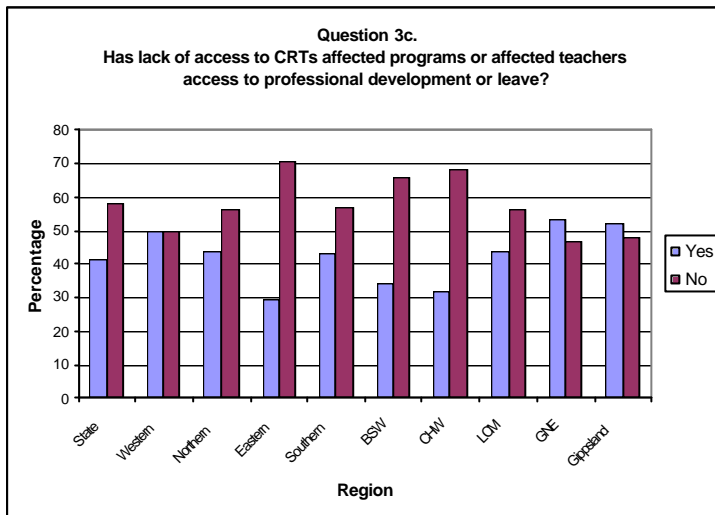


Figure 5

The differences which emerge in Question 3c are across the metro and country Regions. Western Metro, Goulburn North East and Gippsland all have at least 50% of their schools reporting that lack of access to CRTs affected programs or affected teachers' access to professional development or leave. At the other end of the scale Eastern Metro Region had 29.6%, Central Highlands Wimmera 31.7% and Barwon South West 34.0%.

Type of School

A second analysis of the responses, in terms of the type of school, reveals differences between primary, secondary, primary/secondary and special schools. This analysis also includes two groupings of schools which can be classified as "small rural and remote". The first group is a sub-set of secondary and primary/secondary; the second a sub-set of primary schools.

In response to the first question, 88.6% of all secondary schools indicated that there are particular hard to staff curriculum areas at their school. This contrasts to 75% of special schools and 49.3% of primary schools.

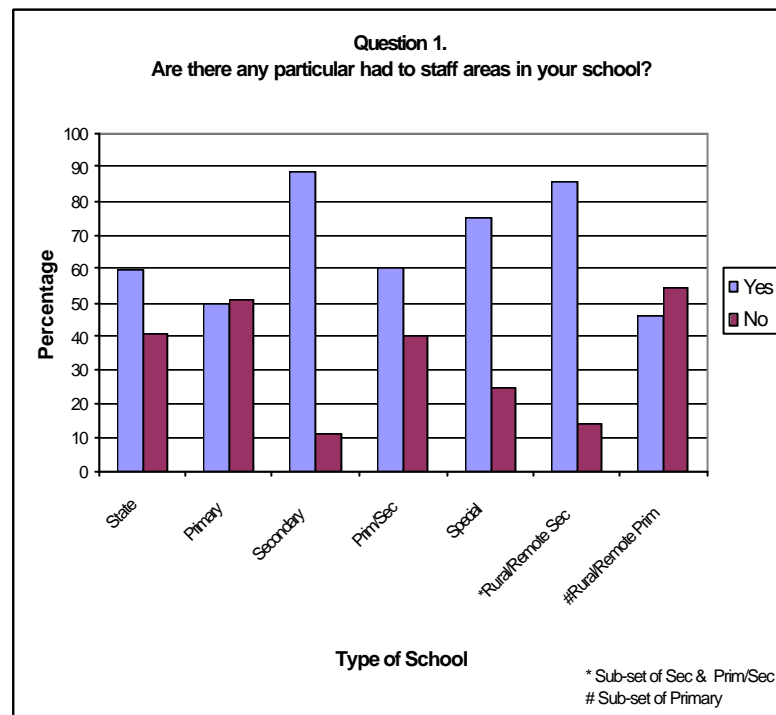
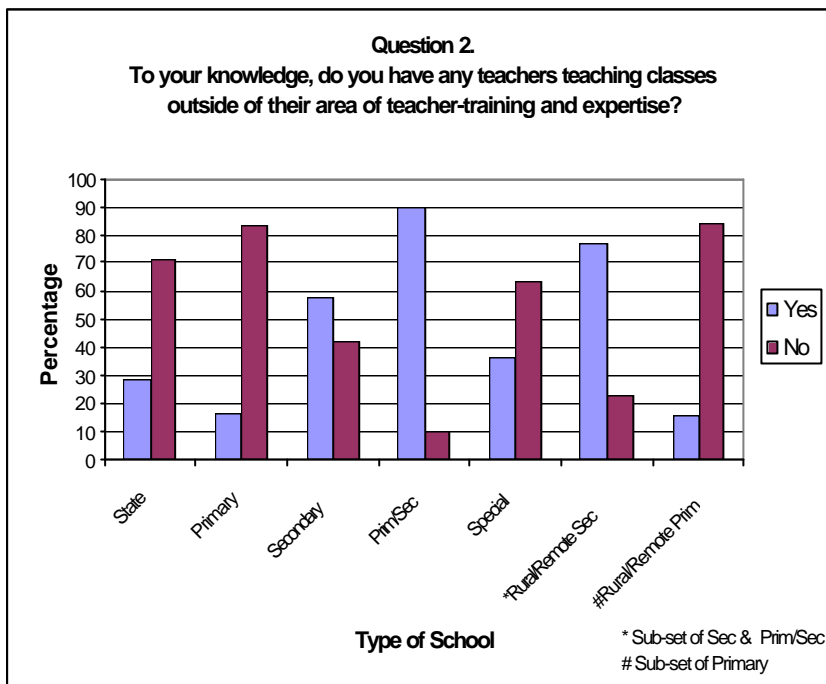


Figure 6



57.9% of secondary schools report that they have teachers teaching classes outside of their areas of expertise/training. This compares to 77.1% of rural and remote secondaries and 90% of primary/secondary schools (from a small total number and mainly rural P-12s).

Figure 7

Special schools (80%) and rural and remote primary schools (65.1%) report the most difficulties in finding Casual Relief Teachers. This contrasts to 50.3% of primaries and 42.5% of secondaries.

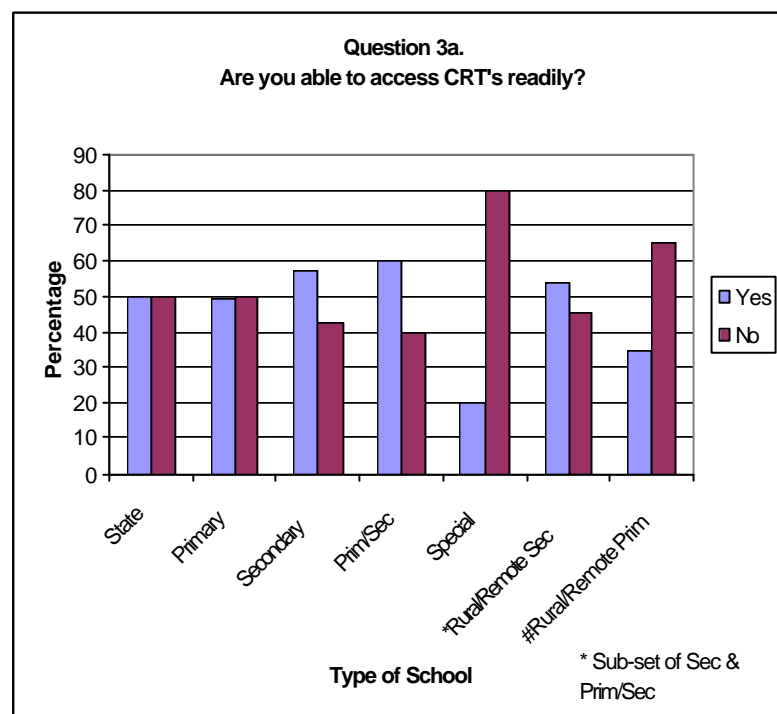
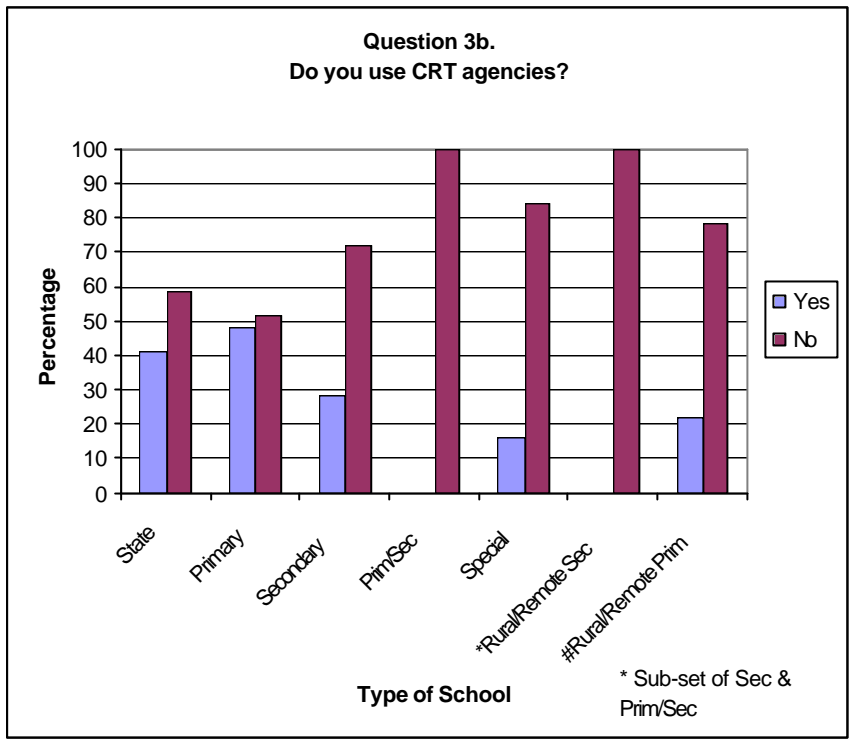


Figure 8



Primary schools appear to have a significantly higher usage of CRT agencies than secondary schools. 48.2% of primaries report that they use these agencies as compared to 28.2% of secondaries. While the use of agencies by rural and remote schools is significantly less than in schools as a whole, the differences between primary (21.7%) and secondary (0.0%) remain.

Figure 9

The lack of access to CRTs had a greater effect on special schools and primary schools than on secondary schools. While 27.5% of secondaries reported that their programs and teacher access to PD and leave were affected, this rose to 45% in primary schools, to 57.4% in rural and remote primaries and 70% in special schools.

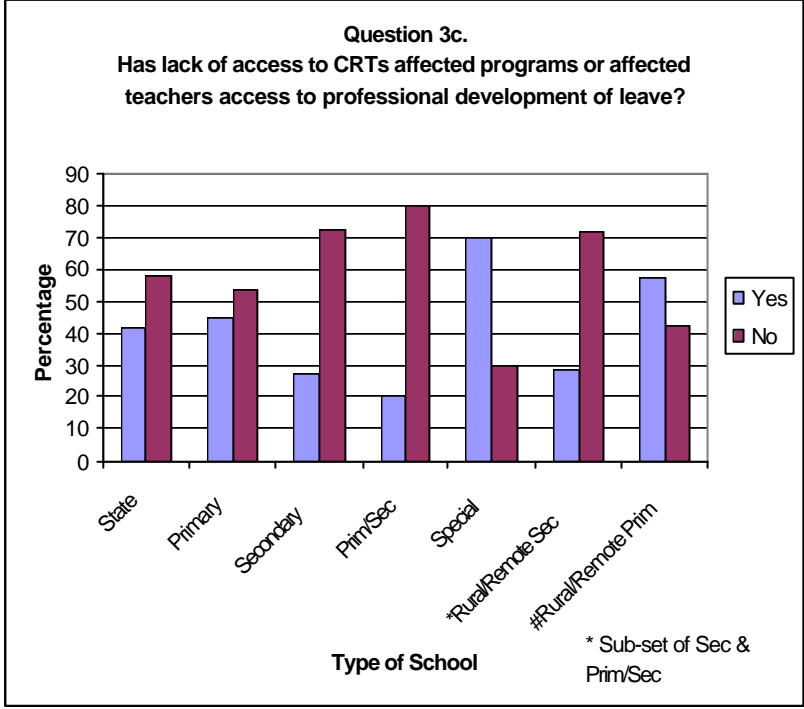


Figure 10

Hard to Staff Curriculum and Program Areas

As part of Question 1, schools were asked to identify any areas they were finding hard to staff. The subject areas nominated by secondary schools were generally similar to those identified by DEET in the contracted research quoted earlier in this report. There are some differences in the order of priority but these may be due to the tabulating methodologies used. The most common area of shortage nominated in the responses was Technology with Wood as the most commonly identified component within this field of study. Second was LOTE with Japanese and Indonesian as the major components. In third place was Science with Physics the most common area of shortage within the field. Maths and IT were the other major shortage areas identified. The following table lists the ten most common areas of shortage identified by schools.

Hard to Staff Curriculum Areas Nominated by Secondary Schools

Subject	Number of Schools
1. Technology	58
2. LOTE	49
3. Science	37
4. Maths	27
5. Information Technology	26
6. Music	10
7. Physical Education	8
8. Home Economics	7
9=. Drama	6
9=. English	6

Many secondary schools made comments in their responses to emphasise what "difficult to staff" meant to them.

"We have not had a trained teacher for four years in LOTE" (small rural school)

"Replacing a Maths-Science teacher on leave has been a challenge for over two years. Almost the only applicants have been from overseas with no training or experience". (western suburbs school)

"We spent \$3,500 in advertising, employment agency fees and travel plus six months in time to get a music teacher." (small rural school)

"As a remote school any position is difficult to fill from principal to CRT. We have only 4 secondary trained CRTs in the area. Next year we have a one year contract for Home Economics and a one term contract for Maths/Science - no takers. There were no applicants for a recently advertised principal position". (remote school)

While the generalist nature of the primary curriculum meant that Question One was seen as more relevant to secondary colleges, 139 primary schools made some sort of written comment about hard to staff program/curriculum areas. The most commonly cited areas of shortage in primary schools were LOTE (58 responses) and Music (37 responses). Other curriculum areas were PE (13), Art (10), IT(7) and Reading Recovery (7). Apart from these specific curriculum areas, 34 schools nominated CRTs/short term vacancies as their major staffing problem and 15 identified suitable teachers for Grades 5 and 6. In addition, a significant number of special schools reported difficulties in obtaining teachers with special education qualifications.

Teachers Teaching Outside of Curriculum Area

While a clear majority of secondary colleges indicated that they had teachers teaching outside of their areas of expertise, most of them commented that this issue was less one of immediate concern than a developing problem which they expected to get worse in the future. The main curriculum areas identified were Technology, Information Technology, Science and Maths. Other areas mentioned include PE, Sport (PASE), Drama and LOTE. For some schools, particularly those in rural and remote areas where over three quarters reported having teachers teaching outside of their area, the problem is already creating concern.

"In a small school this becomes an unfortunate necessity. 7 out of 20 teachers are working outside of their area of expertise (usually one or two classes)." (school on regional city outskirts.)

"A significant issue. More and more we are being forced to place staff into classes which they have not been technically trained for." (small rural school)

One city school which saw this issue as a "huge problem" commented that their dilemma was the curriculum imbalance of their staff. "So many SOSE teachers. Too few teachers in areas of Maths, PE, Information Technology, LOTE".

The major concern for primary schools was, on one hand the large number of teachers teaching LOTE without any formal qualifications or with limited PD/training, and on the other the use of LOTE specialists ("instructors") without teacher training.

CRTs - Accessibility

There is widespread agreement among schools that CRTs are becoming harder to get. A spectrum of need exists ranging from those schools which complain about a decline in quality of the available CRT pool to those where program/timetable changes and leave and PD restrictions are now a matter of course. Normal difficulties turn into a crisis for schools experiencing chronic CRT shortages when they receive late notification of a teacher's illness (ie when they receive a call on the morning of the absence), during winter in Terms 2 and 3 and when there is district or regional PD.

"This year we have had about 6 days where I have not been able to cover staff" (inner city primary school)

"Generally we are able to access CRTs even if it involves 40 plus phone calls" (remote primary school)

"Can still get CRTs but calibre is a real question. There are so many whom we employ once only."
(western suburbs secondary college)

"It is very difficult (almost impossible) to access CRTs when absence is phoned in in the morning" (outer suburban primary school)

Schools which have a pool of regular CRTs seem the most satisfied with the supply and quality of relief teachers. Some schools express concern that their pool is beginning to dry up. Others indicate that they are increasingly using retirees (the 54/11s).

Teacher Supply Agencies

Teacher supply agencies appear to be a mixed blessing. As the squeeze on accessibility of CRTs has increased, more schools appear to be trying out the agencies as another possible source of supply. Some schools seem satisfied with the level of supply from agencies, while others report that agencies have been unable to provide relief teachers when they needed them. The indications are that the agencies are finding it difficult to keep CRTs on their books.

"About one day in ten, we are unable to find any CRTs through agencies." (city fringes primary school)

"At the end of Term 3 one agency was 20 teachers short and the other one had noone". (inner city primary school)

I have requested a CRT from an agency on a number of occasions and they have only been able to provide one on one occasion, so obviously they are feeling the pinch as well". (inner eastern suburban primary school)

"Serious CRT problem developing. Agencies increasingly unhelpful and unreliable." (inner city primary school)

A common complaint about the supply agencies concerns the quality of the teachers they provide.

"Many times teachers from agencies have not been satisfactory - only use in absolute emergencies."
(outer western suburban primary school)

"CRT agencies often give schools teachers unable to deal with difficult kids. The good ones go by request first". (regional centre primary school)

Faced with supply difficulties and the variability of agency teachers, one outer suburban primary school reported that they are part of a consortium of 18 schools which have set up their own agency.

Impact of Lack of CRTs on Schools and Teachers

In a significant proportion of schools, the lack of CRTs has had a serious impact on school programs and the working lives of teachers. Respondents indicate that a lack of CRTs has had the following effects:

- timetables have had to be reorganised,
- programs have been disrupted and modified,
- specialist programs have been abandoned,
- subject classes are taken by CRTs with no expertise/qualifications in the area
- classes have been doubled up or split,
- teacher leave has not been granted,
- teachers have been unable to undertake professional development
- there has been an increase in extra classes taken by teachers
- time release has been forgone
- principals have had to teach/increase their teaching load
- teachers who are ill have felt obliged to turn up for work when there are no replacements.

Impact on Programs

"Our art, music and LOTE programs have been cancelled on several occasions this year due to inability to get CRTs". (rural primary school)

"Specialist classes are abandoned so specialists can take grades". (small regional centre primary school)

"Have to double up or split classes, even cancel specialist programs if unable to get a CRT". (outer suburban primary school)

Impact on PD

"Staff select PD or attend PD giving consideration to the demands it places on the CRT budget". (outer suburban primary school)

"Some staff have not been able to attend PD due to CRT shortage. Some staff have become upset due to additional extras that need to be taken". (regional centre secondary college)

"Admin is proposing no PD in Term 4, in part because CRTs are a bit of work to get". (suburban primary school)

"Teachers are reluctant to attend PD as programs will suffer and extra pressure will be placed on teachers left at school" (inner suburban primary school)

Impact on LSL

"We have pleaded and begged CRTs to fill 6 weeks for LSL for teachers" (outer suburban primary school)

"Unable to grant all 3 long service leave applications last term due to uncertainty of filling positions".
(western suburbs primary school)

"Enormous problems in providing release for long service leave eg how do you give a Maths 12 teacher leave? We manage but geewhiz it's hard" (rural secondary school)

Impact on Teacher Health

"During third term we had full staffing for 3 weeks. The rest of the time we doubled up taking up to an extra 12-15 children. By the end of third term my staff were exhausted and spent the holidays sick".
(city fringes primary school)

"Teachers are not taking sick leave unless they are "near death". This is also because the funding comes out of the school budget. Teachers feel guilt about taking sick leave" (city fringes primary school)

Impact on Principals

"We just manage - currently all principal class teach 15 periods per week". (city fringes secondary college)

"If there is a difficulty, the principal has to take the grade - difficult as I already teach 3 days a week".
(remote primary school)

"As a principal in a small school I can't get sick, take leave, attend day meetings etc" (small rural primary school)

The Main Staffing Issues

In the final survey question, respondents were asked to summarise the main teacher supply issues facing their schools. The following tables set out the most common issues identified by primary and secondary schools.

List of Main Teacher Supply Issues Identified by Primary Schools

	Issue		Number of Schools
1.	Lack of CRTs	-	72
2.	Quality of CRTs and applicants for positions	-	41
3.	Lack of applicants for positions	-	32
3.	Specialist shortages	-	32
5.	Supply situation is deteriorating	-	25
5.	Retirement/Ageing	-	25
7.	Remoteness	-	22
8.	Funding (CRT Budget etc)	-	19
9.	Workload	-	12
10.	Lack of young teachers	-	11

List of Main Teacher Supply Issues Identified by Secondary Schools

	Issue		Number of Schools
1.	Specialist/subject shortages	-	35
2.	Quality of CRTs and applicants	-	18
3.	Retirement/Ageing	-	16
4.	Lack of applicants	-	15
5.	General Shortage	-	12
6.	Funding (CRT budget etc)	-	9
7.	Remote/Rural	-	8

7.	Teacher leave	-	8
9.	Lack of CRTs	-	7
9.	Industrial Agreement	-	7

Schools used the last question in the survey to reiterate their concerns about the existing supply of teachers and their anxiety that this situation would deteriorate in the near future. The following comments illustrate the staffing dilemma of rural and remote schools where the teacher shortage is of immediate and ongoing concern. As one principal observed however, what starts in the extremities eventually reaches the centre. The final two comments are an indicator that for a number of schools in "the centre" the future is here already.

"The problems are very serious causing this school to spend large amounts of money advertising throughout Australia to attract staff - increasingly with little success." (rural secondary college)

"In summary I can foresee a desperate situation ahead in regard to the lack of CRTs and the low numbers of applications for promotion positions at this time" (remote primary school)

"Staffing has at times been a major problem. In certain areas it has been almost impossible to identify suitable competent staff. A lot of money has been spent on advertising (including in New Zealand)." (rural secondary college)

"Inability to use a local selection process due to remoteness. Too far to come. Very serious problem. Community could lose confidence in the school at senior levels." (remote secondary college)

"It could close my school." (remote primary school)

"Getting very serious. A few years ago 15 applicants for position. Last year 2 and both took positions elsewhere. Readvertised in January but got noone for an English position. Re-advertised and got two. Same in neighbouring schools." (remote secondary college)

"Last year only one application for a full-time primary position. We had to chase up the person to get them to apply in the first place." (rural primary school)

"Number of applicants for vacancies has decreased markedly; quality low. Positions vacant after the start of the year very difficult - we have in the end gone to a consultancy agency; very expensive." (city fringes secondary college)

"Teacher shortage is extreme ie almost impossible to find good quality staff that can take over in a class; most CRTs only want CRT work. The situation is getting worse by the month." (inner city primary school)

**TEACHER SUPPLY AND DEMAND SURVEY -
SSTUWA**

NOVEMBER 2000

Val Lawson

In November 2000, schools in WA were requested to respond to two surveys on teacher supply and demand. The first survey concerned relief teachers and the data was collected over a period of a week, the second survey concentrated more on data collected over the year.

The surveys were completed by 87 Primary schools, 8 District High Schools and 13 Senior High Schools and 1 Remote School. The primary schools included large and small metropolitan schools and large and small country schools. The District High schools also included a wide spread of pre-primary to year 10 students. The Senior High schools also included metropolitan and country schools.

The number of teachers absent requiring the employment of a casual relief teacher in the Primary school sample was 406, District high school sample was 40, Senior high school sample was 374 and the Remote school had 2.

The number of phone calls made in order to get a casual relief teacher was 1240 for primary, 85 for district high, 448 for senior high and 14 for the Remote.

The telephoning resulted in 63 of the 87 primary schools being able to get a casual relief with 24 positions being unable to be filled. 3 of the 8 district high's were able to get a casual teacher but had 15 positions which were unable to be filled. Six of the 13 senior high schools were able to get a casual relief with 68 positions unable to be filled. The remote was unable to find any teachers for the 2 positions.

The strategies used to cover classes (primary)

- Support programs abandoned
- classes split or combined
- Principal /Deputies took classes
- change DOTT allocations (take at alternative times)
- specialist programs cancelled
- paid internal relief
- unpaid internal relief
- sent four year olds home (on one occasion)
- Ed assistant into higher duties

Many metro primary schools complained about the high cost of relief teacher agencies, whilst many country primary schools said they never take sick leave or any type of leave because there is no one to take their place.

DHS responses:

- Loss of DOTT paid internal relief
- Internal relief
- classes collapsed/split
- Admin. took classes
- Internal relief during teachers DOTT
- withdrawing support programs

SHS responses

- internal relief paid and unpaid
- redo rostered duties
- Deputies took classes
- classes collapsed
- duty covered by Deputy

Remote responses

- collapsed classes support teacher took one class
- AIEO's took another
- Duty done by Principal

Casual teachers who were qualified to teach the subjects/classes

Schools were asked if they were able to employ casual teachers all of whom were qualified/accredited to teach the subjects/classes they would have to teach on the day. The responses are as follows:

Primary Schools.

16 were not accredited to take classes. These ranged from being general primary and having to teach specialist subjects such as LOTE, Information Technology, Year 1-7 teacher being asked to take Pre-primary. This included relief teachers employed through an agency.

District High Schools

4 reported that the teachers were trained to teach English but had to teach Maths, primary Art being asked to teach secondary Physical Education and Science, Maths teachers taking Science, and Society and Environment

Senior High Schools

12/13 reported that teachers were teaching out of their subject areas, this included relief teachers employed through an agency.

Remote School

Primary trained teacher had to take Secondary class.

Survey 2 permanent teacher recruitment and long term temporaries

This survey asked schools how many permanent teacher vacancies they had to fill in the last twelve months, how long these vacancies remained unfilled for, what methods were used to fill the vacancies e.g. staffing branch, advertisement in School Matters, if schools were unable to cover the vacancy and how they dealt with it, if in the last 12 months any teacher was unable to take leave because of the lack of available temporary teachers and if the lack of casual relief affected the ability of permanent teachers to attend professional development activities.

With relation to the 87 Primary schools they reported that there were 43 positions which were vacant for less than one month, 16 positions which were vacant for more than one month but less than six months, and 20 positions which were vacant for more than six months. Whilst waiting for a permanent teacher to fill these positions schools employ casual or temporary staff or use internal relief. A primary school located about four kilometers from a major country town reports that their vacancies are filled by temporary staff "irrespective as to whether they breathe or not". There also appears to be a trend

to employ final year students before they have graduated from University. This practice, from the sample, seems to only occur in the country.

Many schools in country areas report that staff are reluctant to take sick leave because there are difficulties in getting relief teachers and the burden they place on their colleagues. Professional development needs also fall into this category. Even though the school has funding there just is not any one to do the required relief. Even a large primary school in the metro area reported that they foresee that 2001 will be a problem for them accessing professional development as on many occasions they have had to phone 50-75+ casual teachers before they can locate a willing person.

According to the sample, a very small number of teachers from the primary sector, both country and metro are being refused long service leave as there is no one available to take their place.

District High Schools in the sample had 4 vacancies unfilled for less than one month, one vacancy for over one month but less than six and 1 vacancy for over six months. They also reported that they had employed final year students before they had graduated from University. Again these were in the country areas. These schools also employ casuals or use internal relief until a long term temporary or permanent teacher is appointed. Again the issue of being able to access professional development is a continuing problem.

Senior High Schools in the sample had 53 vacancies unfilled for less than one month, 19 vacancies unfilled for more than one month but less than six months and 2 unfilled for more than six months. In one Senior High School in a large country town the HOD of Health and Physical Education was on long service leave and was not replaced for five weeks. The position was eventually filled by a graduate. The female Health Physical Education teacher was on leave without pay for Semester 2 and not replaced until Term 4 by an intern. A male Sports Physical Education teacher was on sick leave for all of Semester 2. He was not replaced until Term 4 by an intern. It was reported by some schools that long service leave was being refused because there was no one available to take their place.

The Remote school in the sample had no positions to fill, but they have had to cancel both in-school and out-of-school professional development due to relief not being available.

Conclusion

Looking at the results from the 2 surveys it is clear that there is a current teacher shortage being felt mainly in the country areas but also starting to have an effect in the metropolitan area. The country problem needs to be addressed urgently. More country incentives should be looked at. Also it may be that former qualified teachers in country towns be offered short courses to update their skills in order to re-enter the profession.

It is also inappropriate that schools have to spend money on outside agencies in order to get casual relief teachers to keep schools open.

The Education Department should immediately establish a register of qualified teachers who have taught in government schools or who are graduates with education qualifications. Schools could be encouraged to submit names of people for this register. The register should be available to all schools through the Internet.