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### Initiatives to address teacher shortage

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# Policy Briefs

## Initiatives to address teacher shortage\*

*This paper was written in response to an invitation from the Victorian Department of Education and Training to undertake a targeted review of effective teaching recruitment strategies. It provides a 'snapshot' of what is happening in other States and Territories and in selected countries overseas.*

*The main focus of the review is on the kinds of strategies that different educational jurisdictions have used to overcome teacher supply problems.*

*The most effective approaches appear to be those that have been implemented as part of a global strategy that looks not simply at the immediate problem but at ways of making teaching an attractive profession in the long-term.*

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This paper can be downloaded at the ACER website [www.acer.edu.au](http://www.acer.edu.au)

\* This paper is based on a study commissioned by the Department of Education and Training, Victoria.



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## CONTENTS

INTRODUCTION .....	5
GLOBAL CONTEXT .....	5
New Zealand .....	5
Canada .....	6
United Kingdom .....	7
United States .....	8
Elsewhere .....	8
Australia .....	8
THE SITUATION IN VICTORIA .....	9
What are the main teacher supply problems currently confronting Victoria? .....	9
What are the main strategies currently being used in Victoria? .....	13
TEACHER RECRUITMENT INITIATIVES .....	14
Pre-service teachers .....	14
Beginning teachers .....	19
New teachers .....	21
Former teachers or teachers currently not teaching (e.g. on leave) .....	21
Existing teachers .....	23
Mid-career change teachers .....	26
Targeted groups with special needs .....	28
Casual relief teachers .....	30
Teaching as a career .....	31
A system wide approach .....	32
Miscellaneous .....	37
Web sites .....	38
SUMMARY .....	39
SUMMARY TABLE .....	40
APPENDIX 1 List of individuals and organisations consulted .....	43
APPENDIX 2 Endnotes .....	45



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## INTRODUCTION

This paper is in response to an invitation from the Victorian Department of Education and Training to undertake a targeted review of effective teaching recruitment strategies. The paper provides a ‘snapshot’ of what is happening in other States and Territories and in selected countries overseas. The review is based mainly on information supplied by a small group of stakeholders (See Appendix 1) and derived from relevant printed and online resources.

The main focus of the review is on the kinds of strategies that different educational jurisdictions have used to overcome teacher supply problems. The original intention of the review was to focus only on those strategies that were seen to be effective but this was broadened to include unproven and pilot strategies. This is because the majority of initiatives have only been operating for a short time, in some cases for less than twelve months, in other cases for only one or two years. This has not been long enough for an evaluation to have been carried out.

A second problem relates to measuring ‘effectiveness’. Often the success of strategies is measured in quantitative terms, such as the number of applicants for teaching scholarships, the proportion of schools that report recruitment difficulties or the length of service in a remote school. The teacher supply problem is not simply one of increasing teacher numbers however. Before developing further strategies or refining the ones that already exist in Victoria, it would be worthwhile clarifying the criteria for ‘effectiveness’. Is the initiative able to attract the most able candidates, for example? Is it sustainable? Does it enhance the status of teaching?

Does it encourage a long-term commitment from teachers?

The problem of teacher demand and supply is both cyclical and complex with a range of interconnecting variables. It is usually most evident when ‘an underlying weakness in the supply pool is coincident with demographic or policy change which places additional strain on the supply pool’.<sup>1</sup>

This review looks briefly at practices in other Australian States and Territories, the United Kingdom, Canada, the United States and New Zealand.

## GLOBAL CONTEXT

The problem of teacher supply in Victoria needs to be seen in the context of a global phenomenon. The following paragraphs provide a quick overview of the situation in New Zealand, Canada, the United Kingdom and the United States.

### New Zealand

In New Zealand the teacher shortage problem is severe. The national survey of staffing conducted by the New Zealand Ministry of Education at the beginning of 2003 found that primary and secondary schools were experiencing greater difficulty filling vacancies at the start of 2003 than in the previous couple of years, partly because of an increase in student secondary enrolments (the result of a population bulge that has moved from the primary to the secondary sector) and the need to cover more than 10,000 foreign fee paying students in secondary schools).<sup>2</sup> In addition to this, secondary teacher demand has also been fuelled by an increase in migration to New Zealand. The secondary rolls are expected to continue to increase until at least 2006. The Ministry of Education survey indicates that 43 per cent

of secondary and composite schools started the year with vacancies, and that most of the vacancies were in technology, English and science. The number of vacancies in primary schools at the beginning of 2003 was similar to that of the preceding year, which was higher than previously.

The expected retirement of large numbers of teachers in the 40-55 year age group over the next few years, and the fact that there are insufficient new graduates coming through to replace them, looms as a supply problem. Research suggests that morale is not high amongst New Zealand teachers and that significant numbers of teachers would leave the profession if the opportunity arose.<sup>3</sup> Since decentralisation, teachers' workloads have increased and there is a perception of a lack of support for their work from the community and government.<sup>4</sup>

A recent survey of New Zealand post primary school principals by the Post Primary Teachers' Association (PPTA) found a pattern of high attrition rates among beginning teachers, more schools reporting problems of recruitment and retention, greater use of unqualified and untrained teachers (particularly in maths, music, science, English, food and nutrition, and social studies), a high use of overseas teachers and an acute shortage of day relief teachers.<sup>5</sup> The most common reasons given for resignation were to take up a non-teaching job (around 54 per cent of those who left the state school system) or to teach overseas. Between November 2001 and January 2002, over 26 per cent of secondary teachers who resigned were teachers in their first three years of teaching. Of those who left to teach overseas, 51 per cent were teachers in their first three years of teaching. Of those who moved to private schools in New Zealand, 54 per cent were in their first three years of

teaching. The survey suggests that the noticeable drop in the day relief pool signals 'intensifying staffing problems in schools. Coupled with a decline in the uptake to secondary teacher training, future recruitment is looking increasingly bleak for more and more schools'.<sup>6</sup> In practice, schools have adapted by transferring or cancelling senior courses, and making do with less qualified or poorer quality teachers.

According to the New Zealand PPTA, the current shortage is the product of 'high loss rates, poor recruitment rates from new graduates and the community pool, and failure to plan for increased teacher numbers', compounded by rising secondary student numbers, an ageing teacher workforce and increasing international pressure on recruitment.<sup>7</sup> McGee refers additionally to 'teacher disillusionment with salaries, work conditions, local school governance, and major curriculum and assessment changes that have placed new demands upon teachers' in New Zealand during the 1990s.<sup>8</sup>

### Canada

The picture is less clear in Canada. According to the Canadian Teachers' Federation (CTF), 'teacher employers in Canada have been somewhat resistant to the idea that any problems exist in recruiting and retaining teachers'.<sup>9</sup> A recent report on educator demographics highlights the difficulty—taking into account regional differences, differences in over- or under-supply, and data that are incomplete and/or outdated and thus not a true reflection of current realities—of drawing a conclusion about the nature and extent of teacher shortages across Canada. The report states that further research 'is urgently needed in order to develop useful

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models on which to base both short- and long-term decisions about Canada's education human resources'.<sup>10</sup>

According to a recent OECD report, one in four teaching graduates in Canada do not go on to become teachers and between 25 per cent and 30 per cent of those who begin teaching leave the profession within five years.<sup>11</sup> A 2000 survey of Canadian School Boards on supply and demand issues, conducted by the CTF, found that half of the school districts surveyed reported greater difficulty in attracting qualified candidates for full-time teaching positions over the past four years than previously, that teacher shortages were most prevalent in science subjects, that more than two-thirds of the districts surveyed anticipated difficulty in hiring teachers over the next five years, and that three-quarters of the school districts were currently experiencing difficulty meeting the demand for substitute teachers.<sup>12</sup>

Earlier this year it was reported that the number of uncertified teachers in Ontario schools, for example, had increased sharply from 85 in 1997 to 1,858 in 2003.<sup>13</sup> In both mathematics and French the number of trainees was not sufficient to replace those mathematics and French-trained teachers expected to retire in the next few years. It was also reported that schools were experiencing difficulty keeping up with the retirement of principals and vice-principals.

The CTF attributes the predicted teacher shortages between 2000 and 2005 to more teachers reaching retirement age, more students with special needs, fewer graduates from teacher education, a lack of interest in teaching as a career, a high turnover of beginning teachers, a high turnover of teachers leaving for reasons other than retirement, and increased student enrolment.

## United Kingdom

In the United Kingdom, a 2001 estimate indicates a 34,000 shortfall in the supply of teachers, divided equally between primary and secondary schools.<sup>14</sup> In particular, there are shortages of maths and science teachers and shortages in specific localities, such as London. A small survey conducted by the National Association of Head Teachers in 2002 indicated that more than one position in ten in London was vacant, while nearly sixteen per cent were filled by individuals without qualified teacher status.<sup>15</sup> A recent survey of over 70,000 teachers in the United Kingdom found that workload was the most commonly cited reason for low morale in teachers.<sup>16</sup> One in three teachers expected to leave teaching within five years, citing dissatisfaction with workload, poor pupil behaviour and discipline problems. Common reasons given for teacher shortages in United Kingdom schools include the lower salaries that teaching attracts when compared with other graduate professions and, related to this, the lower esteem in which teaching is held when compared with other professions.

Several UK studies by Smithers and Robinson point to trends that are also apparent in Australian schools, such as a high level of turnover among new entrants to the profession who might otherwise be expected to go on and make careers in teaching, the appointment of people 'who haven't been up to the mark' or who were not appropriately qualified to teach in the subject areas they were currently taking, redeployment of experienced staff to fill gaps in compromises designed 'to achieve the best fit between the requirements and the staff available', and an acute shortage of maths teachers.<sup>17</sup> In one study Smithers and Robinson found that about half of the



teachers in the case study schools resigned to move out of the profession and not simply as part of a retirement from working life.<sup>18</sup>

### United States

In the United States, it has been estimated that over two million teachers will be needed in the coming decade to replace those who have retired from or left teaching.<sup>19</sup> Teacher retention is regarded as a national crisis.<sup>20</sup> Research by Ingersoll indicates that around one third of teachers in the United States leave the profession within their first three years and almost half leave within five years.<sup>21</sup> In one year schools lost 55,000 more teachers (that is, new and re-entering teachers) than had been hired at the beginning of that school year. Figures show that while the teacher supply is generally enough to meet the demand—apart from mathematics, science, special education and bilingual education—teacher attrition is increasing at a faster rate than teacher replacement.

In addition, figures show that there are at least 3 million people in the United States who were trained to teach but are not currently doing so. It has been suggested that every state would have a reserve pool of teachers larger than the number of teachers who are currently in the classroom.<sup>22</sup> The main problem in the United States, then, is not one of supply but one of retention. In 2000-01 there was a 15.7 per cent annual turnover of teachers, with 7.3 per cent moving schools and 8.4 per cent leaving the profession. Of those teachers who moved or left the profession, 22 per cent indicated that dissatisfaction was the primary motivating factor, and 40.3 per cent listed ‘school staffing action’, such as lack of professional support, poor leadership as the main factor.<sup>23</sup>

### Elsewhere

Elsewhere the picture remains much the same. A 2002 UNESCO report notes that countries in all regions are reporting a shortfall in teaching numbers, referring in particular to the acute shortage of teachers in Southern Asia and much of Africa.<sup>24</sup> The situation in Africa is especially grim with AIDS having dramatically reduced the life expectancy of teachers. An OECD policy analysis in 2001 talks of a ‘deep teacher-recruitment crisis’ and an urgent need for governments to make the profession more attractive, including policies that offer financial incentives, improved working conditions and ongoing professional development.<sup>25</sup>

### Australia

The 2001 MCEETYA report on teacher supply and demand notes that

- while teacher supply and demand was roughly balanced by the end of 2000, in contrast to the oversupply of the early 1990s, projections to 2006 indicate an expected shortfall of teachers generally.
- student enrolments are expected to rise, mainly at the secondary school level, but slowly and not enough to be responsible for the teacher shortage in coming years.
- the main reason for the expected shortage is the anticipated increase in retirements as the ‘babyboomer’ generation of teachers, aged between 45 and 55, leaves the service.
- in general, rural and remote areas across Australia have had greater difficulty attracting teachers than metropolitan areas. The consultations indicate that there are also problems in non-preferred suburban locations in some metropolitan areas.

- shortages in maths, science and IT are common to all jurisdictions, although the severity of the problem differs within and across the States and Territories. Other shortages that have been identified are in LOTE and industrial arts/technology, but again the particular subjects differ from state to state.
- in trying to address the problem of teacher supply, governments have mainly concentrated on attracting young people into the profession through financial or other incentives. Some strategies have been aimed at attracting particular subject teachers or teachers to remote areas.<sup>26</sup>

The recent DEST review of teaching and teacher education, which explores the nature, causes, implications and possible remedies for the shortage of maths, science and technology teachers, also refers to the problems of a declining male teacher population, an under-representation of indigenous Australians in teacher education courses, a significant proportion of graduates from pre-service education courses who do not enter teaching on completion of their study, and the anecdotal evidence from some education authorities that suggests nearly 25 per cent of teachers are lost to the profession within the first five years of commencement.<sup>27</sup>

It is likely the extent of the teacher shortage in various countries, including Australia, is underestimated. Smithers, Robinson and Tracey have reported on the various coping strategies that schools in the United Kingdom use to bridge the gap between their needs and the teachers available to meet these needs.<sup>28</sup> Such strategies include using part-time, temporary and relief teachers to fill gaps, recruiting from overseas, asking existing staff to teach outside their subject area,

training up technicians, asking support staff to fill in, dropping or reducing subjects, juggling the timetable, increasing class sizes, reducing preparation and marking time, or sending children home. In Victoria, as the Auditor General's 2001 report notes, stopgap measures at the school level include 'restructuring of curriculum offerings and teachers teaching out of their specialist subject areas' as common strategies to deal with difficult-to-staff positions or subjects.<sup>29</sup>

## THE SITUATION IN VICTORIA

What are the main teacher supply problems currently confronting Victoria?

It is anticipated that over the next few years Victoria will need around 3,000 new teachers annually.<sup>30</sup> Since the mid-1990s, the number of vacancies in Victorian schools has exceeded the number of new graduates, but the gap has been filled mainly from a pool of casual teachers or teachers who are not working in schools.

The 2002 Teacher Recruitment Difficulties Survey (TRD) indicates that in 2002 the number of schools reporting unfilled positions, and the number of difficult-to-fill vacancies reported by schools, were noticeably fewer than in 2001. The survey reveals that there were fewer recruitment difficulties in particular subjects and geographical areas than in 2001. One conclusion drawn from these figures is that some schools (7 per cent more than in 2001) have become more skilled at offering incentives to attract staff to difficult-to-fill positions.<sup>31</sup>

The survey also shows that maths, English, physical education, Indonesian,

science and food technology were the hardest to fill subject vacancies in 2002, and that some rural and remote locations in Victoria still find it more difficult than other areas to attract teachers. Rural secondary schools, for example, were three times more likely to experience difficulty filling a vacancy than their non-rural counterparts.

A common trend in the literature is to see teacher supply problems in terms of individual teacher characteristics, such as age and specialty field, which lead to retirement and relatively high attrition rates.<sup>32</sup> Teaching Service Cessations (TCS) figures, however, indicate that Victoria has a relatively low cessation rate of around 4 per cent (compared, for example, with the Catholic system rate of around 10 per cent). Victoria's cessation rate is expected to rise to 5.4 by 2006.<sup>33</sup> While this means there will be a greater need for replacement teachers in the coming years, there are also other factors that help to account for the nature of Victoria's teacher supply problems.

The TCS figures reveal that the percentage of departing teaching service staff under the age of 30 has fallen from 18.2 per cent in 1998 to 10.6 per cent in 2001. Females made up 71 per cent of employment agreement cessations in 2001 and 57.6 per cent of resignation cessations.

According to the Casual Relief Teacher Recruitment (CRT) census of August 2002, schools reported 27.2 per cent of CRT employments as being difficult to fill. Primary schools reported the most difficulty recruiting CRTs.<sup>34</sup> The subjects for which CRTs were most difficult to recruit were physical education, maths, science and English. The largest source of CRTs was the category of teachers who have resigned from permanent teaching.

The literature review and consultations suggest the following factors have had an impact on the current teacher supply difficulties being experienced in Victoria:

### Structural

- Having a decentralised model of education makes co-ordinating approaches to teacher supply problems more difficult than under a centralised system. Schools have difficulty predicting what vacancies they might have in the near future and may be reluctant to support initiatives that will be coming out of their global budget. It becomes difficult for schools to offer teachers ongoing positions. This has been identified as one factor in the relatively low number of schools offering scholarship vacancies, for example.
- The absence of a central recruiting agency with responsibility for staffing can also be frustrating for teachers needing to apply for jobs. Decentralisation means that individual teachers may need to make multiple applications for jobs as opposed to one central application. For new teachers there is uncertainty about where the vacancies might be and how the system operates at individual schools. The online recruitment database is a very recent initiative.

### Demographic

- The ageing of the profession has meant a large group of 'baby boomers', who entered the profession in the late 1960s and 1970s, are now retiring or about to retire and are not being replaced by sufficient numbers of new graduates. This ageing is expected to reach its peak in around three years.

- An increase in student enrolments of 4 per cent is expected over the period 1996-2006 and could be higher if Year 12 retention rates increase in line with government policies.
- Australian Bureau of Statistics data indicate a gradual feminisation of the teaching profession across all States and Territories. In 2001, for example, 78.7 per cent of FTE teaching staff in primary schools were female and 54.9 per cent of secondary school teachers were female. In Victoria, there has been a decline in the number of male teachers from 22,057 in 1991 to 19,173 in 2001 and an increase in female teachers from 36,920 to 42,879 in the same period.<sup>35</sup>

#### Subject-related

The shortage of mathematics and science teachers is a worldwide phenomenon. The recent DEST review of teaching and teacher education in Australia notes not only the shortage of qualified maths teachers across all States and Territories but the related problem of ‘the extent to which teachers are sufficiently qualified to teach areas such as mathematics and science’.<sup>36</sup> A 1999 DETYA study, for example, indicates that 25 per cent of Year 12 science teachers and about 30 per cent of Year 12 maths teachers nationally ‘had completed less than 3 years of tertiary study in those areas’.<sup>37</sup>

In relation to Victoria, the literature and consultations have highlighted the following factors as contributing to the current shortage of maths and science teachers in particular:

- During the lean years of teaching positions in the late 1980s and early 1990s in Victoria, those maths and science graduates who might otherwise have become teachers moved into other

fields. This has meant a shortage today with fewer graduates being available to teach these subjects. In particular, there is a shortage of trainees with sufficient expertise in senior maths, physics and chemistry.

- A smaller pool of teachers from which to draw in these areas, and the use of teachers who may have insufficient expertise to take senior maths and science subjects in schools, can contribute to a cycle in which less than optimal secondary school level teaching produces fewer students wanting to study these subjects at tertiary level.<sup>38</sup>
- At both the secondary and tertiary levels there is evidence that fewer students are studying the physical sciences. Science is not an attractive profession in terms of the money to be earned.
- There is a perception amongst some students that maths, physics and chemistry are ‘difficult’ subjects. At VCE level the bonus point system is insufficient to encourage students to continue with these subjects.
- The higher HECS costs associated with science degree courses in comparison with other degree courses is likely to have affected the demand for these courses.

#### Policy-related

- The attraction of resignation at age 54 in order to maximise the financial benefits under the Government’s Revised Superannuation Scheme, has also encouraged people, who might otherwise have stayed on and continued to be productive teachers, to retire from teaching earlier than expected. In 2001 only seven per cent of the total government teacher workforce was aged over 55.<sup>39</sup>

- New policies and curriculum initiatives—the Middle Years Reform and Innovation initiative, Access to Excellence initiative, Primary School P-2 Class Size initiative, Victorian Certificate of Applied Learning expansion and Early Years Numeracy initiative—have meant a greater demand for teachers.

### Career

- The career trajectory of teaching is not currently an attractive option. While the salary at commencement level is excellent, further down the track teachers' salaries have not kept pace with those of other professions.
- The job is perceived to be increasingly stressful due to a range of factors, such as additional duties (for example, drug and alcohol programs), issues related to student behaviour and discipline, and curriculum and assessment changes.

### Geographic

- Some schools in remote and rural areas find it hard to attract teachers. Staff working in teacher education institutions have also indicated that it is difficult to place students in country areas because students have to meet substantial additional costs related to relocation and travel. There is no government support to assist with student teacher in school training (practicum) placements.

### External

- The number of people applying for teacher education places has increased in recent years in Victoria but there are insufficient places available in the institutions. The demand for teacher training for prospective students cannot be met because of reduced higher education funding. Federal grants are

given in a lump sum to tertiary institutions, which then decide on how this money is allocated. Decreased demand for teachers during the 1990s led to the contraction of education faculties.

- Education faculties have fewer opportunities to be entrepreneurial and have to compete with other faculties for funding. Decisions regarding the allocation of student places across faculties depend on a range of factors, 'which may not necessarily take into account the State's need for teachers'.<sup>40</sup>
- Teacher education faculties are experiencing greater difficulty in finding placements for their trainees to undertake a practicum, partly because experienced teachers are reluctant to take on additional supervisory responsibilities. Because supervising teachers in schools are paid for these extra duties of supervision, the teaching practicum component of teacher education is also very expensive for education faculties.
- While the community perception of teaching seems to be improving, there is still a long way to go in terms of encouraging people to view the profession as a high status and intrinsically worthwhile career.
- International competition for teachers means that some young teachers who might otherwise have been expected to teach in Victoria are being recruited for overseas schools. To date, this has not been a significant issue.

The overall state of Victoria's teacher supply, then, is far from being at 'crisis' point, but there are difficulties in recruiting teachers to some subject areas and some geographical locations, and it is anticipated

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that there will be an increased need for teachers to replace the expected 'baby boomer' retirement peak in the next three years.

What are the main strategies currently being used in Victoria?

The three main initiatives are a major recruitment campaign that was launched in 2002, financial incentives in the form of teaching scholarships, and the Graduate Recruitment Program. Another less directly related strategy, which could be expected to have an impact on teacher supply and the quality of teachers entering the profession in the long term, is the establishment of the Victorian Institute of Teaching.

Victorian Teaching Scholarships

A one-off cash payment of \$3,500 is offered to final year students in teacher training. Principals select the scholarship recipients and students are encouraged to do their practicum in the school in which they will be teaching. The scholarship is a guarantee of employment. Students are expected to teach for two years, although not necessarily in the same school for that length of time. Up to 220 scholarships are awarded annually. There have been over 1000 applicants for the scholarships and it is expected that this number will grow. Anecdotally, principals have indicated they are pleased with the quality of the graduates they are getting but there have also been problems, including the relatively low number of scholarship placements being offered by schools.

The consultations suggest that this initiative has not been as effective as similar schemes in other States and Territories, which have more centralised control over staffing appointments. Schools in Victoria often cannot predict what vacancies there will be twelve to

fifteen months in advance. Because of budgetary considerations they are also reluctant to commit to an unproven teacher. They thus have difficulty meeting one of the main attractions of the scheme—the offer of ongoing employment.

The original intention of the scheme was to attract high quality graduates to government schools. The Auditor General Victoria 2001 report has made several recommendations for improved targeting of the scheme to overcome recruitment difficulties.<sup>41</sup>

Graduate Recruitment Program

This scheme is aimed at teachers who graduated up to three years ago but who have not yet been employed in the Victorian education system, for whatever reason. It offers ongoing or contract employment. The take-up rates have been good, with 287 people undertaking the program in 2002. Currently there are refresher courses offered by the some regional offices for those teachers who have been out of education for a long time.

Beginning Teacher Induction Program

The Department of Education & Training runs a series of programs to support teachers entering the system.

Teacher Retraining Programs

The Department has also conducted retraining programs in science and LOTE and new funding (\$2.5 million) has been allocated for rural teacher retraining from 2004-5.

Teaching@DE&T website and Recruitment Online Database

An updated website has been operational since September 2002 and includes access to a recruitment online database. Prospective employees can enter their details and principals will search the

database for those teachers who most readily fit the school's needs.

### Recruitment campaign

In 2002, the Victorian government embarked on a substantial media campaign to promote teaching as a career. This received positive feedback from a range of stakeholders and appears to have led to increased numbers of applicants for pre-service teacher education courses.

### Victorian Institute of Teaching

While not directly related to recruitment strategies, the establishment of the Institute is a positive step towards maintaining and improving the quality of Victoria's teachers and, perhaps indirectly, of encouraging teaching to be seen as a more attractive profession with a clear career pathway and a commitment to professional development.

### Casual and relief teachers

Currently schools handle this problem at the local level. The same kinds of difficulties that confront schools in terms of attracting teachers in particular subject areas or to particular geographical areas surface in relation to casual teaching.

## TEACHER RECRUITMENT INITIATIVES

Education departments throughout Australia and in overseas countries have developed short-, medium- and long-term strategies to overcome the current teacher shortage. What is offered here is a quick summary of a collection of strategies that department personnel have considered worthwhile. Many of the strategies listed here have not been formally evaluated, in most cases because they have only recently been implemented and it is too early to judge their effectiveness. Some are undergoing

current review. In other cases evaluation has been anecdotal or informal. It has not always been possible to ascertain the costs of particular strategies. There does not seem to be much happening in the way of innovative initiatives to attract casual and relief teachers. Most jurisdictions seem to rely on teachers posting their details online and then waiting to hear from a potential employer.

The various strategies are grouped here according to their intended target audience. All costings are in the relevant currency. That is, they have not been converted to Australian dollars. Some schemes overlap in terms of their target audience. There are other initiatives in each State and Territory and in the overseas countries targeted but this is a representative sample of current approaches.

### Pre-service teachers

#### Teaching Fellowship Program (South Carolina)

##### Context

This program is one of several initiatives developed by the South Carolina Centre for Teacher Recruitment (SCCTR) that targets high school students. The SCCTR was established in 1985 in recognition of the need for a centralised recruitment effort and out of concern at the condition of the state's teacher supply pool.

##### Aims

The aim is to encourage local students to take up teaching. It is one example of the state trying to 'grow its own teachers'.

##### Implementation

The Teaching Fellowships are awarded to 200 high school seniors each year, enabling them to participate in enrichment classes at one of nine Teaching Fellow Institutions during the summer months. They receive

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the scholarships for the duration of their teacher education course and in return must agree to teach in South Carolina schools for three years after graduating.

#### Duration

The scholarships are for four years.

#### Cost

The scholarships are worth \$US6,000 per student.

#### Effectiveness

Not available.

### Secondary Undergraduate Placement Grant (Wales)

#### Context

This scheme pays placement grants for those who are on an undergraduate initial teacher-in-training course in Wales and is for trainees intending to become secondary teachers.

#### Aims

This initiative is intended to support secondary school trainees during the school-based placement.

#### Implementation

Funding is paid through the teacher training provider and is targeted mainly at students doing priority subjects such as English, Welsh, maths, modern languages, design and technology, science and ICT. The initial teacher-training provider pays the grant in two instalments.

#### Duration

The grant covers the trainee during school placements.

#### Cost

The scheme provides £1,000 per student training in an eligible priority subject and £600 per student in a non-priority subject. At the time of writing it is not known how many are awarded.

#### Effectiveness

Not available.

### Training bursary (UK)

#### Context

This assistance is for trainee teachers resident in the United Kingdom or from the European Union who are doing teacher education courses after completing their initial Bachelor degrees. It is a tax-free grant that is the equivalent of around £150 a week.

#### Aims

The bursary is intended to be a financial incentive to encourage graduates to consider becoming teachers.

#### Implementation

Fees are paid in full and the teacher training provider arranges the payments. A trainee on a one-year fulltime course receives monthly payments over nine months. Other courses have different payment structures.

#### Duration

This grant is for the duration of the teacher training course.

#### Cost

The training grant is worth £6,000 per student.

#### Effectiveness

Not available.

### Secondary Shortage Subject Scheme (UK)

#### Context

The SSSS is one of several training awards that is offered to trainee teachers and is based on need.

#### Aims

It is designed to help less well-off trainees complete their teacher training.



### Implementation

The grant is for eligible trainees in secondary subjects where there is a national shortage of teachers, including design and technology, geography, ICT, maths, modern languages, music, religious education and science. Candidates apply through their initial teacher-training provider after they commence their course. The initial assessment of need is carried out by the teacher training provider.

### Duration

Not available.

### Cost

Payment is based on means. The scheme pays up to £5,000 for trainees under 25 years and up to £7,500 for trainees over 25 years. The maximum amount is only paid in cases of exceptional hardship.

### Effectiveness

Not available.

### Secondary Subject Trainee Allowance (SSTA) (New Zealand)

#### Context

This initiative targets graduates and near-graduates in specific subject shortage areas. It is an expansion of an earlier 1997 scheme which offered scholarships in a limited number of subjects.

#### Aims

The allowance was initially introduced to encourage recruits in the areas of computing, Maori, mathematics, physical education and physics. It has since been expanded to include chemistry and English.

#### Implementation

There are two categories: the Graduate Allowance of \$7,000, which is for graduates whose degree meets certain requirements in a target subject, and who are accepted into a teacher education

program for that subject. The allowance is paid in three instalments, with \$2,000 after completing six weeks of teacher training, \$2,500 on successful completion of the teacher education program, and \$2,500 after twenty weeks' employment teaching the subject in a New Zealand school. Applicants can apply for their first payment up to three weeks after commencing their teacher training.

The second category is the Early Commitment Allowance of \$10,000 for tertiary students who have met certain requirements in that subject area, and who are provisionally accepted in a teacher education course in a target subject no later than five months into the final year of the degree or postgraduate study. The payment is made in three instalments, \$5,000 after provisional acceptance into teacher training, \$2,500 on successful completion of the teacher education program and \$2,500 after twenty weeks' employment teaching the subject in a New Zealand school. Candidates must be New Zealand citizens or permanent residents, and must pay back the first payment if they do not pass their teacher education program. Only the final payment is taxable. Holders are ineligible for a TeachNZ Scholarship.

#### Duration

This scheme has recently been expanded with extra funding being committed to it.

#### Cost

The scholarships are worth up to \$NZ10,000 each.

#### Effectiveness

The scheme has been very successful from the point of view of the ministry, leading to an increase in the number of student teachers in the five original target subjects by 51 per cent in 2002.<sup>42</sup> Over the past ten years the number of trainees entering

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teacher education programs has doubled. The allowances have been effective in increasing the number of student teacher numbers in physical education and computing. They have had an impact on physics and maths student teacher numbers. Sources differ in relation to how effective they have been in recruiting Maori student teacher numbers.

It is regarded as perhaps the most effective of the teacher supply policies that operate within New Zealand, mainly because it has attracted people into targeted subject areas, increased the numbers of people training to be teachers and changed the mix of subjects.

#### TeachNZ scholarships (New Zealand)

##### Context

These scholarships are targeted at people who are under-represented in teaching.

In 2002, 425 TeachNZ scholarships were made available to individuals from rural areas wanting to teach in rural schools, Maori or Pacific people wanting to teach in early childhood, primary or secondary schools, and people wanting to teach in subjects using the Maori language.

##### Aims

The scholarships are intended to encourage people who might not otherwise be interested in teaching.

##### Implementation

These work in a similar way to the SSTAs.

##### Duration

Not available.

##### Cost

Not available.

##### Effectiveness

There was an early surge in the number of Maori recruits into training although this has fallen away now. While the Maori

scholarships are sometimes difficult to fill, it is felt that they do provide a mechanism for high calibre Maori teachers to enter teaching. A 1999 survey of unsuccessful scholarship recipients indicated that the scholarship did influence people's decision to enter teaching.

The Pacific scholarships, like the Maori ones, generate more interest amongst non-graduates than graduates. They have nevertheless encouraged some high calibre Pasifika people to enter teacher education.

The rural scholarships have the highest uptake of all TeachNZ scholarships. All scholarships are easily allocated, mostly to graduates. The scheme is effective in meeting its policy objectives of helping people from rural areas into teacher education and into teaching in rural areas.

#### Teacher Education Scholarships (New South Wales)

##### Context

The NSW Department of Education and Training offers scholarships for students to undertake a pre-service teacher education program.

##### Aims

The scholarship is intended for students doing pre-service programs in mathematics, science, English, and technological and applied studies.

##### Implementation

Scholarship holders are guaranteed employment in a NSW government school on successful completion of their studies. They are expected to teach for three years in Sydney's western or south-western suburbs or in a non-coastal rural area of NSW. Opportunities are available for HSC leavers from schools and TAFE NSW, current university students, and Aboriginal and Torres Strait Islanders with or without HSC.

### Duration

The scholarships are of up to four years' duration.

### Cost

The scholarships cover the cost of HECS fees for subjects successfully completed while studying for an approved teacher education qualification, and a training grant of \$1,500 for each year of the scholarship, which is intended to go towards incidentals, textbooks and student administration fees.

### Effectiveness

205 scholarships were awarded in 2002 and 125 scholarships were awarded in 2003.

### Student Teacher Bursary Scheme (Northern Territory)

#### Context

The Northern Territory 'imports' most of its teachers from other states. This scheme was introduced for the first time in 2002.

#### Aims

The bursary is to encourage students to teach in remote areas and in some subject areas, such as maths, science, special education, ESL and IT.

#### Implementation

The bursary is for entry-level students in either Diploma or Bachelor programs. It is payable only to those students attending local tertiary institutions. Twenty were awarded last year and another twenty-three bursaries commenced in 2003. Indigenous students can apply but have not done so yet. A proposal has recently been submitted for a new initiative next year, which will target indigenous students who are already in teacher education. They will need to have completed one year of their course to be considered for the indigenous bursary. This is to increase the likelihood

of successful course completion. Students are not currently expected to teach for a stipulated period.

### Duration

The bursary is for the duration of the course, usually either a one-year Graduate Diploma or a four-year Bachelor degree.

### Cost

The bursary is worth \$12,000 a year for the duration of the course. Twenty new bursaries a year are awarded, with a maximum of 80 at any one time.

### Effectiveness

This is only the second year of the program. At the end of 2002, five of the first twenty bursary holders have graduated. Of these five, three have been permanently placed in Darwin schools, one is working for a private college in Alice Springs and one is moving interstate. These bursaries were subject-related rather than remote area bursaries.

### Early Country Recruitment Scheme (South Australia)

#### Context

The scheme began in 2001.

#### Aims

The scheme aims to attract new teachers to country areas in particular subjects.

#### Implementation

Not available.

#### Duration

Not available.

#### Cost

Not available.

#### Effectiveness

The scheme is still fairly new. Nineteen graduates took up permanent employment at the beginning of 2002 and the scheme

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has since been expanded with the aim of capturing graduates in curriculum shortage areas who are prepared to go to country schools.

#### Teaching Scholarships (Western Australia)

##### Context

WA has a very extensive scholarship program aimed at trainees in their final year of teacher education.

##### Aims

The scholarships are intended to attract people into teaching and in particular to subjects where there is a shortage, such as maths and science.

##### Implementation

Graduates receive the scholarship money upfront and are contracted to work for the department for the next two years. They are expected to indicate statewide availability but are not sent to the remote schools because these need more experienced teachers. The main criteria for receiving the scholarship is a willingness to teach in an area of need. This could be a curriculum or geographical area of need. If the person were an engineer, for example, then he/she would sign on for a Diploma of Education and receive a cheque at the beginning of their course.

##### Duration

This is a one off payment.

##### Cost

The scheme provides scholarships worth \$10,000 per graduate. The scheme has recently been given increased funding to enable scholarships of \$20,000 to be awarded to chemistry, maths and physics students at the beginning of their final year. They will be contracted to teach for three years.

##### Effectiveness

There have been many applications for these scholarships. The amount of money involved is seen to be very attractive to a young graduate. In 2003 the Department awarded 60 scholarships (over 300 applicants), in 2004 there will be eighty-four scholarships and in 2005 there will be 104. Because of the program's success, thirty to thirty-five scholarships valued at \$20,000 will be offered annually between now and 2006. An informal review carried out about a year ago found the scheme to be worthwhile because it had resulted in more teachers in the specifically targeted areas.

See also the Remote Area Teacher Education Program (RATEP) below.

#### Beginning teachers

#### Repayment of Teachers' Loans (RTL) (UK)

##### Context

This is a major new incentive that is a three-year pilot for newly qualified teachers in designated shortage subjects, who begin training in 2002-3, 2003-4 and 2004-5.

##### Aims

This concession is aimed at assisting newly qualified teachers of priority subjects in secondary schools and involves the government repaying, over a period of up to ten years, the teacher's outstanding student loan.

##### Implementation

Current priority subjects include English, mathematics, modern foreign languages, design & technology and ICT, Welsh. To be eligible for this concession teachers must be teaching one or more of these subjects for at least half of their teaching time a week. The full amount of outstanding loans is to be repaid if the teacher works full time

and remains in an eligible post according to the requirements of the scheme. Part-time teachers receive pro-rata benefit. Applicants must meet a number of criteria, such as: they must be employed in a teaching position in a school in England or Wales, must begin employment between 1 July 2002 and 30 June 2005, must spend at least half their teaching allocation a week teaching the shortage subject, and must have an outstanding loan debt with Students Loan Company. Teachers can opt out of the scheme.

### Duration

Currently the scheme is intended to operate for the periods 2002-3, 2003-4, and 2004-5.

### Cost

No total costing is available at this stage.

### Effectiveness

The scheme is only in its first year.

### Career Entry and Development Portfolio (UK)

#### Context

This is a new initiative, to be launched in May 2003, which has been drawn up by the Teacher Training Agency (TTA) in consultation with schools and other relevant authorities. It is targeted at trainees during the final part of their course and induction period as new teachers.

#### Aims

The aim is to encourage beginning teachers to reflect on and plan their professional development so they maintain a positive attitude towards the profession.

#### Implementation

This program involves professional development materials and is incorporated into the formal induction program, which lasts three terms. The Profile offers 'structured guidance' to teachers at key

milestones or 'transition points' in their professional development: towards the end of their initial training programme and at the start and end of their induction period. The Profile is intended to help teachers make constructive connections between these points and 'is designed to be a flexible working document that can be used alongside, or as part of, other professional records with which the teacher is working.'

#### Duration

Not available.

#### Cost

The initiative is about to begin.

#### Effectiveness

While this initiative is about to be launched, it also builds on the Career Entry Profile introduced five years ago, which it replaces, so does have some kind of history. It would seem to have merit as a way of easing the transition from trainee to beginning teacher.

### Golden hellos (UK)

#### Context

This is one of a suite of incentives the Teacher Training Agency is currently offering teachers. This teaching grant is taxable but is not a loan and does not require repayment.

#### Aims

This scheme is designed as an incentive to encourage teachers of particular subject areas to stay in the profession.

#### Implementation

Newly qualified teachers in English, mathematics, science, design and technology, modern foreign languages or ICT can claim the 'golden hello' payment of £4,000 after successful completion of their induction year.

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#### Duration

This is a one-off payment to teachers in their second year.

#### Cost

No cost is available at this stage.

#### Effectiveness

Not available.

### New teachers

Teacher Recruitment Incentive Program (TRIP) (USA)

#### Context

This program was set up in 2000 in California.

#### Aims

The immediate aim of TRIP is to address the teacher shortage in California.

#### Implementation

The program is administered by the Sacramento County Office of Education and organised through six Teacher Recruitment Centres, which assist schools to recruit new teachers. The main focus is on getting teachers for hard-to-staff schools. The centres screen and refer candidates, review transcripts, provide job counselling and information about teacher preparation programs, organise interviews with district administrators and sponsor job fairs.

#### Duration

The first year of the program was 2000-01.

#### Cost

Funding is currently around \$US9.4 million.

#### Effectiveness

By the end of the 2000-01 fiscal year more than 16,000 teachers had been hired through the recruitment centres, ten per cent more than the original goal set by the six centres.

Former teachers or teachers currently not teaching (e.g. on leave)

Retraining (New Zealand)

#### Context

There are two types of retraining courses funded by the New Zealand government: short 'conversion' courses for qualified primary school teachers wishing to become secondary teachers (see p.24), and retraining for teachers who have been out of teaching for some time.

#### Aims

The goal of the second type of retraining is to attract quality people back into the profession.

#### Implementation

Not available.

#### Duration

The retraining course runs for six weeks.

#### Cost

Not available.

#### Effectiveness

This strategy has helped build up the numbers of casual relief teachers available. It has also attracted overseas trained teachers. The courses are continually full, particularly in Auckland. Its effectiveness has been described in terms of providing 'a variable re-entry rate into teaching'.

Returning to Teaching Allowance (New Zealand)

#### Context

Not available.

#### Aims

The allowance is an incentive for trained teachers who have been out of the profession for three years or more.

### Implementation

Not available.

### Duration

This is a one-off payment.

### Cost

The allowance is NZ\$3,000.

### Effectiveness

Anecdotally this program is problematic. People are not returning to teaching for a one-off payment but are apparently claiming the allowance when they have taken the job.

## Retraining Programs (New South Wales)

### Context

These programs support graduate teachers to gain accreditation in a specialist or curriculum teaching area, building on the skills and qualifications and experience that teachers already have.

### Aims

The aim of the program is to enhance the supply of qualified teachers in curriculum and specialist areas of shortage.

### Implementation

Sponsored retraining programs are offered in areas of greatest need, including mathematics, technology and applied subjects. There is a Graduate Certificate of Physics Sponsorship Program, which enables current science teachers without physics specialisation to be sponsored to undertake the Graduate Certificate of Physics. Retraining programs are also provided to support teachers who want to gain accreditation in special education, school counselling, as a careers advisor, teacher-librarian, in ESL and reading recovery. Teachers who want to deliver vocational courses as part of the HSC are also sponsored by the NSW Department. At the time of writing it is not clear how

selection of participants in the various retraining programs is made.

### Duration

The retraining scheme is a six-month intensive face-to-face program conducted by universities, followed by 12 months in-school mentoring from qualified experienced teachers.

### Cost

This is one of the NSW teacher recruitment initiatives for which the government has allocated overall funding of \$88.5 million.

### Effectiveness

The Department states that 'schools have positively commented on the quality and commitment of their retrained teachers'. The Department has used focus groups and surveys of participants during training and after their induction in schools to gain feedback, as well as feedback from mentors, principals and head teachers of the retrained teachers to measure how effective the retraining programs have been.

## Keeping in Touch Programme (UK)

### Context

Former teachers are offered refresher courses to help them assimilate back into the classroom. Most are teachers wanting to come back after taking a break through having a family or perhaps having worked for a while in another career.

### Aims

The TTA-designed and funded courses are intended to bring former teachers up to date with such things as literacy and numeracy strategies, behaviour management, the National Curriculum and ICT and other changes in the profession.

### Implementation

The courses are run by the Local Education Authorities, universities and colleges with

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some courses organised by schools and private organisations. Participants are eligible for a training bursary of up to £150 per week for the duration of the course, up to a maximum of £1,500 and childcare support in the form of reimbursement for childcare costs, depending on the age of the child, incurred during the refresher course. There is a supported school placement which provides an opportunity to brush up on teaching skills and enables the returning teacher to talk in detail with current teachers. Information is available online. Courses are free although in some cases there may be a refundable deposit. Acceptance into a course usually involves an interview at which applicants need to demonstrate a genuine desire to return to teaching.

#### Duration

The courses generally run for twelve weeks and can be taken full time or part time. Towards the end of 2003 distance learning courses will also be available.

#### Cost

Not available.

#### Effectiveness

The scheme has enabled thousands of former teachers to return to the classroom. The Teacher Training Agency notes that almost half of the enquiries to the TTA's Teaching Information Line is from people over 30 who are interested in becoming teachers, so the potential audience for a scheme like this is clearly there.

### Existing teachers

#### Conversion courses (New Zealand)

##### Context

This form of retraining is for qualified primary school teachers who are willing to teach in the secondary system.

##### Aims

The courses are designed to enable existing primary school teachers with degree qualifications to teach in secondary schools.

##### Implementation

The first 'conversion' course was run late last year.

##### Duration

Not available.

##### Cost

Not available.

##### Effectiveness

The numbers are very small but the program was successful in assisting most of the participants to move into secondary teaching positions.

#### Teacher Mentor Program (New South Wales)

##### Context

This initiative, which supplies teacher mentors for beginning teachers, is currently being piloted.

##### Aims

The purpose of the initiative is to provide support for newly appointed teachers.

##### Implementation

Currently there are fifty teacher mentors attached to schools. These appointments are above establishment and are in schools with a high proportion of newly appointed teachers. Twenty mentors have been sent to isolated rural schools. The mentors work with new teachers to demonstrate quality teaching practices, observe lessons in consultation with the newly appointed teacher, assist with assessment and reporting and classroom management issues.

##### Duration

It is being piloted for the duration of 2003.



### Cost

This one of the NSW teacher recruitment initiatives for which the government has allocated overall funding of \$88.5 million.

### Effectiveness

It is too soon to tell.

### Incentives Payment Program (Tasmania)

#### Context

Tasmania has a small teaching population and an overall balance in terms of teacher supply, but experiences some difficulties in attracting teachers to non-preferred locations and in some subject areas. This program is linked to the department's transfer policy mentioned above.

#### Aims

The program is designed to encourage teachers to stay on at a school in a non-preferred location instead of moving out as soon as they can.

#### Implementation

Teachers receive \$1,500 to go to the non-preferred location school and another \$1500 at the end of three years. They receive another \$3,000 at the end of each of their fourth, fifth and sixth years.

#### Duration

The program has been running about three years.

#### Cost

As above.

#### Effectiveness

The program is being reviewed this year. Anecdotally it seems to be working well. In one case, of ten new teachers who came to a particular school at the same time under the transfer policy, six opted to stay until the end of their fifth year.

### Remote Study Leave Program (Northern Territory)

#### Context

The Northern Territory's remote schools range from one-teacher schools to community education centres with several hundred students. Most remote schools are in Aboriginal communities. Other types of remote schools are bilingual schools, schools with two or more teachers and homeland learning centres in which a local Aboriginal teacher is supported by a visiting non-Aboriginal teacher. The Territory finds it very hard to attract teachers to remote areas. Some of these are inaccessible except by plane or boat.

#### Aims

The idea of the program is to encourage teachers to stay in remote areas for several years.

#### Implementation

A points score system operates which allows employees to accumulate points towards full study leave for one semester study at an approved institution. After a teacher has been in a remote area for four years he/she can have a semester off on paid study leave.

#### Duration

The paid study leave is for a semester.

#### Cost

Not available.

#### Effectiveness

This is said to be a very attractive option. Many people who choose to take up this option take half pay over twelve months for a full year off, then usually apply for a non-remote school.

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Remote Incentives Package  
(Northern Territory)

**Context**

Not available.

**Aims**

The incentives are aimed at attracting teachers to remote areas.

**Implementation**

This package involves reimbursement of HECS liabilities. This policy has been modified recently and currently has provision for repaying up to 100 per cent of the loan, depending on the subject and shortfall in that area. Teachers are also eligible for the Northern Territory's rental rebate scheme in which employees renting government accommodation in approved remote communities are eligible, at the completion of each year of service, for a rebate of a proportion of the rent paid during that year of service. The amount payable depends on the degree of remoteness. Category 3 teachers, for example, are entitled to 100 per cent rebate of rental contributions, 5 study leave points for each completed year of remote services in the locality, three fares out of isolated localities (FOILs) per year, reimbursement of the cost of freighting in food, a family travel assistance program, and a professional isolation allowance of \$1200 a year.

**Duration**

This varies according to the initiative.

**Cost**

This is hard to calculate as the amount will vary across students.

**Effectiveness**

Some of these initiatives are available to any Territory employees working in remote areas. Anecdotally, it is regarded as a good package.

Remote Area Incentive Scheme (RAIS)  
(Queensland)

**Context**

This scheme has been operating since the early 1990s and is adapted from a program that was already in existence. It offers cash benefits to teachers but not a complete package like Western Australia.

**Aims**

The scheme is designed to encourage teachers not only to teach in remote and rural areas but to remain in those schools beyond the minimum required period of service.

**Implementation**

Each school in Queensland is given a rating based on their geographical location such as distance from the southeast corner of Queensland, a coastal provincial centre, and services. Education Queensland monitors these ratings centrally. Teachers undergo an induction to prepare them for what they will be facing. The scheme provides: a compensation cash benefit of a maximum of \$5,000 once per year, as well as an additional payment for independents, to offset travel costs to Brisbane or a nominated coastal centre; a maximum \$5,000 a year cash incentive to encourage teachers to remain in rural and remote locations after their designated period of service has ended; extended emergency leave of up to 8 days; and an induction program for newly appointed teachers in schools with a Transfer Rating of 6-7.

**Duration**

Not available.

**Cost**

The program costs Education Queensland around \$8,300,000.

**Effectiveness**

The scheme is currently being reviewed. Anecdotally, it seems that service periods

have been expanding incrementally but there is no hard evidence for this. Around 2,500 teachers annually get some kind of compensation payment for being in a remote school. In Education Queensland surveys indicate that RAIS is listed as around the fourth or fifth reason by teachers for going to a remote location school.

### Remote Teaching Service Program (Western Australia)

#### Context

This scheme has been operating since 1995. Western Australia has difficulty staffing its thirty-six remote schools. This package includes a number of incentives.

#### Aims

The aim is to attract teachers to these remote locations and to encourage them to stay on.

#### Implementation

Teachers can gain permanency after two years' satisfactory service in a remote school. Other benefits include free accommodation—the housing is owned by the Government Employees Housing Authority but rental costs are paid for by the Education Department. After three years of service in a remote location, teachers can take ten week's additional leave; after four years of service this increases to twenty-six weeks' leave. Teachers in remote schools also earn bonus transfer points. Financially, teachers in Rating 1 schools, which are the most remote, are given an extra \$11,500 on top of their salaries, teachers in Rating 2 schools receive \$10,000 and teachers in Rating 3 schools receive an extra \$8,500.

#### Duration

These additional financial incentives last for the duration of the teacher's service in the remote school.

#### Cost

The total cost is around \$7,000,000. This breaks down into around \$3,000,000 for salaries, \$492,000 for contingencies, \$596,000 for transport costs and \$2,700,000 for housing. It is an expensive program to run but the results have been excellent. Before it was introduced the retention rate was around 35 per cent. It is now around 77 per cent. The turnover rate is now around three or four years as opposed to less than a year previously.

#### Effectiveness

The prospect of early permanency and the financial benefits are considered great attractions.

### Mid-career change teachers

#### Open Schools Programme (UK)

#### Context

Currently 500 schools participate in this program, which is organised through the Teacher Training Agency. Participation is voluntary and the program is expanding.

#### Aims

This program is targeted at the thirty per cent of postgraduate prospective teachers in their 30s who are seriously thinking of becoming teachers and who would like to have some first hand experience of what schools are like before committing themselves. This includes those thinking of mid-life career changes.

#### Implementation

Visits are arranged through the TTA Teaching Information Hotline. During the visit potential applicants have the opportunity to observe lessons relevant to their subject expertise, discuss the curriculum for their subject with classroom teachers, talk to non-teaching staff, become familiar with the pastoral care

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program in the school and work out their next steps with the teacher responsible for organising the visit. If the visit confirms their interest then they can apply for an Initial Teacher Training course.

#### Duration

The program was launched in November 2000 and is still going, with the TTA keen to encourage more schools to join the program.

#### Cost

Not available.

#### Effectiveness

Around 2,500 visits have taken place since the program was launched. According to the TTA, 91 per cent of visitors have indicated that a visit encouraged them to pursue their plans to teach.<sup>43</sup>

### Accelerated Teacher Training (New South Wales)

#### Context

Based on a similar 1997 training model used for retrenched BHP workers by the University of Newcastle, in collaboration with BHP Newcastle and the Department of Education and Training, the ATT programs provide an accelerated pathway for experienced workers into teacher training programs. Applicants have trades qualifications (eg TAFE certificates or diplomas), university degrees in a specialised field of study, or industry training relates to the areas of mathematics or science, particularly physics. The majority of applicants have TAFE trade certification and high level related industry skills and experience. Many are mid-career professionals wanting to share their skills and experience with school students.

#### Aims

The AAT program aims to pro-actively address areas of potential teacher shortage.

#### Implementation

The ATT programs target people with industry backgrounds who would make ideal teachers in the areas of mathematics, science (especially physics), agriculture, or technology (especially industrial arts, food technology, computing studies). The programs involve intensive study over eighteen months. Courses are delivered in a range of delivery modes, including face-to-face, distance education, online, and residential schools. They are the equivalent of two years of teacher training. Graduates are accredited teachers with a four-year Bachelor of Education degree or equivalent. Four universities have been involved, with each developing its own RPL process 'to provide a framework for the assessment of the qualifications, knowledge, skills and experience of applicants during their first year of appointment'. Sponsored trainees are provided with payment of tuition and course administration fees, a one-off training allowance; and guaranteed employment as a teacher in a NSW government school. They must be prepared to teach in Sydney's western or south western suburbs or in rural NSW for a minimum of three years.

#### Duration

The initiative began in August 2001 and is still operating. ATT courses are eighteen months' duration.

#### Cost

This comes under the NSW education department's \$88.5 million budget allocation over four years. Sponsored trainees are provided with:

- payment of full course fees and course administration fees (approximate value \$18,000);
- a one-off training allowance of \$1,500 gross (since 2002) towards the cost of books and incidentals; and

- guaranteed employment, on completion of training, as a teacher in a NSW government school in Sydney's western or south western suburbs or in rural NSW.

### Effectiveness

The first intake in August 2001 had 129 sponsored trainees participating in the ATT program, with graduates being appointed to teaching positions from the beginning of 2003. Currently, 117 sponsored trainees are completing the 2002 course and are due to be appointed to teaching positions from the beginning of 2004. During the first year of teaching a mentoring program of support is being implemented (p.24).

The Department states that university staff 'are very supportive of the ATT programs and have positively commented on the commitment and industry expertise of the students'. There has also been 'a significant community interest' in the ATT programs.

### Targeted groups with special needs

#### Overseas Trained Teachers Program (New South Wales)

##### Context

The Department of Education and Training offers an orientation program of eleven days for overseas trained teachers.

##### Aims

Not available.

##### Implementation

The program includes five days in-school professional experience and focuses on cultural awareness, NSW school curriculum, teaching and learning, and classroom management. In 2002 a program to assist schools with large numbers of overseas trained teachers was piloted in two school districts. It focused on developing effective leadership and induction strategies and developing

multicultural awareness and included follow-up district-based workshops to refine the use of existing strategies so that the program could be extended to other NSW schools in 2003. Currently an information package aimed at easing the transition for overseas teachers in NSW schools is being prepared.

##### Duration

The program is of eleven days' duration, including five days in schools.

##### Cost

Not available.

##### Effectiveness

Fifty-eight overseas trained teachers undertook this program in 2002. It is still in its early stages.

#### Aboriginal and Torres Strait Islander Scholarships (New South Wales)

##### Context

The NSW Department of Education and Training is offering scholarships for ATSI students to undertake a pre-service teacher education program in either primary or secondary teaching, including the priority subject areas.

##### Aims

The scholarship is intended to encourage ATSI students to become qualified teachers.

##### Implementation

Scholarship holders are guaranteed employment in a NSW government school on successful completion of their studies. They are expected to teach for three years in Sydney's western or south-western suburbs or in a non-coastal rural area of NSW. Opportunities are available for HSC leavers from schools and TAFE NSW, current university students, Aboriginal and Torres Strait Islanders with or without HSC.

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#### Duration

The scholarships are for up to four years' duration.

#### Cost

The scholarships cover the cost of HECS fees for subjects successfully completed while studying for an approved teacher education qualification, and a training grant of \$1,500 for each year of the scholarship, which is intended to go towards incidentals, textbooks and student administration fees.

#### Effectiveness

205 scholarships were awarded in 2002 and 125 scholarships were awarded in 2003.

#### Remote Area Teacher Education Program (RATEP) (Queensland)

##### Context

RATEP is a community-based teacher education program and operates in a partnership arrangement with Tropical North Queensland TAFE, James Cook University and Education Queensland. The rationale for this initiative derives from the knowledge that the entrance and success rate for indigenous people living in remote communities, who have had to relocate to a centralised educational facility for long periods of study, has in the past been very low.

##### Aims

It is aimed at increasing the pool of indigenous teachers available to teach in Aboriginal and Torres Strait Island communities throughout Queensland.

##### Implementation

Students become fully qualified teachers by undertaking their teacher education course through external delivery in their own communities. The content of the course is culturally relevant and is delivered through interactive multimedia.

There are also onsite teacher coordinators, who are qualified teachers and who provide academic and administrative support. Their presence is also a means of ensuring retention rates. Students are encouraged to do full time study rather than part-time. Cairns TAFE delivers the first two years of the program, which means any student who drops out at this point will at least have a certificate qualification, and JCU delivers the final three years of the course. There have been moves to reduce the time needed to qualify by offering a shorter course.

##### Duration

The duration of the program depends on the length of the course.

##### Cost

The state puts in \$1.2 million, most of which goes towards paying the salaries of the seventeen teacher coordinators, the state co-ordinator's salary and a small number of RATEP scholarships (see below); while the Commonwealth puts in \$400,000, which goes towards IT costs, travel, professional development and conferences.

##### Effectiveness

It is said to be 'a key strategy' in the development of indigenous teachers in Queensland and provides training in a community environment. Since its commencement in 1990 there have been over ninety graduates placed in teaching positions in Queensland. Of these, 70 are still teaching in some form or another and five or six have become principals. In February 2003 there were forty-two students studying for their Bachelor of Education. Feedback suggests it is a 'well received' program. While costly, it has been worth it to be able to be able to increase the pool of indigenous teachers.

There is also a RATEP scholarship offered to those students who have studied through two

years of Cairns TAFE and have made it to JCU. The scholarships are worth \$5,000 a year while at JCU. This scheme, which started around 1997, offers up to 30 scholarships per year subject to funding. This money is on top of Abstudy and so is a bonus for indigenous students who are receiving Abstudy and/or supporting a family.

### Casual relief teachers

From the limited research done as part of this review, it seems that there are not many initiatives in the area of casual or relief teaching. Most of the work being done in relation to CTRs seems to be part of broader strategies that have follow-on effects for a casual relief pool. Most education departments in Australia seem to be providing online registration facilities and teachers can indicate their availability for casual work here.

In the United Kingdom, the Department for Education and Skills has produced a series of self-study materials for the professional development of casual relief teachers ('supply teachers'). These are available free of charge and are designed to keep CRTs up to date with good classroom practice and educational initiatives relevant to their teaching in United Kingdom schools.

New South Wales has adopted a range of strategies, including

- the Casual Teacher Plan, which offers
  - a Teacher Relief Scheme that enables temporary or mobile teachers to be appointed for an agreed time to schools with casual shortages
  - the trialling of a fully automated casual call centre in term 4 2002, which is now and is now being expanded across the state and is expected to be fully operational in term 4 2003

- the introduction of a local area relief trial with a pool of permanently employed teachers providing short-term relief for schools in targeted districts
- the introduction of 'Procedures for Managing Casual Teachers Who Are Experiencing Difficulties With Their Teaching Performance', aimed at supporting casual teachers who may be struggling
- the fast-tracking of approval for final year university students and other prospective teachers
- a trial of primary and specialist teacher 'flying squads' in terms 2 and 3 in 2003. This pool will be allocated to difficult-to-staff areas in western Sydney and will be directed to particular schools on a daily basis. Teachers in the trial will be given priority transfer to a permanent position in a school following twelve months as a flying squad member.
- the Permanent Employment Program
- the Teacher Employment Priority Scheme, which rewards casual teachers by accelerating their priority for employment by six to eighteen months for every fifty days of casual service in government schools.

Western Australia has three categories of casual teachers. In each category teachers are offered employment for a year as relief teachers. The aim of this approach is to provide a pool of teachers to meet school needs across the state.

One category of relief teacher is attached to a big secondary school in a metropolitan area and employed for a year on normal pay. District relief teachers are located in a region and are employed for a year on

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normal wages to cover a range of hard to staff schools in the areas. The third category is known as the 'flying squad' and is moved as needed. There is a core of about five teachers who work in this way. The attrition rate is high despite a dislocation allowance of \$10,000 on top of a year's salary.

Queensland is currently setting up an online service specifically catering for the needs of casual teachers. Originally it was planned as part of an overhaul of Education Queensland's induction processes for beginning teachers, but has evolved into an online service enabling CTRs to access relevant information. The aim was to provide a service which CTRs could access in their own time rather than having to attend an induction course. The site is expected to be operational in the next month and will be linked to Education Queensland's homepage.

#### Cost

Not available.

#### Effectiveness

The attrition rate is high mainly because teachers end up having no social life as they are always travelling. The Department is now looking at perhaps having a group of retired teachers working some days per week.

#### Teaching as a career

[teach.NSW](http://teach.NSW)

#### Context

This strategy is being implemented by the NSW Department of Education and Training as part of a general promotional strategy to attract teachers to the profession.

#### Aims

The [teach.NSW](http://teach.NSW) initiative promotes teaching as a career and provides

prospective teachers with information about teaching. The overall aim is to attract quality teachers to the NSW teaching profession through a series of strategies such as:

- the establishment of a shopfront in the city 'to give expert, personal advice about teaching as a career'
- the development of a comprehensive package of promotional materials, including a website and toll free telephone number; the website includes teachers in a range of educational settings talking about their careers
- the establishment of Outreach Promotion teams in 40 districts across NSW; these include both teaching and non-teaching staff committed to raising the profile of teaching as a profession; this is done through information sessions at schools and universities, careers fairs and advertising
- a comprehensive state-wide marketing campaign urging people to Teach—Make a Difference
- a Mobile Promotions team which attends major promotional events such as the Sydney Easter Show and large careers expos.

#### Implementation

The message is disseminated through websites, public appearances at outdoor events, promotional visits to educational institutions, advertisements on TV, radio, and in the print media, as well as through the city shopfront.

The website address is:

<http://www.det.nsw.edu.au/employment/teachnsw/>

#### Duration

The initiative was only launched in September 2002.



### Cost

The NSW government has allocated funding of \$88.5 million over the next four years to fund the suite of NSW teacher recruitment initiatives. No estimated cost has been given for this program.

### Effectiveness

Since the launch of *teach.nsw* more than 15,000 enquiries have been received about teaching as a career.

### Recruitment Fairs (Northern Territory)

#### Context

The Department works with other universities to recruit graduates directly. Staff participate in university fairs and other activities to encourage teachers to come to the Northern Territory. Recently the Department participated in a chat line, which was initiated by the University of New England.

#### Aims

This initiative was aimed at encouraging students to think of taking up teaching as a career.

#### Implementation

Northern Territory Department representatives ‘manned’ the online chat with potential recruits and answered questions.

#### Duration

The online chat line took place over one day.

#### Cost

Not available.

#### Effectiveness

The response in terms of numbers taking part in the service was very good, but it is too early to say whether this will translate into people moving to the Territory to teach.

## A system-wide approach

### Systems wide programs

The following examples have been included because they offer a systematic rather than a piecemeal approach to the problem of teacher and supply.

The New Zealand experience may be of interest not only because of its global approach to the problem of teacher supply, but because it has a partially de-centralised system. The New Zealand Ministry of Education has adopted a broad overall strategy, overseeing a range of initiatives that have been costed at around \$37 million over three years. Recently teachers received and overall 10.5 per cent salary increase over three years and an increase in the normal commencement salary of 9.8 per cent. The government has also committed itself to giving teachers some non-contact time. These strategies and approaches to teacher recruitment are co-ordinated through TeachNZ, a unit in the Ministry of Education, whose main task is to promote teaching as a profession and develop teacher supply initiatives. These include:

- scholarships
- training allowances for priority subjects
- recruitment incentives (permanent staffing assistance; an Isolation Allowance of between \$300 and \$3,000)
- retraining for former secondary teachers
- returning teacher allowances
- national relocation grants for teachers to move to teaching jobs in other parts of the country (\$3,000 for full-time entitlement positions of twenty weeks or more, or \$1,500 for full-time entitlement positions of six to nineteen weeks)
- conversion courses enabling existing primary teachers with degree qualifications to teach in secondary schools

- international relocation grants of \$NZ5,000 for New Zealand teachers living abroad and returning to New Zealand to teach full-time for a minimum of twenty weeks, and \$NZ3,000 for suitably qualified overseas-trained teachers recruited to New Zealand for a full-time teaching position for a minimum of twenty weeks (applies to all overseas secondary appointments and some primary ones)
- new teachers being given a non-contact time allowance in their first two years of teaching
- secondary teachers have also been given a significant pay increase effective from July 2003.

Another (at this stage, one-off) initiative which involved a lot of work but which was judged to be well worth the effort was to fly a group of twenty-four new teacher education graduates from the South Island, where there is an oversupply of teachers, to Auckland city, where demand exceeds supply. Accommodation was provided in university hostels and appointments were set up with Auckland principals whose schools had vacant positions. Over three days 170 interviews were held. Although this strategy was very time consuming, it worked, with nineteen of the twenty-four getting jobs in Auckland schools. It was felt that these graduates, who did not otherwise have teaching jobs for 2003, were at risk of being 'lost' to the system, through taking non-teaching jobs for example, and so the strategy has satisfied the needs of both schools and graduates. It is too early to say whether these graduates have remained with the schools as this only took place at the end of last year. The cost of this exercise was not provided.

Teacher supply figures are closely monitored through the annual Teacher

Vacancy Survey in particular, a one-page survey completed by schools at the beginning of the school year which provides the Ministry of Education with information about the number of vacancies and re-advertised vacancies, what measures schools are adopting to cover these vacancies, which subject areas in secondary schools are particularly under pressure, and the main sources of teacher supply in any given year.

The main recruitment strategy used in New Zealand has been to use television, radio and the teachNZ website to raise awareness in relation to the need for more secondary teachers and also more Maori and Pacific teachers. The communication/advertising strategy costs are estimated to be around \$1.2m - \$1.4m each financial year.

#### [Newfoundland and Labrador, Canada](#)

There are only 6,000 teachers and 317 schools in Newfoundland and Labrador. While this is significantly less than in Victoria, the province has been included as an example of a small jurisdiction taking a global rather than a makeshift approach to the problem of regulating their teacher supply. It is also an example of a decentralised system. While there is currently perceived to be no overall shortage in this province, school districts have nevertheless encountered difficulty in recruiting teachers for some rural and remote areas in the province and for some specialty subject positions at the secondary school level, including French, physics, chemistry, and mathematics.

The Department of Education has responded with a modest range of initiatives, including the establishment of a Provincial Advisory Group (with representatives from the tertiary level, teachers' education, school districts and Department of Education). As a result of

the recommendations from this Advisory Group, the Department has:

- established an annual provincial teacher recruitment fair (in partnership with the Department of Education, the local university, the teachers' union and school districts) at a rough cost of \$CAN35,000 annually, shared among the partners;
- implemented a \$US5,000 bonus for teachers working in remote areas of the province, at a cost roughly of \$CAN450,000 annually;
- lifted restrictions on retired teachers so that school boards can hire them on a contract basis to fill vacancies (with the retired teacher being able to continue receiving their pension as well as the regular salary as a teacher);
- amended the teacher certification regulation so that a teaching licence can be issued on a yearly basis to an individual who has completed an undergraduate academic degree, enabling employment as an emergency supply teacher, at a cost of roughly \$CAN50,000 annually;
- established a committee to develop strategies for promoting teaching as a career, targeting high school students and students within post-secondary programs (around \$CAN150,000 has been set aside for this promotion);
- worked closely with the local university to organise a major recruitment drive to encourage teachers to undertake teacher education courses, particularly in areas of high demand.

### Scotland

In Scotland responsibility for employing teachers lies with the thirty-two local authorities and for this reason the Scottish experience might offer an interesting

comparison with Victoria. The approach taken to the problem of teacher supply in Scotland is a global and long-term one rather than a series of initiatives for the short-term.

Scotland does not have an overall teacher supply problem, but has difficulty attracting teachers to remote areas and in some subjects—maths, physics, modern languages, technology and Gaelic.

The Scottish Executive, Scotland's central government, conducts a Teacher Workforce Planning exercise every year and advises the Scottish Higher Education Funding Council (who fund student places in Universities) as to how many teachers need to be trained. On the basis of that advice, and other considerations, the Council then lets the universities know how many students the Council is prepared to fund on each of the pre-service courses available across Scotland.

While the Scottish Executive ran an advertising campaign a couple of years ago (£160,000) with the intention of raising the profile of teaching and attracting people to the profession, it has since relied on attendance at careers events and publishing brochures. The most significant measure, however, is a tri-partite agreement between the Scottish Executive, the Convention of Scottish Local Authorities (the representative body of Scottish local authorities) and the teacher unions to be implemented over the next few years until 2006. The package is very costly but provides a foundation for attracting teachers to the profession. Included in the package is a twenty-three per cent pay increase. For the Scottish Executive the overall cost of the Agreement is around £900 million over three years, mainly through increased grant payments to local authorities.

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One initiative in the Agreement is a retirement option that allows teachers to work part-time in the five years preceding their retirement while still preserving their pension entitlements. The ‘Winding Down Scheme’ means that the skills of experienced teachers are not lost suddenly to the system. The option provides for teachers continuing their level or responsibility or taking positions of less responsibility.

Other features of the package include the intended appointment of an additional 3,500 administrative and ICT support staff and the introduction of Classroom Assistants as an extra resource for supporting staff.

The focus of the Scottish Executive, then, has been to focus on supporting teachers and enhancing the attractiveness of the profession as a whole rather than on adopting more targeted measures.

#### Northern Territory

The Northern Territory has to recruit most of its teachers from outside the state and is vulnerable to teacher shortages in subjects such as maths, science, IT and special education. Recently, there has been a concern expressed at the existence of an even smaller pool of teachers upon which to draw than in previous years. As indicated earlier, it also has great difficulty attracting teachers to remote areas. Disincentives include distance from family, housing standards, cost of living, personal safety, pay and conditions and geographical isolation.

In July 2002 the Northern Territory Government approved a Recruitment and Retention Strategy with a particular focus on recruitment. The approach is well planned with clear outcome statements.

Within the Initiatives Framework are the following elements:

- effective business information management – to ensure the capacity to recruit, retain and develop high quality staff
- strategic marketing and targeted recruitment – to recruit suitably trained staff to meet local needs
- strong internal staffing processes – to ensure the Department can select, induct and manage staff effectively
- better incentives and conditions – to improve teacher retention
- improved status of teachers – to increase teacher retention and the numbers of students choosing the profession
- EBA implementation and planning – to ensure productive working relationships between management and staff
- Appropriate pre-service preparation – to ensure access to appropriately trained graduates
- Targeted professional development (entry to exit) – to build organisational capacity
- Innovative approaches to staffing and working – to meet staffing needs in flexible and innovative ways
- Comprehensive indigenous employment and development – to ensure an appropriate proportion of skilled indigenous staff.

To attain these goals, the Department has set in place a range of strategies including targeted marketing through Careers Fairs and universities; an induction program that supports teachers from the moment of recruitment; competitive incentives packages; increased funding to hire additional teachers; bursaries, management and leadership programs for existing staff; training and recruitment of indigenous staff, and targeted recruitment rounds

advertised in interstate and New Zealand papers. Some of these initiatives have been listed earlier in this report. Although it is too soon to know how effective this recruitment strategy has been, it has the advantage of offering a suite of initiatives that together form an integrated, planned approach to the problem of teacher supply in the Territory.

While this is a centralised system of schooling, the salient features of the Northern Territory experience from Victoria's point of view is the overall strategic planning and some of the individual incentives that could be adapted by schools. The government has also shown a willingness to be creative in its approach. For example, it is currently exploring the possibility of developing a joint orientation program with Territory Health Services for both nurses and teachers who are recruited from interstate to work in remote localities.

### Australian Capital Territory

The ACT's main recruitment strategy is a concentrated recruitment program which focuses on marketing, assessing applicants and offering employment. The marketing strategy begins in March of each year with participation in careers fairs in most Australian states, followed by presentations to teacher education students in all teacher training institutions from late March through to July, particularly those universities with numbers of students in expected areas of need.

The ACT runs a branded campaign, supported by a web site, and attractive presentation materials. The main focus is on beginning teachers in recognition of the need to replenish the teaching pool as an ageing workforce nears retirement.

The presentation team consists of two teachers, one of whom is a recent recruit, whose main message is that teaching is a wonderful profession, teaching graduates are in high demand, and the ACT is a great place to teach. The marketing campaign, while time-consuming, has apparently been very successful. The ACT team has had excellent feedback and its own research shows that the presentations are the main reason for recruits choosing the ACT rather than another state. A major overseas recruiting agency recently approached the team for assistance after viewing the ACT presentation. In the last program (for 2003) the number of applicants increased by 66 per cent from 900 the previous year to 1500 for this year. Outstanding applicants and those in particular areas of need are fast-tracked through the selection process so that early employment offers can be made. These are offers of permanency.

The ACT has recently established a full time Teacher Recruitment Unit which will be operational after Easter in 2003. Other initiatives include Teacher Fellowships for current staff with paid study leave and a Teacher Internship program in which students who have had extensive experience in schools are able to seek employment in schools for the last semester of their studies. Other programs allow students to combine studies across university and TAFE to gain qualifications in early childhood, technology, computing and sciences. Some recruits are offered relocation costs.

The ACT teacher recruitment program currently costs around \$450,000 per year.

### Miscellaneous

The National Education Association in the United States is embarking on a national

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teacher recruitment campaign in partnership with major US corporations. One feature of this approach will involve direct advertising to teachers; another is to campaign for higher salaries, strengthening alternate certification programs to better prepare and help retain more of those who choose teaching as a second career, and a plan to introduce middle and high school students to teaching careers through the school curriculum. The NEA-corporate partnership would work by having the NEA provide curriculum, technical assistance and training for these programs while corporate sponsorship could help finance the personnel to take these courses.<sup>44</sup>

School districts in the United States represent a devolved education system. It may be that some of the initiatives adopted in some school districts could be adapted to groups of local schools working collaboratively through regional offices in Victoria. Each school district needs a strategic plan that takes into account long- and short-term recruitment activities, which may differ from district to district. For example, rather than making recruitment visits to local campuses, the DeKalb County school district invites about thirty college recruitment directors once a year to spend two days in the district, visiting schools and meeting key personnel associated with the schools. The DeKalb County district also offers a \$US1,500 salary advance to new teachers, which is paid back over a year through salary deductions. School districts also offer incentives to retain current veteran teachers and provide tax-sheltered annuity and mutual fund investment programs.<sup>45</sup>

Other initiatives in some American states include job share arrangements, whereby two retired teachers each work half a week to fill one teaching position. Arizona has

legislated to allow retired teachers to be rehired by schools without any loss of retirement benefits, meaning that the teacher can simultaneously draw a full salary and full retirement benefits. Massachusetts provides a US\$5,000 bonus for ten consecutive years to appropriately credentialed veteran teachers who agree to act as mentors. Nevada and New Jersey offer higher starting salaries in order to compete more effectively with other professions. Some states in the United States offer financial incentives tied to teaching in the state for a specified period of time, usually three years.

South Carolina Centre for Teacher Recruitment (SCCTR) offers a range of pre-collegiate teacher recruitment programs which aim to expose school students to the rewards of teaching, through participation in Career Fairs, and particular curriculum programs. The Teacher Cadet initiative ‘offers high school juniors and seniors an innovative, hands-on course with a rich curriculum that allows them to “test drive” teaching. They explore current issues in education and innovative teaching practices.’<sup>46</sup> The Teaching Assistant Program (TAP) at the high school level allows students who are very able in a particular subject area to help in a high school classroom using a specially prepared curriculum guide.

While school districts in the United States have used techniques such as cash bonuses for teachers of specific subjects, the payment of student loans, free accommodation or payment towards purchase of a home, in Canada there has been a tendency to focus on making wages and benefits competitive in relation to other occupations and professions. In some cases this has led to a substantial restructuring of existing salary grids to

raise entry-level salaries and increases in salaries in the early years. One exception to this general trend is the province of Newfoundland, which has offered a \$5,000 (CAN) bonus for those who agree to teach in coastal Labrador communities.

Because the main issue in retaining teachers in Canadian schools has been identified as relating to working conditions—such as workload, lack of professional support, class size, administrative duties—an effort is also being made to try and address some of these concerns for beginning teachers. Mentoring is one initiative that is gaining broad support and acceptance.<sup>47</sup>

### Web sites

Most States and Territories provide a website which teachers can access, and through which they can register their details and employment preferences and in some cases make an online application.

The Teachers for London Website, for example, is designed to facilitate the recruitment of teachers to schools in London by highlighting the positives about living and teaching there. It was set up in 1999 through a public-private partnership, which has since dissolved. One of the original partners, the London Borough of Hammersmith & Fulham, is currently canvassing other partnership options.

One of the benefits of the site has been the large number of teachers from within the UK but particularly from overseas, who have responded through the website. One of the difficulties has been that because the Internet is so accessible it also attracts people who may not be suitable. Some applicants require work permits or are not available for an immediate interview, which is also a difficulty. Costs for running this website were not available but over and above the design and building costs the site

needs an administrator to ‘validate’ applications.

## SUMMARY

- The experiences of other States and Territories and overseas suggest that financial incentives and permanency have been among the most effective strategies for encouraging teachers in particular subject areas and locations and in attracting people more generally to teaching as a profession.
- The most effective approaches appear to be those that have been implemented as part of a global strategy that looks not simply at the immediate problem but at ways of making teaching an attractive profession in the long-term.
- The literature and consultations clearly indicate that recruitment issues cannot be considered separately from retention issues.
- Some worthwhile ideas that surfaced during the consultations—such as the payment of HECS for science students, or a shared Commonwealth/State arrangement for providing extra funding places in teacher education courses—do not appear in the summary table, which focuses only on those strategies that have been or are being used.
- Some initiatives have worked in some jurisdictions and not others. For example, the Accelerated Teacher Training program in NSW, which retrained mid-career professionals has effectively met its aims. The Western Australia experience in which a number of LOTE teachers were retrained, however, has had mixed success. The program produced high quality teachers, but not teachers who were prepared to travel to country schools, which had been the hoped-for outcome.

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- Most of the strategies currently in use in Australian jurisdictions have only been recently implemented. Few have had formal evaluations or reviews, some are in the process of being reviewed and others are expected to be reviewed in the next one or two years.
  - Individual schools alone cannot solve the problem of teacher shortages. The literature and consultations highlight the desirability of having a central recruitment function that can provide a co-ordinated, strategic approach to the problem of teacher supply in Victoria.
  - The summary table below provides an overview of the main strategies that have been used to address particular aspects of the teacher supply problem. In most cases it is still too early to indicate how effective these have been.



## SUMMARY TABLE

Due to the selective nature of this review, some States and Territories and overseas countries may not appear under the heading ‘Jurisdictions’ even though they may be offering similar programs.

Problems	Strategies/Responses	Jurisdictions (examples only)
<p>Attracting individuals to the profession of teaching. This includes both those individuals new to teaching and those who may be on leave, or who are qualified to teach, but are not currently doing so.</p>	<ul style="list-style-type: none"> <li>Establishing a central recruitment function, such as a teacher recruitment unit, to undertake a co-ordinated and systematic targeting of potential candidates for teaching, highlighting the virtues of the profession.</li> </ul>	<ul style="list-style-type: none"> <li>The ACT recently established a full time Teacher Recruitment Unit.</li> <li>New Zealand has set up its TeachNZ unit within the Ministry of Education.</li> <li>The United Kingdom has Recruitment Strategy Managers attached to Local Education Authorities, as well as the Teacher Training Agency which provides a comprehensive range of information related to training, teaching and professional development.</li> </ul>
	<ul style="list-style-type: none"> <li>Establishing a series of Teacher Recruitment Centres which help schools recruit new teachers.</li> </ul>	<ul style="list-style-type: none"> <li>California</li> </ul>
	<ul style="list-style-type: none"> <li>Using mobile promotion teams.</li> </ul>	<ul style="list-style-type: none"> <li>ACT and Western Australia have both used these with considerable success</li> <li>New South Wales has established a number of outreach promotion teams aimed at raising the profile of teaching through information sessions in schools.</li> </ul>
	<ul style="list-style-type: none"> <li>Offering retraining, conversion and fast-track courses for suitable candidates.</li> </ul>	<ul style="list-style-type: none"> <li>New Zealand, New South Wales, United Kingdom</li> </ul>
	<ul style="list-style-type: none"> <li>Implementing an extensive marketing campaign to encourage individuals to consider teaching as a career.</li> </ul>	<ul style="list-style-type: none"> <li>Most States and Territories and each of the four main countries included in this review have embarked on some form of advertising campaign. The United Kingdom in particular has instituted an extensive promotional campaign based around the slogan ‘Those who can, teach’. New South Wales has used the slogan ‘Teach – Make a Difference’ and has instituted a number of strategies as part of a comprehensive campaign.</li> </ul>

	<ul style="list-style-type: none"> <li>• Implementing a systematic recruitment program targeting beginning teachers, which includes recruitment teams visiting interstate teaching training institutions, participating in Recruitment Fairs at these institutions and using recruitment officers.</li> </ul>	<ul style="list-style-type: none"> <li>• All jurisdictions have engaged in at least some of these measures.</li> <li>• The Northern Territory has participated in an online chat line as part of a university recruitment day.</li> </ul>
	<ul style="list-style-type: none"> <li>• Offering various teaching scholarships, bursaries, allowances, aimed at pre-service teachers and existing teachers. These range from one-off payments to payments over several years while the teacher remains in the service teaching in a shortage subject area or in a hard to staff location. It can include repayment of HECS or student loans.</li> </ul>	<ul style="list-style-type: none"> <li>• The United States, New Zealand, New South Wales, Northern Territory, South Australia, Western Australia, Tasmania</li> <li>• The Northern Territory reimburses HECS payments up to the full amount.</li> </ul>
	<ul style="list-style-type: none"> <li>• Repayment of student loans.</li> </ul>	<ul style="list-style-type: none"> <li>• The United Kingdom</li> </ul>
	<ul style="list-style-type: none"> <li>• Setting up a 'shopfront' to provide advice.</li> </ul>	<ul style="list-style-type: none"> <li>• New South Wales</li> </ul>
	<ul style="list-style-type: none"> <li>• Setting up an online service that provides answers to FAQs, and other relevant information, such as the various incentive schemes available and the conditions of service. Some include case studies of teachers' experiences.</li> </ul>	<ul style="list-style-type: none"> <li>• Most States and Territories have at least one web site devoted to teacher information.</li> </ul>
	<ul style="list-style-type: none"> <li>• Offering curriculum programs designed to encourage school students to consider teaching as a career.</li> </ul>	<ul style="list-style-type: none"> <li>• South Carolina</li> </ul>
Filling vacancies in specific subject areas	<ul style="list-style-type: none"> <li>• Retraining career-change and mature age individuals with suitable qualifications who wish to become teachers in shortage subject areas.</li> </ul>	<ul style="list-style-type: none"> <li>• United Kingdom, New South Wales</li> </ul>
	<ul style="list-style-type: none"> <li>• Repayment of loans.</li> </ul>	<ul style="list-style-type: none"> <li>• United Kingdom</li> </ul>
	<ul style="list-style-type: none"> <li>• Offering financial incentives.</li> </ul>	<ul style="list-style-type: none"> <li>• United Kingdom, New Zealand, Western Australia, New South Wales, Western Australia, Tasmania, Northern Territory</li> </ul>
Filling vacancies in rural and hard to staff metropolitan areas	<ul style="list-style-type: none"> <li>• Offering financial incentives to remain in a non-preferred location.</li> </ul>	<ul style="list-style-type: none"> <li>• Tasmania, Western Australia, Queensland</li> </ul>
	<ul style="list-style-type: none"> <li>• Paid study leave to remain in a remote location.</li> </ul>	<ul style="list-style-type: none"> <li>• Northern Territory</li> </ul>

## Initiatives to address teacher shortage

	<ul style="list-style-type: none"> <li>• Offering an incentives package containing a number of benefits such as subsidised housing, reimbursement of freight costs for food, travel concessions to visit family, additional leave, extended emergency leave, isolation allowance, relocation allowance – with or without a stipulated time of service at the particular location.</li> </ul>	<ul style="list-style-type: none"> <li>• Northern Territory, Queensland, Western Australia</li> </ul>
	<ul style="list-style-type: none"> <li>• Providing a website specifically aimed at attracting teachers to a particular location.</li> </ul>	<ul style="list-style-type: none"> <li>• United Kingdom (Teaches for London)</li> </ul>
Increasing teacher retention	<ul style="list-style-type: none"> <li>• Providing an appropriate induction program that eases the transition for beginning teachers.</li> </ul>	<ul style="list-style-type: none"> <li>• United Kingdom, New South Wales, Queensland</li> </ul>
	<ul style="list-style-type: none"> <li>• Offering support for beginning teachers through the provision of career entry and development portfolios.</li> </ul>	<ul style="list-style-type: none"> <li>• United Kingdom</li> </ul>
	<ul style="list-style-type: none"> <li>• Offering teacher mentor programs.</li> </ul>	<ul style="list-style-type: none"> <li>• New South Wales, Massachusetts</li> </ul>
	<ul style="list-style-type: none"> <li>• Providing intensive training for teachers from overseas to help ease the transition.</li> </ul>	<ul style="list-style-type: none"> <li>• New South Wales</li> </ul>
	<ul style="list-style-type: none"> <li>• Addressing teaching conditions, including increased salaries.</li> </ul>	<ul style="list-style-type: none"> <li>• Scotland, New Zealand, Canada</li> </ul>
Attracting target groups to teaching	<ul style="list-style-type: none"> <li>• Offering scholarships, allowances.</li> </ul>	<ul style="list-style-type: none"> <li>• New South Wales offers Aboriginal and Torres Strait Islander scholarships</li> </ul>
	<ul style="list-style-type: none"> <li>• Providing off-campus community-based teacher education programs in remote indigenous communities.</li> </ul>	<ul style="list-style-type: none"> <li>• Queensland</li> </ul>
Filling short-term and casual vacancies	<ul style="list-style-type: none"> <li>• Providing a fully automated casual call centre.</li> </ul>	<ul style="list-style-type: none"> <li>• New South Wales</li> </ul>
	<ul style="list-style-type: none"> <li>• Setting up a website database which teachers and principals can access.</li> </ul>	<ul style="list-style-type: none"> <li>• Most jurisdictions provide some form of online registration for CRT expression of interest</li> </ul>
	<ul style="list-style-type: none"> <li>• Fast-tracking final year university students and other prospective teachers.</li> </ul>	<ul style="list-style-type: none"> <li>• New South Wales</li> </ul>
	<ul style="list-style-type: none"> <li>• Setting up 'Flying squads' of mobile relief teachers who go where needed.</li> </ul>	<ul style="list-style-type: none"> <li>• New South Wales and Western Australia</li> </ul>
	<ul style="list-style-type: none"> <li>• Setting up an online service and/or providing professional development opportunities specifically for CRTs.</li> </ul>	<ul style="list-style-type: none"> <li>• Queensland, United Kingdom</li> </ul>
Sustainability of strategies	<ul style="list-style-type: none"> <li>• Offering a system-wide, long-term approach to the problem of teacher recruitment and retention.</li> </ul>	<ul style="list-style-type: none"> <li>• New Zealand, United Kingdom offer a 'global' approach although it is not clear how long-term many of their strategies will prove to be</li> </ul>
Student placement problems	<ul style="list-style-type: none"> <li>• Offering subsidised school placements for financially less-well off trainees.</li> <li>• Offering subsidised placements to students for hard-to-staff areas.</li> </ul>	<ul style="list-style-type: none"> <li>• United Kingdom</li> <li>• New Zealand</li> </ul>

## APPENDIX I

List of individuals and organisations consulted

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## Initiatives to address teacher shortage

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## APPENDIX 2

### Endnotes

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