One Teaching Profession: Teacher Registration in Australia

September 2018

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The Hon John Gardner MP
Chair, COAG Education Council

14 September 2018

Dear Ministers

In September 2017, Education Council agreed the Terms of Reference for a National Review of Teacher Registration primarily focusing on how the 2011 National Framework for Teacher Registration (the Framework) has been implemented, and the role of teacher registration as a driver for teacher quality. The Australian Institute for Teaching and School Leadership was tasked with progressing the Review.

The independent Expert Panel appointed to lead the Review included individuals with expertise and perspectives from across the early childhood and school sectors. It was clear to the Panel that stakeholders consider that the Australian Professional Standards for Teachers are well embedded and utilised in current registration processes across the country. Almost universally, teachers, leaders and those who support them, see the Standards as the right foundation for professional registration.

Since 2011 when the Framework was agreed, we have moved from a country where teacher registration was not universally implemented to one that is close to having a fully registered teaching profession. A consistent theme in our consultations has been that teachers want to be considered part of *one profession*. Australian teachers and leaders, supported by sectors, employers and teacher regulatory authorities, are proud to be part of that profession. The status of registration also has a public facing component, giving the community confidence that the learning of children and young people is being guided by high quality professionals.

A significant opportunity exists to extend the benefits of the registration system to all early childhood teachers. Embedding Teacher Standards in the professional endeavours of early childhood teachers will support the continuing journey of professionalisation for this critically important sector.

There is scope to further strengthen teacher registration, building on the foundations of the current systems, within a federated model. Teachers themselves can optimise the benefits of registration by focusing on opportunities for professional growth, investing in the idea of teaching as *one profession* and valuing their own status as high quality registered professionals. Professional registration is the hallmark of being a professional.

The Panel has made recommendations that seek to:

- improve teacher quality
- strengthen child safety
- streamline registration processes across Australia.

With the support of all those who play a part in the registration process, we have confidence that the recommendations of this report will provide a way forward to achieve a stronger teaching profession and better outcomes for children and young people across Australia.

On behalf of the Panel I would like to thank all those who assisted in developing this report. The Panel undertook a deliberately consultative and iterative process. We visited each jurisdiction, meeting face to-face with over 140 key stakeholders. We received 94 written submissions, and crucially, heard from over 6,500 teachers and leaders through an online survey. We worked closely with teacher regulatory authorities, sectors, jurisdictions and professional organisations, sharing and testing our findings and emerging recommendations throughout the process.

On this basis, we believe that the recommendations of this report reflect a balance of perspectives and give due regard to the existing strong foundation of teacher registration in this country, as well as identifying opportunities for further improvement and refinement.

The inclusion of all early childhood teachers across the federation in registration will create a unified regulatory system, further strengthening and promoting teacher quality through the collaborative effort of all teaching professionals and those who support them.

I want to thank Ms Anita Torr and other members of the AITSL secretariat team who provided the Panel with great support across all stages of the Review.

On behalf of the Expert Panel, I commend *One Teaching Profession: Teacher Registration in Australia* to you.

Yours sincerely,

Chris Wardlaw PSM

Executive Summary

Introduction

Registration is one of the most important mechanisms to assure the safety, competency and quality of a profession. Its design is underpinned by a clear intent to set and uphold high standards of professional practice.

Teacher registration is compulsory for all primary and secondary school teachers in all states and territories in Australia, and for most early childhood teachers.

This broad uptake reflects our current understanding of the impact of teaching quality on child and student outcomes, increased community expectations about children's safety and the increased focus on teaching as a high-value profession.

Teacher registration is a joint endeavour involving teachers, mentors, leaders, employers, sectors and jurisdictions all playing an important role and contributing to the quality of the processes and outcomes.

Teacher registration in Australia is underpinned by the National Framework for Teacher Registration (the Framework) which was agreed by all Education Ministers in 2011. The Framework embedded the Australian Professional Standards for Teachers (Teacher Standards) in registration requirements across Australia; a significant step towards teaching as *one profession* across the country.

The Teacher Standards provide a foundation to support teachers and leaders [1], school and early childhood systems, regulators, education authorities and governments alike. Their purpose is to guide and strengthen the quality of teaching, while also providing a framework for career progression and ongoing high quality professional learning. They are complementary to and essential for the growth of the profession and effective registration of teachers throughout the country.

Teacher registration is managed by teacher regulatory authorities in each state and territory. Local policy contexts influence each jurisdiction's current approach to registration, along with legislative and regulatory differences that drive operational and administrative arrangements. All teacher regulatory authorities have practices and processes that contribute in various ways to the professionalism, quality and safety of teachers. However, as a result of the evolution of teacher registration across jurisdictions, there is variation in the level of focus on these elements.

The Review

The terms of reference for a National Review of Teacher Registration (the Review) were agreed by Education Ministers in September 2017, and the Review commenced in February 2018 with the purpose of assessing the ongoing effectiveness of the current regulatory system including the extent to which there is consistency within and between jurisdictions in the way that the Framework is applied.

The Australian Institute for Teaching and School Leadership (AITSL) was tasked by Education Council with progressing the Review, including establishing an Expert Panel (the Panel). Mr Chris Wardlaw PSM was appointed Chair of the Panel. AITSL provided secretariat support, including coordination and facilitation of consultation with stakeholders across Australia.

The Review considered how the current national registration Framework is operating, including all elements of the framework as they relate to consistency and best practice, as well as challenges and barriers to successful implementation. The extent to which the Teacher Standards are used within regulatory arrangements to drive teacher quality was also explored.

The suitability requirement of teacher registration – and more specifically measures of fit and proper persons – were considered by the Review in the context of recommendations of the Royal Commission into Institutional Responses to Child Sexual Abuse.

A mapping of current approaches to each of the elements in the Framework was undertaken in consultation with teacher regulatory authorities. This work supported the consultation for the Review which took place in March, April and May 2018. During that time, the Panel consulted widely through a combination of targeted and broad strategies including consultation with key stakeholders in each state and territory, a survey of teachers and principals/directors, and written submissions.

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[1] For the purposes of this Report, teachers and leaders is intended to be inclusive of educational leaders across school and early childhood services, including principals and Directors.

The consultation generated:

- Ninety-four written submissions
- 6,569 responses to an online survey from teachers and leaders
- Discussions with over 140 stakeholder organisations

The results of the consultation formed the basis of an in-depth analysis of the teacher registration system in Australia as it is currently operating. The Panel has made seventeen separate but interrelated recommendations for ongoing regulatory and operational reform.

The findings

The Panel found that significant progress has been made across all jurisdictions in implementing the Framework since 2011; in particular, embedding the Teacher Standards has been successful. The Panel regard the Framework and the current institutional arrangements for teacher registration, with state and territory regulatory authorities responsible for implementing teacher registration, as the right foundation for further strengthening teacher registration in Australia.

Broadly, the Panel's recommendations indicate a more consistent approach to the implementation of teacher registration in the areas where this is relevant and of value.

A number of broad themes for strengthening registration emerged during the consultation. Overall, the Panel found a perception by stakeholders that there is a general lack of consistency between jurisdictions in the way that teacher registration requirements are interpreted and administered. This is seen by many as a hindrance to workforce mobility and a risk factor in the potential erosion of entry standards to the profession.

A second theme encountered by the Panel was the prevalence of barriers to data sharing between jurisdictions, creating a significant administrative burden for both teachers and regulators, which may have child safety implications.

A third overarching theme was a desire for the registration system to be more inclusive. In particular, the Panel focused on the registration of early childhood teachers and the relationship that VET trainers/assessors have with registration. The changing nature of the workforce and the increased diversity of modes of employment, especially use of fixed term/casual/relief teaching staff, has also been noted as a challenge to the inclusiveness of the registration system.

The Panel explored three key areas in detail in the course of the Review, including:

1. Improving and reinforcing teacher quality
2. Strengthening children's safety
3. Streamlining teacher registration processes.

1. Improving and reinforcing teacher quality

The Panel considered the impact of registration on teacher quality through an examination of key stages of a teacher's career cycle, starting with the progression from provisional to full registration.

All teachers graduating from accredited initial teacher education programs are initially granted provisional registration. To gain full registration, they are required to demonstrate evidence of performance against the Proficient career stage of the Teacher Standards.

The Panel observed that where the process for moving to full registration is most effective, it is supported by an established induction program for graduate teachers and access to strong mentoring relationships including opportunities for the mentor and the early career teacher to focus on development. However, challenges exist for teachers in circumstances where access to mentors was not readily available.
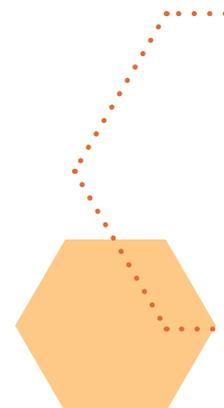
The Panel recommends that teacher employers maintain responsibility and strengthen their role in providing access for early career teachers to high quality induction and mentoring, to support their transition into the workplace and the profession (Recommendation 1).

The Panel also examined the processes for assessment of evidence against the Teacher Standards at the Proficient career stage. The Panel heard that there is variation in the processes used and evidence expected of teachers, depending on a teacher's place of employment and/or the sector or jurisdiction in which the process is undertaken. The Panel found that this negatively affects both confidence in the consistency of outcomes and the standard required to gain full registration. Addressing this will better support opportunities for the growth of the profession.

The Panel recommends that a national strategy be developed and implemented to ensure national consistency in the judgements made about whether teachers meet the Proficient career stage of the Australian Professional Standards for Teachers, in the provisional to full registration process (Recommendation 2).

The Panel considered registration renewal as a key element in ensuring continued teacher quality over a teacher's career cycle. Registration renewal offers the regulatory authority - and in effect the profession - an opportunity to assess whether the individual continues to meet the necessary requirements for teaching.

The continued focus on the performance and development of fully registered teachers is critical to drive quality and improve student outcomes. The Panel found that ensuring a teacher's practice continues to meet the Proficient career stage of the Teacher Standards is best determined at the school/

service level, while it is most appropriate for the registration process to focus on professional learning requirements.

The Panel found that the required number of hours of professional learning for renewal of registration (equivalent to 20 hours per year) continues to be appropriate, and that a key principle of the understanding of the teacher as a professional is that they take responsibility for their professional development, in partnership with their employer. Within this broad principle, the Panel identified opportunities to enhance the efficacy of professional learning.

For professional learning to be effective, it needs to be selected based on need and relevance, lead to a change in knowledge and understanding by teachers, influence their practice and lead to improved outcomes for learners, through reflection on learning and explicitly linking professional learning to performance and development.

The Panel found that discipline-specific learning should be an integral part of a teacher's overall professional learning, but that mandating a set number of hours of discipline-specific professional learning or introducing accreditation of that learning nation-wide could lead to significant unintended consequences.

The Panel also heard that teachers need flexibility to focus on the Teacher Standards most appropriate to their needs, as identified in performance and development.

The Panel recommends that in relation to professional learning, the 2011 National Framework for Teacher Registration be amended to:

- require that along with a record of Teacher Standards-referenced professional learning, teachers include reflections on this learning and its application

- explicitly specify that maintenance of proficiency against the Teacher Standards includes up-to-date discipline-specific knowledge and skills relevant to their deployment and the curriculum they are expected to teach

- explicitly state the option available for jurisdiction-based requirements to be applied in the professional learning undertaken by teachers

- acknowledge that teachers will focus on areas in the Teacher Standards identified in their performance and development process. (Recommendation 3).

The Panel also considered the national process of teacher certification at the Highly Accomplished and Lead career stages. The Panel heard that recording teachers' certification status in registration processes supports the status, identity, career progress and use of the expertise of highly accomplished and lead teachers (HALTs).

The Panel recommends that teacher regulatory authorities be required to record the Highly Accomplished and Lead status of nationally certified teachers in teachers' registration records (Recommendation 4).

The registration of early childhood teachers was an area of focus for the Panel.

When the 2011 National Framework for Teacher Registration was developed, it was silent on its application to early childhood teachers. The Framework was applied to early childhood teachers in jurisdictions according to the registration arrangements that were already in place for the sector.

Since the agreement of the Framework, a number of jurisdictions have extended teacher registration to include all early childhood teachers, albeit with different models of registration. Across Australia, the majority of early childhood teachers are now registered. However, some jurisdictions only register early childhood teachers employed in school settings. This means that some early childhood teachers are not part of the registered profession of teaching.

The mobility of early childhood teachers across jurisdictions is impacted by these different jurisdictional approaches. This important cohort of the teaching profession is currently inconsistently recognised.

The Panel heard strong support for teacher registration to be extended to early childhood teachers in all settings, across all jurisdictions. Employers of early childhood teachers are supportive of registration across the workforce, implemented in a way that is sensitive to the needs of the sector.

The Panel recommends that all early childhood teachers in Australia, regardless of their employment setting, be required to be registered by teacher regulatory authorities, under a consistent national approach (Recommendation 5).

The Panel formed the view that including all early childhood teachers in registration arrangements would support the continued professionalisation of the early childhood teacher workforce, particularly through engagement with the Teacher Standards. However, the language used in the Teacher Standards is not inclusive of early childhood teachers' practice and employment settings, and the Panel found grounds for them to be amended. The Panel does not intend for these amendments to question the construct or intended content of the Teacher Standards. The Panel notes that the Teacher

Standards are not under review and stakeholder consultation did not demonstrate significant demand for them to be reviewed.

The Panel recommends that the Teacher Standards be amended to ensure their relevance and applicability to early childhood teachers (Recommendation 6).

The Panel considered the issue of alternative authorisation to teach, which is the provision, in clearly defined circumstances for a person who does not meet the qualification requirements of registration to teach. The Panel heard from stakeholders that this is a necessary mechanism to deal with local workforce shortages. The flexible approach that alternative authorisation provides is valued, particularly in supporting schools and services in remote, rural and regional areas to ensure that all classes are staffed to meet the specific expertise needed to support the learning needs of children and young people.

Given the diversity of approaches to alternative authorisation to teach in different jurisdictions, the Panel saw value in teacher regulatory authorities sharing practice, with a view to developing a shared understanding of good practice in this area. There is an opportunity to align the focus on alternative authorisation to teach with the work occurring in the Australian Teacher Workforce Data Strategy.

The Panel recommends that a national evidence base on alternative authorisation to teach be established, which captures data about the number and type of alternative authorisations granted over time (Recommendation 7).

The Panel also explored the transition of pre-service teachers into the profession. The Panel identified potential benefits for strong interaction and integration between pre-service teachers and teacher regulatory authorities and employers. The Panel found that there are strong benefits in providing opportunities for pre-service teachers to engage with regulatory authorities early in their initial teacher education program. This is supported by stakeholders, who particularly emphasised the value of building pre-service teachers' professional identity.

The Panel recommends that strategies to strengthen relationships between pre-service teachers and teacher regulatory authorities early in initial teacher education programs be developed and implemented, with a focus on the Australian Professional Standards for Teachers and registration requirements (Recommendation 8).

2. Strengthening children's safety

The Panel believes that as a profession, teachers operating on the universal platform of education are critical advocates for and protectors of children's safety. The Royal Commission into Institutional Responses to Child Sexual Abuse recommended changes to current practice in the information gathered and shared between teacher regulatory authorities. In its findings, the Royal Commission highlighted the gaps and risks that exist in the current teacher registration information arrangements. Recommendations were made for regulatory authorities to collect consistent information and improve the processes for sharing information.

The Panel heard clear support from stakeholders for prioritising the safety of the child and implementing the recommendations from the Royal Commission. Teacher regulatory authorities recognise that reform is now required to strengthen the safety of the child and many jurisdictions are currently considering their legislation to identify areas for change.

The Royal Commission recommended that teacher regulatory authorities collect consistent information about registered teachers, and share it with other jurisdictions under defined arrangements.
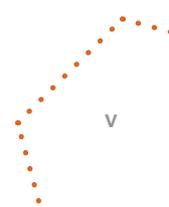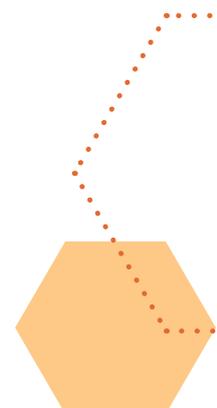
Currently, there are a number of barriers to the information sharing arrangements envisaged by the Royal Commission. Efficient information sharing can be hindered by inconsistent collection and recording of data and nomenclature in relation to teacher registration. Even if information is shared, it must be reinterpreted by different jurisdictions.

The Panel supports more consistent collection and sharing of information. This approach will mean that decisions will be more accurate and enable greater intelligence about risks and potential issues at a national level, supporting both children's safety and teacher mobility.

Teacher regulatory authorities and government agencies identified that the sharing of teacher employment and any other sensitive information is limited by legislation, other provisions governing teacher registration, and other local laws.

The Panel recommends that jurisdictions amend legislation and/or policies to require teacher regulatory authorities to share information with other teacher regulatory authorities to strengthen children's safety and improve teacher workforce mobility (Recommendation 9).

Each teacher regulatory authority has an established database to capture teacher registration information. When information is exchanged between jurisdictions it relies on an individual to manually access and provide the information. In most cases this approach works well. However where anomalies arise and a search for different or additional information is required, timeliness and the accuracy of the

information shared between teacher regulatory authorities can be impacted.

The Panel heard from stakeholders that a system that allowed the teacher regulatory authorities to have immediate access to information about all registered teachers in Australia would significantly improve the exchange of information between teacher regulatory authorities. A range of technical solutions to efficiently exchange information were considered, including a national register. The Panel decided that further investigation is required to determine the most efficient and effective solution.

Then Panel recommends that an automated national information sharing platform and system be developed and implemented to streamline the sharing of teacher registration information, in real time, between teacher regulatory authorities to strengthen teacher workforce mobility, recognition and children's safety (Recommendation 10).

Suitability is one of eight elements within the National Framework for teacher registration. It aims to ensure the safety of children and determine the propriety and suitability of a teacher to teach children and young people. The Royal Commission highlighted the need for teacher registration to protect children from sexual abuse in schools, with the suitability requirements for teacher registration a key lever for achieving this.

All teacher regulatory authorities have common principles that drive their approach to suitability to teach and what is determined to be 'fit and proper'. Each teacher regulatory authority has policies and arrangements in place to assess, administer and record the suitability of the teacher. These include national criminal history checks and Working with Children Checks.

However, there are legislative and regulatory differences across jurisdictions that drive operational and administrative arrangements. In addition, the investigation and decision-making processes may compound the differences in policies, leading to diverse outcomes.

The Panel heard strong messages that ensuring all registered teachers are suitable to teach is a key area of public interest and contributes to community confidence in the profession. To match widespread recognition of a national teaching profession, there is stakeholder interest in a national approach to determine what being a suitable member of the profession encompasses.

The Panel recommends that a national policy on suitability to teach, including considerations of 'fit and proper', be developed and implemented by all teacher regulatory authorities or other relevant bodies, using current instruments/statements as a starting point (Recommendation 11).

3. Streamlining teacher registration processes

The Panel considered a range of factors that contribute to the efficiency of registration and the related issue of workforce mobility. The major areas identified as potentially creating barriers and/or warranting improvement were mutual recognition, English language proficiency and the delivery of vocational education and training (VET) to secondary school students.

The Panel considered the issue of mutual recognition.

Teachers are required to register with the teacher regulatory authority responsible for the jurisdiction in which they teach, and to seek a new registration if they move to a different jurisdiction. Currently a system of 'mutual recognition' allows for recognition of teachers' registration across jurisdictions to support teacher mobility. Mutual recognition aims to minimise administrative burden and reduce barriers to the movement of teachers between jurisdictions, while still ensuring that teachers meet local registration requirements, with child safety and confirming that a teacher meets suitability requirements a key consideration.

All teacher regulatory authorities currently implement mutual recognition. However, many teachers, leaders and employers reported that they were dissatisfied with the process of being granted registration in a new jurisdiction.

Difficulties described by teachers and employers were most acutely felt by those teachers living and working near a border, or those wishing to work across two or more jurisdictions (particularly those who regularly crossed borders as casual teachers). The Panel heard reports that registration arrangements are a disincentive for short term engagement across jurisdictions. This has implications for workforce supply and demand across the system.

The Panel recommends that jurisdictions commit to improve mutual recognition processes between teacher regulatory authorities to achieve timely, accurate and rigorous outcomes when teachers move between jurisdictions and contribute to recognition of *one profession* (Recommendation 12).

The Panel also supports work towards teacher registration becoming fully transferrable across jurisdictions under a licence or mutual registration scheme. However, there is insufficient alignment of registration policy settings, legislation and information sharing arrangements to implement such a scheme in the short term. The Panel supports work towards this goal commencing now.

The Panel recommends that a plan be developed to enable teacher registration to be fully transferable between jurisdictions and for teachers working across jurisdictions (Recommendation 13).

The Panel heard that all regulatory authorities implement English language proficiency requirements under the Framework. However, the availability, consistency and reliability of assessments of English language proficiency that reflect the communication demands of the teaching profession are problematic.

The Panel recommends that an updated national approach to English language proficiency assessments for the purpose of teacher registration be developed and implemented (Recommendation 14).

The Panel considered the delivery of VET in secondary schools in the context of teacher registration.

VET is an important part of senior secondary school education in Australia. Qualified VET trainers/assessors are required for the delivery of all VET units and qualifications.

VET is delivered to secondary students in a variety of ways across jurisdictions. Many schools use a mix of different models to meet the needs of their student cohort. Different models are delivered by a range of school staffing arrangements and reflect the local context.

In many jurisdictions where teachers with VET qualifications are not available to meet workforce demand, alternative authorisation to teach is used to employ qualified VET trainers/assessors to deliver VET on school sites.

The Panel heard that there are challenges for registered teachers seeking to gain VET qualifications, and for VET trainers/assessors seeking teaching qualifications. Maintaining dual qualifications (teacher registration and VET trainer/assessor qualifications) is seen as burdensome.

The Panel recommends that work be undertaken to implement greater alignment between teacher registration and VET qualifications for teachers who hold or seek dual teaching and VET qualifications (Recommendation 15).

The Panel recommends that teacher employers, teacher regulatory authorities and initial teacher education providers collaborate to develop pathway programs to teaching qualifications that recognise the VET qualifications, prior learning and the

experience of the VET trainer/assessor and make these available to VET trainers/assessors employed in schools under alternative authorisation to teach arrangements (Recommendation 16).
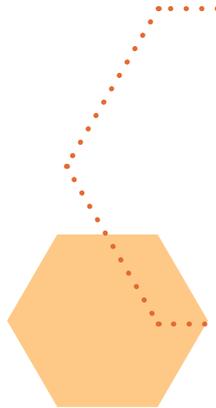
The Panel considers it opportune to explore broader policy settings that guide VET delivered to secondary students, including the purposes that underpin VET for school students. The challenges associated with the workforce are symptoms of larger system issues that cannot be resolved through changing staffing arrangements.

The Panel recommends that consideration of the workforce challenges and complexities under the current arrangements for VET delivered to senior secondary students be included in the review into the senior secondary curriculum recommended in *Through Growth to Achievement: Report of the Review to Achieve Educational Excellence in Australian School*s (Recommendation 17).

The way forward

As a package, the Panel's recommendations represent a significant national reform agenda with actions to improve teacher registration in Australia. Through changes to teacher registration policies and processes, the recommendations aim to improve and reinforce teacher quality, strengthen children's safety and improve the consistency and efficiency of teacher registration processes across Australia.

At all stages in implementation of the recommendations, the engagement of the teaching profession is critical if the benefits of universal processes and outcomes of professional registration are to be realised.

Recommendations

Recommendation 1
Teacher employers maintain responsibility and strengthen their role in providing access for early career teachers to high quality induction and mentoring, to support their transition into the workplace and the profession.

Recommendation 2
Develop and implement a national strategy to ensure national consistency in the judgements made about whether teachers meet the Proficient career stage of the Australian Professional Standards for Teachers, in the provisional-to-full registration process

Recommendation 3
To support professional learning, amend the 2011 National Framework for Teacher Registration to:
- require that along with a record of standards-referenced professional learning, teachers include reflections on this learning and its application
- explicitly specify that maintenance of proficiency against the Australian Professional Standards for Teachers includes up-to-date discipline-specific knowledge and skills relevant to their deployment and the curriculum they are expected to teach
- explicitly state the option available for jurisdiction-based requirements to be applied in the professional learning undertaken by teachers
- acknowledge that teachers will focus on areas in the Australian Professional Standards for Teachers identified in their performance and development process.

Recommendation 4
Record the Highly Accomplished and Lead status of nationally certified teachers in teachers' registration records.

Recommendation 5
Require all early childhood teachers in Australia, regardless of their employment setting, to be registered by teacher regulatory authorities, under a consistent national approach.

Recommendation 6
Amend the Australian Professional Standards for Teachers to ensure their relevance and applicability to early childhood teachers.

Recommendation 7
Establish a national evidence base on alternative authorisation to teach, capturing data about the number and type of alternative authorisations granted over time.

Recommendation 8
Develop and implement strategies to strengthen relationships between pre-service teachers and teacher regulatory authorities early in initial teacher education programs, with a focus on the Australian Professional Standards for Teachers and registration requirements.

Recommendation 9
Amend legislation and/or policies to require teacher regulatory authorities to share information between teacher regulatory authorities to strengthen children's safety and improve teacher workforce mobility.

Recommendation 10
Develop and implement an automated national information sharing platform and system that streamlines the sharing of teacher registration information, in real time, between teacher regulatory authorities to strengthen teacher workforce mobility, recognition, and children's safety.

Recommendation 11
Develop a national policy on suitability to teach, including considerations of 'fit and proper' to be implemented by all teacher regulatory authorities or other relevant bodies, using current instruments/statements as a starting point.

Recommendation 12

Commit to improve mutual recognition processes between teacher regulatory authorities to achieve timely, accurate and rigorous outcomes when teachers move between jurisdictions and contribute to recognition of *one profession*.

Recommendation 13

Develop a plan to enable teacher registration to be fully transferable between jurisdictions and for teachers working across jurisdictions.

Recommendation 14

Develop and implement an updated national approach to English language proficiency assessments for the purpose of teacher registration.

Recommendation 15

Undertake work to implement greater alignment between teacher registration and VET qualifications for teachers who hold or seek dual teaching and VET qualifications.

Recommendation 16

Teacher employers, teacher regulatory authorities and initial teacher education providers collaborate to develop pathway programs to teaching qualifications that recognise the VET qualifications, prior learning and the experience of the VET trainer/assessor and make these available to VET trainer/assessors employed in schools under alternative authorisation to teach arrangements.

Recommendation 17

Include consideration of the workforce challenges and complexities under the current arrangements for VET delivered to senior secondary students in the review into the senior secondary curriculum recommended in *Through Growth to Achievement: Report of the Review to Achieve Educational Excellence in Australian Schools*.

FROM: CURRENT STATE

The 2011 Framework for Teacher Registration has been largely implemented, but some gaps exist and there are opportunities to strengthen beyond minimum levels of agreement.

Improving and reinforcing teacher quality

▶ Many teachers and leaders view registration processes as **compliance driven** more than they see it as a driver of quality.

▶ Teachers moving from **provisional to full** registration work through a variety of approaches. The consistency of outcomes across jurisdictions is unclear.

▶ Registration processes and requirements perceived by many teachers as **separate from performance and development** and professional learning needs of teachers.

▶ There is a view from teachers that the registration requirements for **professional learning** are compliance-focused and provide limited support for connecting learning to practice.

▶ Teacher registration is applied to most, but not all **early childhood teachers** across Australia.

Strengthening children's safety

▶ Teacher regulatory authorities collect information about teachers to fit local needs, using local nomenclature. **Information is shared** with other jurisdictions manually, when the need is identified.

▶ Teachers in each state and territory are checked for **suitability to teach**, under broadly similar principles. However, different mechanisms are used, and different details scrutinised.

Streamlining teacher registration processes across Australia

▶ Teacher mobility is enabled by **mutual recognition**, however this process can be onerous for teachers.

▶ Challenges exist for registered teachers and qualified **VET** trainers/assessors in gaining and maintaining qualifications.

TO: FUTURE STATE

A strengthened registration Framework based on higher standards of consistency that builds support for *one teaching profession*.
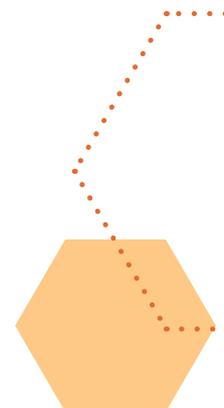
Improving and reinforcing teacher quality

▶ Teachers view registration as an opportunity for professional growth and a **hallmark of being a professional**.

▶ There is confidence that every teacher who gains full registration has met the **national benchmark of the Proficient career stage**.

▶ Registration processes and outcomes **strongly aligned** with school/service level performance and development and professional learning linked to the Teacher Standards.

▶ There is clarity about the role of teachers, school leaders and employers. They work together to ensure **professional learning is based on need** and has strong connections with the roles and expectations of teachers. Emphasis is placed on the evaluation of the professional learning to support the translation of learning to a change in the knowledge, behaviours and actions of teachers.

▶ All early childhood teachers are part of *one profession* **of teaching** in Australia. Updated Teacher Standards are used by all teachers across Australia.

Strengthening children's safety

▶ **Consistent information** is collected by all teacher regulatory authorities on registered teachers. Information is **shared in real-time** between teacher regulatory authorities. Information gaps are closed and risks to children's safety minimised.

▶ All teachers in Australia are held to the **same high standards of suitability** to teach.

Streamlining teacher registration processes across Australia

▶ Teachers can **move seamlessly** between jurisdictions, with teacher regulatory authorities confident that national suitability requirements are met.

▶ Barriers for staff delivering VET in secondary schools are minimised and the demand for qualifications is based on curriculum and **learning needs of secondary students** rather than the site of delivery.

Contents

Teacher Registration in Australia

1.1 The purpose and value of teacher registration

The registration of teachers in Australia is fairly new compared to other professions, such as those in the health sector. Its relatively recent nationwide uptake reflects our current understanding of the impact of teaching quality, increased community expectations about children's safety and the greater focus on teaching as a profession.

Registration is one of the most important mechanisms to assure the safety, competence and quality of the teaching profession. Its design is underpinned by a clear intent to set and uphold standards of professional practice.

Professional registration is commonly administered by a statutory authority that determines and enforces the requirements to obtain and maintain registration. It is particularly important where members of the profession have a direct impact on individuals and communities.

There are three primary reasons why registration is important to a profession and the community it serves:

1. Maintaining professionalism
2. Setting standards of quality
3. Ensuring the safety and protection of the community.

Registration of the teaching profession is administered by teacher regulatory authorities within each state and territory. While the requirements and processes can differ between jurisdictions, all teacher regulatory authorities have responsibility for:

- registering teaching professionals[2]
- maintaining a public register
- applying the Australian Professional Standards for Teachers (Teacher Standards)
- influencing regulatory outcomes for teachers.[3]

All jurisdictions have acknowledged the importance of regulating the teaching profession by mandating registration of all teachers, however this has evolved at a different pace across the country. Queensland was the first jurisdiction to introduce mandatory registration for teachers in 1975.[4] The Australian Capital Territory implemented teacher registration with the establishment of the Teacher Quality Institute in 2011.[5] In New South Wales, teacher registration did not apply to all teachers until 2018.[6]

All teacher regulatory authorities in Australia have practices and processes that contribute in various ways to the professionalism, quality and safety of teachers. However, as a result of the evolution of teacher registration across jurisdictions, there is variation in the level of focus on these three elements.

Registration is considered the hallmark of a profession and professional standards are considered attributes of a profession and feature prominently in the notion of a professional identity. Teacher registration is of critical benefit to teachers in supporting their agency as professionals and their professional recognition, both by their peers and by the community.

Professionalism

Compulsory teacher registration contributes to the professionalisation of the teaching workforce. All teachers must meet a certain standard of education, experience and personal characteristics to become part of the teaching profession. These standards must be maintained across the course of a teacher's career through a continual registration renewal process. Teacher registration:

- provides certainty to employers and the community that every teacher has undertaken a prescribed level of training and professional learning
- creates an obligation to those in the teaching profession to uphold the standards of their profession and prepare the next generation of teachers to maintain the same standards

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[2]   Early childhood teachers are subject to different teacher registration requirements depending on the jurisdiction they work in. Refer to Section 2.3.

[3]   KPMG, *The Teacher Registration Mapping Project*, March 2018 commissioned by AITSL secretariat and prepared for the Expert Panel unpublished.

[4]   Queensland College of Teachers 2018 https://www.qct.edu.au/about/background viewed 2018.

[5]   Teacher Quality Institute 2018 https://www.tqi.act.edu.au/ viewed 2018.

[6]   New South Wales Education Standards Authority 2018 http://educationstandards.nsw.edu.au/wps/portal/nesa/ home viewed 2018.

- contributes to the integrity of the profession by conferring a moral weight and sense of common purpose that governs the behaviour of individuals who identify as a teacher. This has contributed to the recognition of teaching as *one profession* across Australia.

Professionalisation also benefits individual teachers. Through registration, teachers are more likely to identify as a member of a broader group of professionals. This sense of belonging reinforces the individual's obligation to uphold the same level of professionalism as their peers, resulting in a degree of self-regulation by individuals who do not want their peers to behave in a way that might devalue the profession.

It is, however, ultimately up to the teacher regulatory authorities to maintain the professional standards of teachers by enforcing expectations of professional conduct and behaviour.

Teacher quality

The quality of teachers contributes significantly to learner outcomes and has been shown as an important predictor of children and student's success.[7]

Teacher registration is a unifying mechanism to ensure a certain level of quality is consistently met by all teachers across the course of their career, in collaboration with their peers and employer.

Teacher regulation authorities enforce the agreed standards for quality established in the Teacher Standards. Teacher registration processes support teachers to understand what is expected of them as a member of the teaching profession, and gives assurances to the community that teachers meet quality standards. This establishes a shared level of expectation across the profession regardless of employment setting.

Teacher registration sets a consistent expectation of career progression and continuous improvement by defining development pathways and the level of quality associated with each of them. This contributes to quality across all stages of a teacher's career.

Another mechanism for ensuring consistent quality throughout a teacher's career is registration renewal. Requirements vary across jurisdictions but generally mandate that teachers demonstrate:

- participation in professional learning
- a certain number of days practising as a teacher
- continued suitability to teach.

Registration does not diminish an employer's responsibility to ensure and improve the quality of their teaching staff, including providing support for their growth so that they can meet the expectations outlined in the Teacher Standards. Rather, it is a complementary and reinforcing relationship.

Employers are generally closer to individual teachers and have more levers at their disposal to support the development of teacher quality; while regulators set a standard of quality that all registered teachers have to meet. Employers are also responsible for the advancement of their teachers across the entire quality continuum.

Children's safety

Regulation of the teaching profession through registration is vital to ensure the safety and protection of children, young people and the community. Teachers have direct engagement and impact on children. As a profession, teachers operating on the universal platform of education are critical advocates for and protectors of children's safety. The special role of teachers in the community means that they are conferred with a high level of trust and responsibility. An unsafe teacher can cause substantial and irreparable harm to children. To ensure that trust is maintained, the community must be confident that certain standards of behaviour and professional conduct are met to protect the safety of their children. This places a strong obligation on teacher regulatory authorities to ensure that individuals in the teaching profession are safe and trustworthy.

Teacher regulatory authorities ensure the safety of the teachers they register by enforcing suitability and character standards. Before teachers are granted registration, they must undergo relevant criminal history checks to confirm their suitability as a teacher. Once registered and throughout the duration of their career, teacher regulatory authorities can also impose sanctions or withdraw a teacher's registration if they do not meet the required standards of personal and professional behaviour. Most teacher regulatory authorities are directly responsible for undertaking disciplinary processes and all are empowered to take regulatory action on teachers who do not meet the standard, such as placing a condition on or cancelling their registration.

Disciplinary processes deter inappropriate behaviour that can impact a student's safety and ensure that individuals who are unfit to teach are removed from the classroom, thereby protecting the student and broader community.

The benefit of teacher registration to teachers, students and the community is significant and essential to the professionalisation and quality of teachers and the safety of students. This is particularly relevant in light of the findings and recommendations of the *Final Report: Royal Commission into Institutional Responses to Child Sexual Abuse* (the Royal Commission).

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[7]   Hattie, J 2003, *Teachers Make a Difference. What is the research evidence?* Pg.3 prepared for the Australian Council for Educational Research, October 2003.

1.2 Goals of Australian school and early childhood education

Teacher registration is one of many factors that contribute to the broad goals of education in Australia.

As identified in the Melbourne Declaration, all stakeholders in the education system are committed to ensuring that:

1. Australian schooling and early childhood education promote equity and excellence

2. All young Australians become:
   - successful learners
   - confident and creative individuals
   - active and informed citizens

The Melbourne Declaration identifies 'supporting quality teaching and school leadership' and 'strengthening early childhood education' as key foundations to achieve these goals.[8]

Registration is seen as an important factor contributing to the lifting and maintaining of teaching quality as evidenced by references in a number of key reports, such as:

- *Through Growth to Achievement: Report of the Review to Achieve Educational Excellence in Australian Schools;*
- *Optimising STEM Industry-School Partnerships: Inspiring Australia's Next Generation;*
- *Lifting our Game: Report of the Review to Achieve Excellence in Australian Schools Through Early Childhood Interventions;*
- *the Independent Review into Regional, Rural and Remote Education;* and
- *the Final Report of the Royal Commission into Institutional Responses to Child Sexual Abuse.*

Registration supports and interacts with key stages of the teacher career lifecycle as well as with other national and local frameworks, policies and processes.

Table 1: Recommendations mapped against key reports, policies and career lifecycle stages

National Review of Teacher Registration: Recommendations																	
Teacher career lifecycle	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Attract	•			•	•	•		•				•	•	•	•	•	
Train			•			•		•			•			•	•	•	
Place	•	•			•			•	•	•	•	•	•				
Retain			•	•	•	•	•		•			•	•		•	•	
Develop	•	•	•	•	•	•	•								•	•	
Recognise				•	•	•									•	•	
National policies/initiatives	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Australian Professional Standards for Teachers	•	•	•	•	•	•		•			•				•	•	•
Australian Professional Standard for Principals	•	•	•	•			•				•				•	•	
Accreditation of ITE programs in Australia: Standards and Procedures	•							•			•			•		•	
National Framework for Teacher Registration	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Australian Charter for Professional Learning of Teachers and School Leaders	•		•		•										•	•	
Australian Teacher Performance and Development Framework	•	•	•	•	•	•					•						
Certification of Highly Accomplished and Lead Teachers in Australia	•		•	•	•	•											
Australian Teacher Workforce Data Strategy[9]				•	•		•								•		
Graduate to Proficient: Australian guidelines for teacher induction into the profession	•	•	•		•			•				•					

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8 Ministerial Council on Education Working Group: Employment, Training and Youth Affairs, *Melbourne Declaration on Educational Goals for Young Australians*, Dec 2008, http://www.curriculum.edu.au/verve/_resources/National_Declaration_on_the_Educational_Goals_for_Young_Australians.pdf viewed 2018.

9 Note that the Australian Teacher Workforce Data Strategy data is de-identified and does not capture data or information about sanctions, investigations, conduct or discipline matters and could not be used to transfer information about individuals between jurisdictions.

One Teaching Profession: Teacher Registration in Australia

National Reports	National Review of Teacher Registration: Recommendations (continued)																
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Optimising STEM Industry-School Partnerships: Inspiring Australia's Next Generation - STEM Partnerships Forum			•													•	•
Through Growth to achievement: Report of the review to achieve educational excellence in Australian schools	•	•	•	•				•									•
Independent Review into Regional, Rural and Remote Education	•		•									•	•		•	•	•
Lifting Our Game: Report of the Review to achieve educational excellence in Australian schools through early childhood interventions	•				•	•											
Royal Commission into Institutional Responses to Child Sexual Abuse										•	•	•	•				
Action Now: Classroom Ready Teachers – Teacher Education Ministerial Advisory Group	•							•									

Teacher registration alone doesn't drive workforce reform. Nor does it drive an individual teacher's professional learning and development pathway. However, in concert with other policy settings and stakeholders, it should provide the regulatory framework to support and enable teachers to meet standards and develop in their careers, while assuring the profession and the public of the quality and safety of Australia's teachers.

Over the course of the Review, the Expert Panel (the Panel) heard from stakeholders and viewed evidence that teacher registration is most effective and valued where strong integration exists between the regulatory framework and school/early childhood practice and policy, particularly in the implementation of the Teacher Standards. In some of the examples given, there was strong alignment between professional performance and development processes and professional learning designed to grow the expertise of teachers. This integration was underpinned by strong relationships and clearly defined roles between the key stakeholders.

These include:

- teachers
- the relevant State or Territory Minister
- the teacher regulatory authority
- the employing sectors
- principals/education leaders and approved providers
- mentors
- higher education institutions
- unions
- other authorised regulatory bodies, such as Australian Children's Education and Care Quality Agency (ACECQA) and agencies responsible for working with children and criminal history checks.

The Panel found evidence of a perception among stakeholders of a dichotomy between quality and compliance; that is, a view that regulation can only focus on one at the expense of the other. In fact, the two continuums (quality and compliance) can and should operate in parallel and support each other to meet the objectives of regulation in the teaching profession.

While there is limited data available about the effectiveness of teacher registration approaches and mechanisms, the elements that comprise registration are supported by extensive knowledge about the impact of teaching on learner outcomes. These well-researched elements include a set of teacher standards[10], a focus on effective teaching practice[11], continuous development[12][13] and best-practice safety requirements.

[10] Clinton, J, Dinham, S, Savage, G, Aston, R, Dabrowski, A, Gullickson, A, Calnin, G, and Arbour, G 2015, *Evaluation of the Implementation of the Australian Professional Standards for Teachers: Final Report,* Centre for Program Evaluation, The University of Melbourne, December 2015.

[11] Hattie, J 2003, *Teachers Make a Difference: What is the research evidence?* Australian Council for Education Research Annual Conference on: Building Teacher Quality, ACER, Camberwell, Victoria, October 2003,

[2] Cordingley, P, Higgins, S, Greany, T, Buckler, N, Coles-Jordan, D, Crisp, B, Saunders, L and Coe, R, 2015, *Developing Great Teaching: Lessons from the international reviews into effective professional development*, Teacher Development Trust, London.

[13] Kennedy, M, 2016, *How Does Professional Development Improve Teaching?* Review of Educational Research, vol. 86, no. 4, pp.945-980,

The Australian Professional Standards for Teachers

The Australian Professional Standards for Teachers are a public statement of the key elements of quality teaching. They articulate what teachers are expected to know and be able to do at four career stages: Graduate, Proficient, Highly Accomplished and Lead.

An extensive validation process involving almost 6,000 teachers ensured that each descriptor was shaped by the profession.

The Australian Professional Standards for Teachers were endorsed by the Ministerial Council for Education, Early Childhood Development and Youth Affairs (MCEECDYA – now the Education Council) in December 2010. They were implemented across all Australian jurisdictions in 2013.[14]

1.3 The current context of teacher registration in Australia

Constitutional responsibility for teacher registration sits with states and territories. Teacher registration arrangements reflect the local context and aim to support the needs of the jurisdiction. Registration is currently at different stages across jurisdictions, reflecting the time of establishment of registration and the uptake of the 2011 National Framework for Teacher Registration (the Framework, refer Appendix B). Some jurisdictions also have change processes and reviews in play.

In 2011[15], Education Ministers agreed to a nationally consistent framework for teacher registration, to be implemented in states and territories by 2013. The Framework includes eight elements that outline requirements for teacher qualifications and quality, ongoing development and suitability to teach. Jurisdictions agreed that teaching quality should be embedded in teacher registration—realised through the Teacher Standards—shortly after they were endorsed in December 2010. The commitment by state and territory Ministers also confirmed the view that teachers in Australia are part of *one profession*.

The terms of reference for the Review ask the Panel to consider how the current national registration framework is operating, including consideration of all elements of the Framework in terms of implementation, consistency, best practice and challenges and barriers; and to recommend improvements to the arrangements for teacher registration in Australia.

In this context, the Panel has considered the eight elements of the Framework in relation to:

- the overall success of the Framework
- how each element of the Framework is being implemented across jurisdictions
- whether the elements of the Framework require improvement
- whether any additions are needed to the Framework
- whether the institutional arrangements for implementing the Framework are fit for purpose.

A summary of the Panel's assessment of the eight elements follows. Further exploration of the areas identified for improvement is found in Part 2 of this report.

Overall, the Panel found that since its endorsement by Education Ministers in 2011, significant progress has been achieved by the teacher regulatory authorities, both individually, collectively and in collaboration with jurisdictions, sectors, leaders and teachers, in implementing the Framework. In most jurisdictions, all eight elements of the Framework are being applied.

The most significant achievement of the Framework has been the embedding of the Teacher Standards as a key part of teacher registration across Australia.

The Panel recognises that the Framework is high-level rather than prescriptive about how the elements are achieved. It does not, for example, set an agenda for consistency of processes for registration. Local interpretation of the Framework has allowed jurisdictions to develop approaches based on different starting points and respond to contextual needs in implementation.

In other areas of the application of the Teacher Standards, jurisdictions have taken a more consistent approach, in particular in relation to initial teacher education accreditation and the national certification process for Highly Accomplished and Lead teachers. These developments will help build confidence within and external to the profession that the relevant standards are being maintained, regardless of context or jurisdiction. There is an opportunity to take a similar approach through registration, particularly with provisional to full registration and assessment of the Proficient career stage.

Broadly, the Panel's recommendations indicate a more consistent approach to the implementation of teacher registration in the areas where this is relevant and of value.

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14   Further information can be accessed at www.aitsl.edu.au.

15   This occurred prior to the establishment of the National Quality Framework for early childhood teachers, which commenced in January 2012.

One Teaching Profession: Teacher Registration in Australia

1.4 Elements of the Framework

All jurisdictions have implemented the Framework for their registered teachers. It is noted that while NSW first introduced teacher accreditation for some teachers in 2005 and implemented the Framework for those teachers who were accredited at that time, teacher accreditation was not mandatory for all teachers in NSW until January 2018.

Element 1: Initial period of registration

All jurisdictions have an initial period of registration and a defined process for moving from provisional to full based on an assessment of evidence against the Proficient career stage of the Teacher Standards.

However, the Panel found that:

- All jurisdictions except one meet the expectation that the initial period of registration is limited to five years.
- There is variation in the implementation of processes for and assessment of evidence against the Proficient career stage to move to full registration, as well as variation in the approaches taken to auditing judgements.
- While the Framework allows for diverse approaches, a more consistent approach is warranted to ensure confidence that a teacher's demonstrated proficiency in one setting is comparable to another

As noted above, the 2011 Framework sets the maximum period for initial registration at five years, with provision for renewal on a case-by-case basis.

The Tasmanian Teachers Registration Board has implemented all of the aspects of the initial period of registration set out in the Framework, with the exception of the provision for renewal.

The adoption of the Teacher Standards in Tasmania has been by agreement, rather than legislative change. There is therefore no legislation to compel teachers to move to full registration.[16] Under the requirements currently applied in Tasmania, all provisionally registered teachers may renew their provisional registration, undermining the regulatory requirement for teachers to demonstrate their proficiency within five years. Thirty per cent of Tasmanian teachers are provisionally registered.[17]

While the Framework allows for teachers to renew their provisional registration, this is intended to be on a case-by-case basis, rather than an option for the workforce at large.
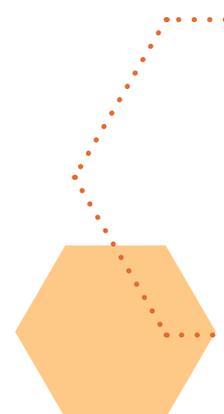
In consultations, the Panel heard that the Teachers Registration Board and teacher employers in Tasmania want teachers to move from provisional to full registration and to demonstrate their proficiency against the Teacher Standards, and are using alternative levers to effect change.

The Tasmanian Department of Education has implemented workforce strategies to incentivise full registration, including requiring full registration for teachers moving into promotion positions, to access certain pay increments[18] and to fulfil the role of principal. Significant work has been undertaken by the Teachers Registration Board in collaboration with the Department to encourage and support teachers to engage with the provisional to full process, including the development of resources such as videos and online modules, the formation of a group of retired principals to support those progressing to full registration, and auditing portfolios of evidence. These initiatives have resulted in an upswing of the number of teachers engaging with the provisional to full process, In consultations the Teachers. Registration Board reported a 400 per cent increase in applications for full registration in 2017.

The Panel recognises and supports the work undertaken to create demand amongst teachers to move to full registration. The full benefits of registration as a driver for teacher quality could be realised by extending this requirement to all teachers through the registration framework.

Element 2: Fixed period of registration

Jurisdictions implement the fixed period of registration within different timeframes. The Framework provides for flexibility in the length of the fixed period of registration, up to a maximum of five years. The requirements for professional practice and professional development are implemented proportionally to the length of that period.

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16   Section 14 *Teachers Registration Act 2000* (TAS), https://www.legislation.tas.gov.au/view/html/inforce/current/act-2000-098 viewed 2018.

17   Teacher Registration Board (TAS) *Annual Report 2016-2017.*

18   Department of Education, *Salary Scales* implemented 12 July 2018, https://documentcentre.education.tas.gov.au/Documents/Salary%20Scales.pdf viewed 2018.

Table 2: Length of fixed period of registration for each jurisdiction [19]

Jurisdiction	Length of fixed period
ACT	1 year
NSW	5 years (or 7 years for part-time and casual teachers)
Northern Territory	5 years
Queensland	5 year renewal (annual update for professional practice and professional learning)
South Australia	3 years
Tasmania	5 years
Victoria	1 year
Western Australia	5 years

The Panel heard that this flexibility around the length of the renewal period supports local contexts and arrangements, and supported continued flexibility. However, the Panel identified areas of the professional learning requirements that should be updated to better support high quality professional learning that impacts on practice.

Element 3: Alternative authorisation to teach

The Framework gives discretion for teacher regulatory authorities to implement alternative authorisation to teach according to jurisdictional need, in line with local policy settings. Implementation of alternative authorisation to teach occurs within the broad parameters of this element. The Panel found that local flexibility could be complemented by a better national understanding of how this category of registration is deployed. This includes how it fits into broader workforce planning and provides motivation for engagement of staff with the expertise to support leaders and teachers to create high quality learning opportunities for children and students.

Element 4: Sanctions (including discipline and de-registration)

Sanctions are applied by teacher regulatory authorities or other recognised authorities according to jurisdictional policy and legislation.

This element of the Framework references the sharing of information regarding discipline and de-registration. The Panel has identified a broad need to significantly expand the information sharing arrangements between teacher regulatory authorities.

Element 5: Suitability

The suitability element requires teacher regulatory authorities to confirm the suitability of teachers, both to work with children and practice as a teacher, through national criminal history checks. All teacher regulatory authorities require registered teachers to undertake a working with children check, usually part of a jurisdiction-wide process. In some jurisdictions, the working with children check is part of a national criminal history check. In others, a national criminal history check is required in addition to the working with children check.

The Panel heard that in practice, most jurisdictions exceed the requirements of this element.

The Panel recommends that this element be significantly amended to include a nationally consistent policy on suitability that has a broader scope than the policies currently implemented.

Element 6: Qualifications

The Panel heard that all teacher regulatory authorities implement the element as written and that all jurisdictions accept any teaching qualification accredited under the *Accreditation of Initial Teacher Education in Australia: Standards and Procedures.* The Panel was satisfied that this element remains appropriate.

Element 7: English language proficiency

While all teacher regulatory authorities implement this element of the Framework, the Panel heard that the availability of English language proficiency tests has changed and requires further investigation. There will be a need to update this element of the Framework.

Element 8: Mutual recognition

The mutual recognition process is currently in place in all jurisdictions - with NSW joining in 2018. However, the Panel considered evidence that indicates that not all jurisdictions recognise the registration of every other jurisdiction's registered teachers under the *Trans-Tasman Mutual Recognition Act* (Cth) 1997. For example, teachers from NSW cannot currently seek mutual recognition in Victoria, Tasmania and ACT. This may be a transitional issue for NSW following their full adoption of teacher accreditation in 2018.

Issues were also identified concerning the mutual recognition of registered early childhood teachers.

The mutual recognition element of the Framework supports the release of information between jurisdictions in relation to mutual recognition applications. The Panel found a need to strengthen information sharing across the board, including to support mutual recognition.

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19   KPMG, *The Teacher Registration Mapping Project,* March 2018 commissioned by AITSL secretariat and prepared for the Expert Panel unpublished.

The recommendations of this report are designed to build on the 2011 Framework. Where elements of the current Framework have not yet been fully implemented, the Panel believes that urgent action should be taken.

1.5 Additions to the Framework

The Panel formed the view that it is important for teacher registration to enable and support broader teacher workforce change.

In addition to the elements of the 2011 Framework, the Panel considered what broader changes had occurred for education and teachers since the Framework was agreed and whether any important aspects of registration were missing.

The registration of early childhood teachers is not specifically referred to in the Framework. Since 2011, significant reforms impacting the early childhood teacher workforce have been implemented across Australia. In 2011, only South Australia registered all early childhood teachers, with some others registering school-based early childhood teachers only. Victoria, NSW and Western Australia now register early childhood teachers across all settings.

The Panel recommends that a nationally consistent approach to early childhood teacher registration be developed and implemented to support the continued professional recognition and development of early childhood teachers. This approach, once agreed, will need to be captured in the Framework. As is already the case in some jurisdictions, all elements of teacher registration and the Framework would apply to registered early childhood teachers, as well as any implications arising from progressing the wider recommendations of this Report.

The Panel also heard from stakeholders that the changing nature of the Australian teaching workforce has resulted in an increasing number of teachers being employed as casual/relief teachers or on contracts, particularly at the beginning of their careers. Approximately 1 in 6 teachers work on a casual basis, either as a casual relief teacher or on a non-ongoing contract.[20]

Processes and policies for teacher registration, particularly those that relate to moving from provisional to full registration, have largely been developed with full-time permanent teachers in mind. While the Panel does not propose a specific amendment to the Framework, registration should reflect the needs of the workforce it serves. The Panel encourages teacher regulatory authorities to work with the profession to design and embed strategies to support casual and contract teachers.

Related challenges exist for educational leaders (including Directors and principals) who may not be teaching during the registration renewal cycle.
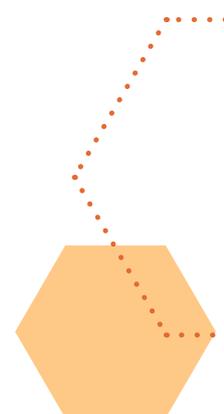
The Panel also heard from stakeholders who supported broadening the functions of teacher regulatory authorities to include registration of different categories of staff who contribute to the education of Australian children and students; for example, early childhood educators, teaching assistants and other education support staff. At any time in schools and services across Australia many skilled coaches, instructors and specialist staff are supporting the delivery of school curriculum and early childhood learning. This dynamic use of educators and support staff reflects the move towards more porous boundaries between schools, services, community, industry and those adults supporting learners.

Arguments for such an approach emphasise the contributions that various groups of staff make to education outcomes, particularly in non-traditional schools and services. It may also be a mechanism to ensure that stringent suitability requirements are applied to paraprofessional staff (in addition to current requirements applied by the school/ACECQA).

The Welsh teacher regulatory authority has commenced registering the diverse groups that make up the education workforce, in addition to teachers. The authority now registers over 75,000 education professionals in one professional body, including support staff, youth workers and work-based learning practitioners, into one professional body.[21]

The Panel was not convinced that it is necessary to implement a broadened registration approach in Australia at this time. However, developments in education should be carefully monitored and registration approaches adapted as necessary. Should such an approach be taken in the future, very clear definitions of the scope of practice of each registered group would be required in order to preserve the defined role of the teacher.

At a state and territory level, teacher regulatory authorities operate within a context of local reforms and changes. The National Framework for Teacher Registration in Australia should be periodically reviewed to ensure that it keeps pace with developments in education.

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[20] McKenzie, Phillip; Weldon, Paul R.; Rowley, Glenn; Murphy, Martin; and McMillan, Julie, 2014, *Staff in Australia's schools 2013: Main report on the survey*, https://research.acer.edu.au/tll_misc/20 viewed 2018.

[21] Education Workforce Council, Wales at https://www.ewc.wales/site/index.php/en/registration/applying-for-registration.html viewed 2018.

1.6 Institutional arrangements

The Panel considered whether the institutional arrangements for implementing the Framework continue to be fit for purpose.

State and territory teacher regulatory authorities have responsibility for teacher registration under state and territory legislation. The Panel heard mixed perspectives from stakeholders on this issue. Many valued the local contextual approach taken by state and territory regulatory authorities and expressed the view that that these organisations are located at the right position in the education system.

Other stakeholders questioned the need for eight institutions undertaking similar roles. This was particularly highlighted by teachers moving between jurisdictions, who observed that the reasons for differences can be difficult to understand, while the different processes can be difficult to navigate. In particular, many teachers responding to the survey called for a national regulator and national registration.

The Panel formed the view that, were teacher registration being implemented for the first time in Australia in 2018, it would be logical for a profession using a common set of professional standards to be developed under a common framework by a single body. However, given the institutional history and legislative basis in state and territory law for teacher registration, the Panel formed the view that there was no substantial case for reform that could not be delivered within the current institutional arrangements, and that these should be maintained.

Teachers in Australia are part of one profession and there is an impetus for state and territory regulatory authorities to better reflect this in their regulatory approaches. Underpinning this should be a common vision of teacher regulatory authorities' role and purpose within the federation.

The Panel found that while some functions overlap and shared work is undertaken on specific issues, there is a disconnect between the driving purpose of regulators, with some tightly focused on compliance and others more focused on teacher quality. Achieving a more cohesive approach will strengthen the regulatory framework applied to teachers in Australia and at the same time build teachers' ownership of registration as a hallmark of being a professional.

The Panel has made a series of specific recommendations to improve teacher registration, many of which form part of a drive towards greater national consistency. In addition to implementing these specific actions, the Panel urges regulators to work towards a common vision to support the Australian teaching profession.

1.7 The report and recommendations

The Panel has considered improvements to teacher registration in Australia, taking into account legislative, regulatory, administrative and resourcing contexts. To gain a deeper understanding of these contexts, the Panel commissioned a detailed mapping of teacher regulatory authorities' registration functions. This work formed a valuable foundation for the Panel's work and would not have been possible without the constructive engagement of the teacher regulatory authorities.

The Panel used a highly consultative approach, meeting with representatives of 142 organisations in all states and territories, considering 94 submissions and surveying over 6,500 teachers, school leaders, principals and Directors. The draft recommendations developed by the Panel were tested for impact with key stakeholders.

A driving purpose of the Review was to consider how teacher registration supports teacher quality and how this could be strengthened. The first tranche of recommendations is designed to strengthen teacher quality, with a particular focus on the Proficient career stage and early childhood teachers.

The second group of recommendations focus on another key role of teacher registration: protecting children's safety. While the Panel believes that as a profession, teachers operating on the universal platform of education are critical advocates for and protectors of children's safety, the Royal Commission has highlighted some important gaps that teacher regulatory authorities must act to close.

Finally, there are a series of recommendations that seek to streamline registration processes and support the concept of one Australian teaching profession.

The Panel is aware that some recommendations will require change from the status quo in terms of policy, practice and/or legislation. Where the Panel has made recommendations of this scope, they are based on careful consideration of the risks that will be mitigated or the value that will flow from implementing these changes.

Improving and reinforcing teacher quality

Education sectors and governments in Australia are committed to providing a high-quality education for young people across the country, with teacher quality at the forefront of this commitment.

The Terms of Reference for the Review emphasised quality teaching, the Teacher Standards and the role that registration plays in driving quality teaching through the Teacher Standards, with a particular focus on the Proficient career stage and early childhood teachers.

The Review also sought input from stakeholders on how the renewal process both supports and drives ongoing improvement and professional development for teachers, and how a focus on quality teaching could be enhanced through the registration renewal process.

In particular, stakeholders were asked to comment on the following areas:

- How has the embedding of the Teacher Standards in the Framework supported teacher quality? In particular, how have the Teacher Standards influenced the way in which teachers move from provisional to full registration and through renewal of registration?

- How could current teacher registration arrangements be improved to strengthen both teacher registration implementation and teacher quality? Are the eight elements of the 2011 Framework relevant and appropriate?

- How could a nationally consistent approach to teacher registration support and improve the quality of early childhood teaching in school and non-school settings?

Guided by stakeholder responses, the Panel identified a number of key areas where teacher quality could be improved or reinforced.

2.1 Provisional to full registration
Demonstrating proficiency

Graduate teachers are initially granted provisional registration. To gain full registration, they are required to demonstrate evidence of performance against the Proficient career stage of the Teacher Standards. The process of demonstrating proficiency is undertaken in the first years of a beginning teacher's career, as they are establishing themselves as a teaching professional. The process is a quality assurance mechanism that confirms the teacher is able to apply what they have learnt and practised in their initial teacher education program in the workplace.

The 2011 Framework notes that the process for achieving teacher registration needs to be flexible to accommodate different contexts and experiences.

Each jurisdiction uses its own processes to transition teachers from provisional to full registration, with corresponding evidence requirements that differ across jurisdictions. However, it is common to all jurisdictions that the assessment of evidence and recommendation that a teacher has met the Proficient career stage is made by a leader at, or close to, the school or early childhood service where the teacher works.

Responsibility for the transition of the teacher from provisional to full registration therefore requires the contribution and resources of multiple players within the system. The transition process includes a strong role for a professional mentor, as the provisionally registered teacher develops their practice and gathers evidence against the Teacher Standards. Good practice and engagement with the Teacher Standards through this process can have a positive flow-on effect to other staff members.

Roles and responsibilities: provisional to full

<u>Beginning teacher</u> — Teacher agency and ownership is the key to growth in capacity and meeting the Teacher Standards. The beginning teacher gathers evidence drawn from their teaching practice. Resources including evidence guides are a critical support

<u>Mentor teacher</u> — supports and guides the beginning teacher and requires their own capability building ahead of a mentoring role

<u>Leader</u> — considers evidence and makes judgement or recommendation for teacher's progression to full registration against the Teacher Standards. Judgement or recommendation provided to the teacher regulatory authority

<u>Employer</u> — supports beginning teacher, mentor teacher and leader to engage in the process

<u>Teacher regulatory authority</u> — designs the process and makes resources/evidence guides available for all parties, supports teachers who have challenges finding mentors etc, considers the recommendations and grants full registration, conducts quality assurance activities on evidence provided.

Supporting the transition process

The Panel observed that where the process for moving to full registration is most effective, it is supported by:

- an established induction program for graduate teachers
- access to strong mentoring relationships underpinned by high quality professional learning for both beginning teachers and mentors
- opportunity for the mentor and for the early career teacher to focus on development, including the reflection on evidence for the transition to the Proficient career stage

Building mentoring capacity across Victoria

The Effective Mentoring Program comprises of a two-day professional learning program developed and delivered as a partnership between Victorian Institute of Teachers (VIT) and the Department of Education and Training. The program is open to teachers fully registered with VIT and teaching in government, Catholic and independent schools and in early childhood services. It is a blend of the skills and knowledge fundamental to mentoring and knowledge about the VIT process to move from provisional to full registration. Participants explore the practice of mentoring and how mentoring can support beginning teachers to improve their teaching practice, guiding and supporting a provisionally registered teachers, via an evidence inquiry process, through to (full) registration.[22]

Stakeholders emphasised the importance of the mentor in providing high quality pedagogical leadership in the provisional to full registration process. However, challenges were identified for teachers in circumstances where access to mentors was not readily available. This is particularly the case where teachers are employed on a casual or part-time basis, work in single teacher settings, and/or work in rural or remote locations. The difficulty in accessing mentors is exacerbated in the early childhood sector, where the early childhood teacher is often the only qualified teacher working at the setting.

New and more readily available models of accessing mentoring support and undertaking the provisional to full registration process will be needed for the early childhood sector.

Employers have a responsibility to ensure that induction and mentoring is provided to graduate teachers, whether in a school, early childhood service or across networks.

The 2016 AITSL Stakeholder Survey[23] asked school leaders about the provision of formal induction for early career teachers. Early career teachers themselves were also asked about whether they received formal induction. The results show that 70 per cent of school leaders (n=2665) indicated that early career teachers had received formal induction, while 48 per cent of early career teachers (n=212) indicated that they had received formal induction.[24]

While employers have primary responsibility, teacher regulatory authorities should support these teachers to transition from provisional to full registration by

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[22] Victorian Institute of Teachers, *Effective Mentoring Program* https://www.vit.vic.edu.au/registered-teacher/how-to-train-as-a-teacher-mentor viewed 2018.

[23] The 2016 AITSL Stakeholder Survey defined school leader as including school principals, deputy/assistant principals and other school leaders. Early career teacher was defined as a teacher with up to five years' teaching experience.

[24] AITSL 2016 Stakeholder Survey.

providing a safety net that links early career teachers with appropriately qualified mentors and a leader to assure, within the school, or early childhood service the transition to full registration has been made.

In addition, the Panel heard that the provisional to full registration process can be more effective when aligned to and integrated with other processes that the beginning teacher is working through, which may include induction, probation and performance and development.

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Progressing from provisional to full registration in the ACT

For most graduate teachers in the ACT, the transition to full registration happens in their first year of employment.

The ACT Teacher Quality Institute (TQI) has worked closely with schools and employers to integrate the provisional to full process with other key processes that occur in the first year, including probation.

With the support of the school-based Professional Guidance Panel that is formed early in employment, and the TQI's information sessions and evidence workshops, the overwhelming majority of ACT teachers successfully transition to full registration in the first school year.

The ACT credits the deep knowledge of the Teacher Standards that has been developed in ACT schools with the success.

– ACT Government submission to the Review May 2018.

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To further align parts of the teacher career development cycle, the Panel identified potential for the Teaching Performance Assessment that is now a requirement in initial teacher education programs to be utilised in the induction period and built on for the provisional to full process.

Consistent judgements

Since the 2011 Framework was implemented, there has been a strong focus on the Graduate, Highly Accomplished and Lead career stages of the Teacher Standards, with robust national processes developed to make assessments of evidence to support key career progressions for Australian teachers. These processes have increasingly included effort to understand and support the consistency of assessments across jurisdictions.

- Meeting the Graduate career stage is a requirement for graduation from a nationally accredited initial teacher education program. It is assessed through the Teaching Performance Assessment and other assessment in initial teacher education programs.

- Meeting the Highly Accomplished and Lead career stages are requirements for national teacher certification. They are assessed through the national certification process.

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Highly Accomplished and Lead career stages - National Certification

The certification of Highly Accomplished and Lead teachers is driven by State and Territory Certifying Authorities, using a nationally agreed process. Trained assessors evaluate the practice of teacher applicants against the Highly Accomplished or Lead career stages of the Teacher Standards.

To ensure that decisions being made in national teacher certification are rigorous, valid, reliable and consistent at a national level, the Certifying Authorities' Network has endorsed a standard setting methodology that is being implemented in 2018.

The pairwise methodology pairs assessors from across jurisdictions to individually and then jointly assess portfolios of evidence.

A broader group of assessors then evaluate the outcomes and develop a scale of the assessed portfolios to identify a 'cut point' on the scale.

The standard setting process will enable the production of resources to support current and future assessors across all jurisdictions to make clearer decisions about borderline cases on each level of judgement.[25]

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Processes for the assessment of evidence at the Proficient career stage are designed and monitored by the state and territory teacher regulatory authorities. There is no data currently available to indicate whether or not there is consistency in the judgements made about evidence at the Proficient career stage within and across jurisdictions. The Panel heard that there is significant variation in the processes used and evidence expected of teachers, depending on a teacher's place of employment and/ or the sector or jurisdiction in which the process is undertaken. There is currently no formal mechanism in place to demonstrate that the processes implemented across jurisdictions are comparable in the outcomes they deliver. The Panel found that this negatively affects both public confidence in the consistency of outcomes and the standard required to gain full registration and move from Graduate to Proficient, and to remain in the profession.

Given this variation, there is a need to ensure that the nationally agreed Teacher Standards are applied in a way that produces consistent outcomes at the point that teachers are accepted as full members of the profession.

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[25]   Further information can be accessed from www.aitsl.edu.au.

Graduate career stage - teaching performance assessment

The *Accreditation of Initial Teacher Education Programs in Australia: Standards and Procedures* requires that all pre-service teachers successfully complete a rigorous assessment (teaching performance assessment) in the final year of their study that covers the breadth of teaching practices and ensures they meet the Graduate career stage of the Teacher Standards.

Each Teaching Performance Assessment (TPA) that is used by an initial teacher education provider must be valid, reliable and have evidence to support the passing standard. The intent of these requirements is to set the framework for a consistently rigorous approach to ensuring that all graduates will have demonstrated successful performance against the Graduate Teacher Standards, regardless of where they have studied.

As there is no single TPA mandated for use in Australia, effort to ensure that there is national consistency between and within TPAs is a priority. A national expert advisory group has been established to provide advice on the development.[26]

To underpin a consistent approach, stakeholders called for consistent articulation of the expected standard of proficiency to support graduate teachers, mentors and leaders who make judgements about evidence. Some jurisdictions have developed evidence guides which could be built upon to share experience for national use.

This will potentially lead to higher levels of teacher agency and ownership for the move to full registration.

Recommendation 1

Teacher employers maintain responsibility and strengthen their role in providing access for early career teachers to high quality induction and mentoring, to support their transition into the workplace and the profession.

Recommendation 2

Develop and implement a national strategy to ensure national consistency in the judgements made about whether teachers meet the Proficient career stage of the Australian Professional Standards for Teachers, in the provisional to full registration process.

This should include:

- agreement on the roles of different actors in the system, with a primary focus on building teacher agency and ownership in the processes and outcomes of teacher registration

- a national standard setting process to establish national agreement on what it means to meet the Proficient career stage

- ongoing mechanisms to monitor the rigour and consistency of judgements made in the provisional to full registration process, including sharing and reviewing samples of decisions with other jurisdictions as a basis for comparison

- benchmarking of the processes (including the evidence expected to be presented) used across jurisdictions for provisional to full registration

- guidance for school/service-based staff (including mentors) in assessing evidence and making judgements that result in a nationally consistent understanding of the Teacher Standards at the Proficient career stage.

Commencing implementation of this recommendation should be an immediate priority, along with the national strategy to outline the schedule of activities, which will require collaborative effort.

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[26]   Further information can be accessed from www.aitsl.edu.au.

2.2 Renewal of registration

Ensuring suitability and quality is maintained throughout a teacher's career

Entry to registration requires a level of quality and quantity of teaching practice, in addition to suitability requirements. Registration renewal offers the regulatory authority - and in effect the profession - an opportunity to assess whether the individual continues to meet the necessary requirements for teaching.

Over time, changes in expectations and knowledge about effective practice lead to an increased risk that the previous assessment of proficiency is no longer as valid or reliable.

To maintain registration in line with the Framework, teachers must renew every five years at a minimum. Several jurisdictions have opted for a shorter renewal period including some with annual registration cycles.

The current Framework prescribes at a minimum, a declaration by the teacher that:

- suitability is maintained
- recency of professional practice requirements have been met (100 days over 5 years, or equivalent)
- proficiency against the Teacher Standards has been maintained
- hours of professional learning, referenced to the Teacher Standards, can be demonstrated (100 hours over 5 years, or equivalent).

During the registration renewal cycle other measures also ensure that teacher suitability is met. As is the practice in jurisdictions, real-time data alerts from other agencies (e.g. police) ensure that teacher regulatory authorities have current data to inform an individual's suitability to teach (refer to Section 3.3: Suitability).

Those who are registered are assumed by teacher regulatory authorities to be operating at the Proficient career stage of the Teacher Standards. In effect, completion of the required hours of professional learning is used as a proxy measure for maintenance of proficiency. This focus on professional learning as an indicator of continued proficiency is common across other regulated professions, including chartered accountants, the legal profession and all registered health professions.[27]

A more direct consideration of the ongoing proficiency of teachers at the point of renewing registration across Australia is beyond the scope of the registration system, as currently configured. However, the legislative basis for some teacher regulatory authorities allows for a focus on quality and this has been developed and used in different ways across the education system.

The *Final Report: Evaluation of the Implementation of the Australian Professional Standards for Teachers* (2016) was a three-year evaluation (2013-2015) on the implementation of the Teacher Standards. The report revealed that teachers have a good degree of knowledge of the Teacher Standards, with knowledge levels higher in early career teachers. The evaluation also revealed that teachers were significantly more likely to use the Teacher Standards to focus on development rather than complete activities of a compliance nature.[28]

These findings are encouraging. However the Panel believes that further emphasis on teaching quality in teacher registration can be achieved through a greater focus on and alignment with other national frameworks, agreed by Education Ministers since 2011. These include the *Australian Performance and Development Framework*, the *Australian Charter for the Professional Learning of Teachers and School Leaders*, *Certification of Highly Accomplished and Lead Teachers* and the *National Quality Framework*.

Assessing teaching quality for renewal of registration

The continued focus of fully registered teachers on their performance and development is critical to drive quality and improve student outcomes.

The Panel heard from several stakeholders on the need to strengthen the assessment of continued proficiency at the point of renewal of registration. This included a view that teachers should be required to provide evidence of their teaching practice, through portfolios and/or classroom observation/ assessment, in a similar process to the provisional to full registration process, or certification at Highly Accomplished and Lead career stages.

Some stakeholders expressed concern that increasing the requirements of assessment to renew registration would require significant resourcing (for the teacher, school, service, employer and regulator) while yielding little added benefit. The credibility of a jurisdiction-wide assessment of teaching quality by a regulatory authority as part of renewal was seen as questionable by many, given the distance of the regulatory body to the practice of the teacher, compared with leaders and peers at their school/service. Those surveyed as part of this review ranked "Maintaining proficiency against the

27   Chartered Accountants, https://www.cpaaustralia.com.au/~/media/corporate/allfiles/document/professional-resources/practice-management/summary-pas-regulations-aus.pdf?la=en. Legal Services Council, http://www.legalservicescouncil.org.au/. Australian Health Practitioner Regulation Agency, http://www.ahpra.gov.au/About-AHPRA/What-We-Do/Legislation.aspx viewed 2018.

28   Australian Institute for Teachers and School Leadership https://www.aitsl.edu.au/tools-resources/resource/final-report-evaluation-of-the-australian-professional-standards-for-teachers viewed 2018.

Australian Professional Standards for Teachers" as the least important aspect of registration.[29] The Panel noted that there is an opportunity to consider how the comparison of judgements made within the provisional to full registration process will help future improvements in the process for renewing registration (as referenced in Recommendation 2).

The Panel found that ensuring a teacher's practice continues to meet the Proficient career stage of the Teacher Standards is best determined at the school/service level. A school/educational leader or employer is able to contact their regulatory authority if they have evidence that an individual is consistently performing below the practice described in the Proficient career stage and/or they believe that a teacher's registration should not be renewed or conditions should be imposed on their registration.

The Australian Teacher Performance and Development Framework

The Australian Teacher Performance and Development Framework describes the characteristics of an effective performance and development cycle, including the elements of the cycle that are essential for success and should be implemented in all Australian schools. The essential elements are that:

1. All teachers have a set of documented and regularly reviewed goals related to both performance and development, and ways of measuring progress towards them, which are agreed with the principal or delegate.

2. All teachers are supported in working towards their goals, including through access to high quality professional learning.

3. Evidence used to reflect on and evaluate teacher performance, including through the full review described below, should come from multiple sources and include as a minimum: data showing impact on student outcomes; information based on direct observation of teaching; and evidence of collaboration with colleagues.

4. All teachers receive regular formal and informal feedback on their performance and development. This includes a formal review against their performance and development goals at least annually, with verbal and written feedback being provided to the teacher.[30]

The Panel strongly endorses the *Australian Teacher Performance and Development Framework* (2012), agreed by Education Council, and expects that all employers will conduct thorough annual performance reviews using the appropriate career stage of the Teacher Standards.

Stakeholder views on professional learning as a driver for maintaining and enhancing teaching quality

The Panel found that the core requirements of professional learning, as described in the Framework, are being followed by jurisdictions. However, a range of practices have been adopted by teacher regulatory authorities in how professional learning is recorded and monitored.

High quality professional learning to support maintenance of a teacher's skills and knowledge was broadly accepted as a fundamental part of renewal of registration. The current stipulation of 100 hours of professional learning over five years (or pro-rata equivalent) broadly aligns with other professions, including nursing and psychology.[31]

The Panel heard from several stakeholders that teachers were largely exceeding the time requirement in their professional learning reporting. In the ACT, teachers generally record well in excess of the required 20 hours of professional learning annually.[32] However, in a recent South Australian audit of professional learning completed by teachers, questions were raised on the quality of the learning undertaken, and an apparent lack of connection to actual teacher need.[33]

The Panel noted that there are several ways to address concerns around the quality of professional learning choices, such as evidence-based guidance and endorsements, with the ACT and NSW implementing professional learning accreditation schemes. This forms part of the professional learning requirements teachers in those jurisdictions must meet to maintain registration.

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29 *National Review of Teacher Registration Online Survey* May 2018, refer Appendix G: Online survey results.

30 Further information can be accessed from www.aitsl.edu.au.

31 Australian Health Practitioner Regulation Agency, http://www.ahpra.gov.au/About-AHPRA/What-We-Do/Legislation.aspx viewed 2018.

32 Teacher Quality Institute, ACT submission to the Review, March 2018.

33 Teachers Registration Board South Australia, https://www.trb.sa.edu.au/registration viewed 2018.

Accredited Professional Learning in New South Wales

The NSW Education Standards Authority (NESA) accredits professional learning at both the individual course level or at a broader provider level. For teachers maintaining at Proficient Teacher, the 100 hours of professional learning must include a minimum of 50 hours of NESA Registered professional learning. Providers must align their professional learning offering with one or more of the three career stages (Proficient, Highly Accomplished or Lead) outlined in the Teacher Standards.

Applicants must provide:

- a representative sample of courses that shows how every course is aligned to the Teacher Standards through the nomination of appropriate standard descriptors at the relevant teacher career stage
- information on what teachers will gain from the professional learning
- details on the research base for the professional learning including evidence of best practice and the expertise that exists within the teaching profession.

NESA requires teachers to answer a number of evaluation questions about the professional learning before it can be accepted towards their hours of professional learning for renewal of registration purposes. From 2017 NESA has also focused on encouraging schools to become endorsed providers of professional learning for their teachers.[34]

Accredited professional learning in the Australian Capital Territory

As part of the requirements for renewal of registration in the ACT, teachers must undertake and reflect on a minimum of 20 hours of professional learning each year with a minimum of five hours of ACT Teacher Quality Institute (TQI) Accredited professional learning programs. TQI accredits individual instances of professional learning rather than a provider and recently has strongly encouraged schools in the ACT to accredit the professional learning that they offer within their school for teachers.

To be approved as Accredited professional learning, a provider's proposed professional learning is assessed against how well it meets the below criteria:

- Alignment to the Teacher Standards or the Australian Professional Standard for Principals (Principal Standard)
- Relevant to student learning, school/ system priorities and draws on current research and adult learning principles
- Supports professional collaboration, teacher and leader agency and reflection with peers and experts.
- Promote teacher and leader innovation and inform future practice, prompt research and broadening of repertoire

Providers must submit a brief outline of the professional learning's goals, research base, alignment with the Teacher Standards or Principal Standard, evidence of adult learning principles, how it facilitates collaboration and teacher reflection and the expected learning outcomes for participants, and impact on student outcomes.[35]

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34   Further information can be accessed from www.educationstandards.nsw.edu.au.

35   Further information can be accessed from www.tqi.act.edu.au.

One Teaching Profession: Teacher Registration in Australia

The need for discipline-specific professional learning was a theme raised in several submissions and consultations. The Panel heard concerns that teachers may not have the necessary support to maintain contemporary discipline-specific knowledge and skills, in particular in fields such as science and technology that have a rapidly changing evidence base. This issue is seen to be compounded by teachers teaching out-of-field or discipline. While there is no current and comprehensive national data on teachers who teach outside of their main discipline, studies suggest it is an issue.[36] This aligned with feedback received during consultation for this Review.

This concern around discipline-specific professional learning formed a central theme in a recent Science, Technology, Engineering and Mathematics (STEM) review led by Dr Alan Finkel, *Optimising STEM Industry-School Partnerships: Inspiring Australia's Next Generation* (the STEM Report). The report recommended that "*Education Council should develop minimum national requirements for teacher professional learning, a proportion of which should include relevant, discipline specific professional learning from an accredited provider that must be satisfied in order to retain ongoing registration as a primary or secondary teacher.*" [37]

This view was also shared by several teacher associations.

As a professional teachers' association, we believe that a requirement to undertake professional learning each year in the disciplines in which you are currently teaching is the only way to improve teacher quality, student engagement and learning outcomes, and raise the esteem in which teachers are held by the community.

— History Teachers' Association of Victoria, submission

Another issue raised in consultation was the ability of jurisdictions to use regulation to require teachers to undertake professional learning within a specific area of local education need. For example, the Victorian Institute of Teaching implemented a time-limited requirement for all teachers to engage with professional learning to support students with special needs. This requirement reflected a state-wide focus on developing capacity in this area. This option is valued by jurisdictions and employers and the Panel agreed it should be retained.

In contrast to calls for greater oversight and stipulation of the type of professional learning undertaken, there were also strong views from stakeholders about the need for teachers to direct their own learning needs. These views align with the *Australian Teacher Performance and Development Framework*, which recommends teachers select professional learning according to their career stage and developmental needs. This approach is supported by recommendation 13 of *Through Growth to Achievement: Report of the Review to Achieve Educational Excellence in Australian Schools (Excellence Review),* which states that there is a need to: "*Create a continuously improving profession through the provision of high-quality professional learning for teachers; appropriate to their career stage, development needs and the changes rapidly occurring in society.*"[38]

Teacher registration appears to rely too much on 'certification' of professional development and needs to be more flexible about the value of daily and interactive professional learning.

— Online survey response

In addition, several submissions argued that requirements around professional learning should not negatively impact labour markets. The Australian Primary Principals Association submission highlighted that professional learning requirements can reduce the willingness of experienced teachers to engage in casual/relief work after they retire from full time employment.[39] This potential negative effect aligned with recommendations in the *Independent Review into Rural, Remote and Regional Education* to develop nationally consistent teacher registration renewal requirements, which fully recognise the diversity of these contexts and conditions. This review noted that onerous conditions around renewal of registration can lead to casual/relief teachers (which many non-metropolitan schools/services heavily rely on) opting out of teacher registration and the profession.

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[36] McKenzie, P, Weldon, PR, Rowley, G, Murphy, M, and McMillan, J, 2014, *Staff in Australia's schools 2013: Main report on the survey*. https://research.acer.edu.au/tll_misc/20 viewed 2018.

[37] Finkel, A. Dr et al, 2018, *Optimising STEM Industry-School Partnerships: Inspiring Australia's Next Generation,* Recommendation 3. April 2018 page 14.

[38] Gonski D, AC et al.2018, *Through Growth to Achievement: Report of the Review to Achieve Educational Excellence in Australian Schools,* March 2018, page xiv.

[39] Australian Primary Principals Association submission to the Review, May 2018.

Embedding the Teacher Standards in professional learning to improve and ensure quality

The Panel agreed that the current (equivalent) requirements of 20 hours of professional learning per year was a reasonable request for most teachers. However, the Panel was not convinced that additional hours would result in improved outcomes. Indeed, there is little to suggest that such requirements can be any more than a proxy for the expectations that the profession has about high quality learning. The Panel also noted that any requirements needed to be attainable for those outside of full-time employment or in settings that made access to professional learning more difficult (e.g. rural/remote settings).

The Panel found that discipline-specific learning should be an integral part of a teacher's overall professional learning as it helps to ensure that teachers' subject knowledge can keep pace with changes in research, context and practice. Discipline-specific learning is particularly critical for teachers teaching out-of-field subjects.

However, the Panel believes that mandating a set number of hours of discipline-specific professional learning or introducing accreditation of that learning nation-wide could lead to significant unintended consequences. These could include compliance driving professional learning choices and an undue emphasis on professional learning external to the school/early childhood service context that can be more easily accredited. Maintaining practice at the Proficient career stage includes Standard 2 (Know the content and how to teach it). Responsibility for professional learning to ensure this Standard is being met is primarily the responsibility of the teacher to manage, although the role of their employer in this is also important.

Illustrative scenario: professional learning

Teacher A completed a PhD in Microbiology last year and works part time teaching Year 11 Biology at a secondary school. In professional discussions with her principal, she has identified planning and assessment as key areas to focus on in her professional learning for the year. This learning would complement her existing depth of knowledge in the discipline area. As part of her annual renewal of teacher registration, she must document at least 20 hours of professional learning, aligned to the Teacher Standards.

If there were national mandates on discipline-specific knowledge professional learning, Teacher A would potentially engage in professional learning that she did not need, at the expense of the learning she did need.

The recently published Excellence Review identified the value of high quality professional learning. The Excellence Review recommended that teachers are provided with high quality professional learning and the conditions and culture to enable and encourage more professional collaboration, observation, feedback and mentoring among teachers. The report also noted the Education Council endorsed *Australian Charter for the Professional Learning of Teachers and School Leaders* (2012) which the Panel supports as helping inform practice in this area.

The Australian Charter for the Professional Learning of Teachers and School Leaders:

- affirms the importance of learning in improving the professional knowledge, practice and engagement of all teachers and school leaders to achieve improvement in student outcomes

- articulates the expectation that all teachers and school leaders actively engage in professional learning throughout their careers

- describes the characteristics of a high quality professional learning culture and of effective professional learning, to assist teachers, school leaders and those who support them to get the most from their professional learning.

The Charter states that professional learning will be most effective when it is relevant, collaborative and future focused, and when it supports teachers to reflect on, question and consciously improve their practice.[40]

For professional learning to be effective, it needs to be selected based on need and relevance, lead to a change in knowledge and understanding by teachers, influence their practice and lead to improved outcomes for learners. Recording the inputs of professional learning (i.e. hours undertaken) cannot, on its own, support the process of converting learning to outcomes. Rather, teachers and leaders should follow a conscious cycle of professional learning, as illustrated in Figure 1, drawing on the principles of quality professional learning at every step. This will help to maximise the impact of professional learning on teaching practice and learner outcomes.

40   Further information can bee accessed from www.aitsl.edu.au.

Figure 1: Conditions and processes to support high quality professional learning. [41]

Identify learning need
Before selecting professional learning to be undertaken, teachers and school leaders need to consider what the teachers' professional learning needs are and how this relates to school improvement goals and other processes. School leaders play a key role in building a professional learning community in their school which is focused on the continuous improvement of teaching practice.

Conditions required to support high quality professional learning
e.g. Leadership, trust, time and resourcing; alignment with performance development plans

Select and undertake professional learning
The professional learning that is chosen needs to be fit for purpose and display the characteristics in the Australian Charter for the Professional Learning of Teachers and School Leaders. Teachers and school leaders need to consider when identifying professional learning that it is relevant, collaborative and evidence-based.

Apply learning
Opportunities need to be provided to teachers to apply the learnings from professional learning in their classrooms. A culture of learning is crucial for this step to be successful. Collaboration to reflect on and refine practice, and share expertise, is a key element of this step.

Evaluate impact
Throughout the process, teachers and school leaders need to monitor the impact of the professional learning on teacher practice, student outcomes and whole-school measures. It is important that evaluation findings are used to inform next steps and ongoing professional learning needs.

Increased reflection and evaluation on the professional learning undertaken, as seen in several jurisdictions and supported by evidence about professional learning[42], will help realise the investment made in learning. Evaluations provide sound, useful and sufficiently reliable information that can be used to make considered decisions about ongoing professional learning and its impact.

This level of reflection will also support the further embedding of the Teachers Standards within teacher registration and lessen teacher perceptions that current practices of simply aligning learning to the Teacher Standards are superficial and compliance-driven. The Panel encourages regulatory authorities to adopt or maintain mechanisms that support teachers to deeply engage with the Teacher Standards when recording the professional learning they undertake.

Further, the Panel encourages employers to create or maintain systems that enable this reflection to occur as part of the performance and development process.

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41   Draft AITSL, High Quality Professional Learning School Leader Framework – unpublished 2018.

42   Guskey T, R *Evaluating professional development*, 2002, Corwin, Thousand Oaks CA,

Embedding all career stages of the Teacher Standards in Registration

The Panel found that most jurisdictions[43] are currently implementing the national process of teacher certification at the Highly Accomplished and Lead career stages. HALT certification's value in helping to define teaching quality, embedding the Teacher Standards in practice, raising the status of teachers and shaping the teaching workforce was raised in much of the consultation. The links between teacher registration and HALT certification were widely acknowledged by stakeholders as being obvious and important to highlight.

National Certification: Highly Accomplished and Lead career stages

Certification of HALTs was endorsed by Education Ministers in 2012. The national policy and process, implemented by States and Territories choosing to participate, supports the recognition and promotion of quality teaching and provides an opportunity to leverage the expertise of our best teachers. It is based on the Teacher Standards, is student-improvement focused, development driven, credible and evidence based. The process includes a pre-assessment to determine eligibility, submission of evidence against the relevant career stage of the Teacher Standards and an observation of practice.[44]

The Panel noted that not all jurisdictions/sectors have implemented HALT certification, but that teachers, schools, services and systems have used and assessed against the higher career stages without adopting national teacher certification.

In jurisdictions where national certification of HALTs is implemented, the Panel heard that there was value in recording teachers' certification status in registration processes, supporting its portability across jurisdictions. This approach was seen to support the status, identity, career progression and use of the expertise of HALT teachers. The Panel found that alignment of registration records across the breadth of career stages is a valuable approach and, where relevant, registration should recognise the HALT status of those certified using national certification.

Recommendation 3

To support professional learning, amend the 2011 National Framework for Teacher Registration to:

- require that along with a record of Teacher Standards-referenced professional learning, teachers include reflections on this learning and its application
- explicitly specify that maintenance of proficiency against the Teacher Standards includes up-to-date discipline-specific knowledge and skills relevant to their deployment and the curriculum they are expected to teach
- explicitly state the option available for jurisdiction-based requirements to be applied in the professional learning undertaken by teachers
- acknowledge that teachers will focus on areas in the Teacher Standards identified in their performance and development process.

Recommendation 4

Require teacher regulatory authorities to record the Highly Accomplished and Lead status of nationally certified teachers in teachers' registration records.

Implementing these recommendations should be medium term priorities.

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[43] National Teacher Certification is currently offered in six States/Territories: ACT – all sectors; South Australia – all sectors; New South Wales – all sectors; Northern Territory – all sectors; Western Australia – Independent sector; Queensland – all sectors.

[44] Further information can be accessed from www.aitsl.edu.au.

2.3 Early childhood teachers

Reform in the early childhood sector

The importance of the early years of a child's development is well understood and widely acknowledged. We know that during the early years, children develop the key skills required for learning and life outcomes, including skills to solve problems, think, communicate, control their emotions and form relationships.[45] There is substantial evidence available showing that early childhood education has a direct impact on educational outcomes at school and beyond, with an emphasis on the interaction between educator and child as the single most important determinant of quality in early childhood education. Thus the quality of the workforce is essential to the quality of the system.[46]

The early childhood sector in Australia has undergone significant reform in the past decade to ensure that children can access early childhood education and care that meets quality standards and is delivered by appropriately qualified people

All jurisdictions have worked together to implement the reforms and have made significant investment in the reform agenda.

The National Law and Regulations have had particular implications for the early childhood teacher workforce, with progressive requirements for increased qualifications, an increased number of early childhood teachers, and improved educator-to-child ratios. ACECQA has responsibility under the national law for approving the qualifications of early childhood teachers in nationally approved services.

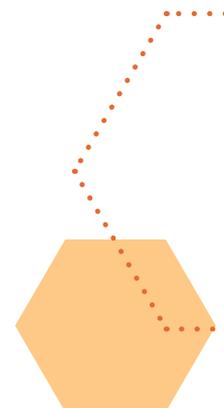Between 2011 and 2016, the number of early childhood teachers grew by 48 per cent.[47] The increased professionalisation, growth and recognition of the early childhood teacher workforce have been important outcomes of the reforms.

The next phase of the reforms is the requirement from 2020 that centre-based services with 60 children or more under school age have an additional early childhood teacher or 'other suitably qualified person' in the service.[48]

Early childhood sector reform

The National Quality Framework (NQF) is an integrated and unified national quality and regulatory system for early childhood education and care that is enabled by a national law and regulations. The NQF includes:

- The National Quality Standard (NQS) – sets benchmarks for quality early childhood education and care and requires approved providers to ensure educational programs for children are delivered in accordance with approved learning frameworks (e.g. the Early Years Learning Framework)

- The National Law and Regulations – sets the 'system' quality through such elements as educator-to-child ratios and assessment and rating against the NQS

- Regulatory authorities in states and territories that administer the NQF

- A national independent authority – the Australian Children's Education and Care Quality Authority (ACECQA) – that oversees the implementation and administration of the Framework including determining qualifications held by Early Childhood Teachers.[49]

[45]   Britto, P. R. *Early moments matter for every child,* 2017, New York, NY: United Nations Children's Fund (UNICEF). Pg. 9. from https://www.unicef.org/media/files/UNICEF_Early_Moments_Matter_for_Every_Child_report.pdf viewed 2018.

[46]   Victorian Department of Education and Training & the Queensland Department of Education and Training, 2016, *The E4Kids study: Assessing the Effectiveness of Australian early childhood education and care programs,* prepared by Professor Collette Tayler Melbourne Graduate School of Education, pg 6 https://education.unimelb.edu.au/__data/assets/pdf_file/0004/2310907/E4Kids-Report-3.0_WEB.pdf viewed 2018.

[47]   Australian Bureau of Statistics, 2017, October 23. Media release: *Community and personal service workers on the rise* from http://www.abs.gov.au/ausstats/abs@.nsf/mediareleasesbyReleaseDate/03B07F4B9599CBAECA2581D3001504D1? OpenDocument viewed 2018.

[48]   ACECQA, from https://www.acecqa.gov.au/qualifications/requirements/children-preschool-age-or-under viewed 2018.

[49]   Further information can be accessed from www.acecqa.gov.au.

Table 3: Current jurisdictional arrangements for early childhood teachers.[50]

	Teacher registration required in which settings	Qualification requirement	Registration model
South Australia	All early childhood teachers, regardless of setting	4 year qualification	Single register
Western Australia	All early childhood teachers in nationally recognised services	4 year qualification or equivalent[51]	Single register
New South Wales	All early childhood teachers in nationally recognised services	Any qualification approved by ACECQA	Single register
Victoria	All early childhood teachers in nationally recognised services	Any qualification approved by ACECQA	Separate division of the register
Queensland	Early childhood teachers in the school-sector (including 4-year-old preschool services attached to schools) Voluntary registration available to teachers in some out of school settings[52]	4 year qualification	Single register
Australian Capital Territory	Early childhood teachers in the school-sector (including 4-year-old preschool services attached to schools)	4 year qualification	Single register
Northern Territory	Early childhood teachers in the school-sector (including 3 or 4-year-old preschool services attached to schools). Voluntary provisional registration for early childhood teachers in long day care	4 year qualification	Single register
Tasmania	Early childhood teachers in the school-sector (including 4-year-old preschool services attached to schools)	4 year qualification	Single register

Early childhood teacher registration

When the 2011 Framework was developed, it was silent on its application to early childhood teachers. The Framework was applied to early childhood teachers in jurisdictions according to the registration arrangements that were already in place for the sector.

Since the agreement of the Framework, a number of jurisdictions have extended teacher registration to include all early childhood teachers, albeit with different models of registration.

Across Australia, the majority of early childhood teachers are now registered. However, some jurisdictions only register early childhood teachers employed in school settings. This means that some early childhood teachers are not part of the registered profession of teaching.

The mobility of early childhood teachers across jurisdictions is impacted by these different approaches. This also means inconsistent recognition of early childhood teachers as an important cohort in the teaching profession.

[50] KPMG, *The Teacher Registration Mapping Project,* March 2018 commissioned by AITSL secretariat and prepared for the Expert Panel unpublished.

[51] See section 15(a) of the *Teacher Registration Act* (WA) 2012.

[52] Provisionally registered early childhood teacher must be delivering an education program to children in the year immediately before the preparatory year for one whole year (defined as 200 days) and meet the Australian Professional Standards for Teachers (Proficient Stage). Only teaching experience gained after the date on which provisional registration in Queensland was granted is acceptable. The experience must have been completed no more than five years prior to initiating an application for full registration.

One Teaching Profession: Teacher Registration in Australia

The early childhood teacher workforce: context

The context of the early childhood workforce is a key consideration in teacher registration. The NQF means the sector is highly regulated, with early childhood teachers heavily engaged and contributing to meeting the accountability framework for the National Quality Standard. As noted above, the reforms to the sector are still in the process of being embedded and are reaching new stages of implementation (including the 2020 second teacher requirement).

The Panel heard that an ongoing supply of qualified early childhood teachers is a significant concern for employers in the sector. Stakeholders indicated that overseas qualified early childhood teachers, including those with three year qualifications assessed by ACECQA as equivalent to ACECQA's approved qualifications, are an important part of the management of workforce shortages.

The structure of the early childhood sector, the diversity within the sector and the differences from the school sector need to be considered in relation to teacher registration, particularly the provisional to full registration process.

The Panel heard that many early childhood teachers work in stand-alone early childhood services. In most jurisdictions, the process of moving from provisional to full registration relies on a professional mentoring relationship with a colleague and the judgement of a suitably qualified early childhood teacher or educational leader. The structure of many early childhood services means that access to mentoring and an experienced educational leader is not possible for all teachers. Early childhood teachers often work in services without qualified teacher colleagues who can provide support and mentorship at the service. This may be due to the size of the service (e.g. a stand-alone preschool where the only other qualified early childhood teacher who could make a judgement about a teacher's proficiency is the Director), or the nature of the service (e.g. a long day care service where the early career teacher may be the only qualified teacher employed).

Figure 2: Education and care services approved under the National Quality Framework.[53]

% of Services

- Long day care: 47%
- Outside of school hours care: 28%
- Preschool/ Kindergarden: 20%
- Family day care: 5%

Figure 3: Approved providers offering services: number of services per provider.[54]

% of Providers

- One service: 82%
- Between 2–24 services: 17%
- 25 or more services: 1%

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53   Not all services fall under the National Quality Framework, for example preschools in Tasmania and Western Australia. Source: ACECQA. NQF Snapshot Q2 2018. Sydney, NSW: ACECQA, https://www.acecqa.gov.au/sites/default/files/2018-08/NQFSnapshot_Q22018.PDF viewed 2018.

54   Ibid.

As in the schooling sector, the challenges of moving from provisional to full registration are exacerbated for casual, part-time and rural and remote early childhood teachers. These teachers are essential to the sector and their development towards the Proficient career stage is critical.

The arrangements for provisional to full registration have been largely developed in reference to structures within the school sector. Applying these arrangements to all early childhood sector delivery models can be challenging because of the structure of the services and the lack of time and funding to attend professional learning.

Early childhood teachers employed on a casual basis and who work for several employers find the current accreditation [registration] requirements difficult to navigate. Providing additional support and streamlined structures for casual teachers will help encourage them to stay in the profession. Casual teachers are a valuable and essential resource for early childhood centres.

— KU Children's Services, submission

Jurisdictions that have recently mandated early childhood teacher registration are currently working through these challenges and are able to demonstrate some innovative examples of services working together to support the provisional to full process.

Mentoring South Australian Early Childhood Teachers to reach (full) Registration

Gowrie South Australia, with support from the Community Children's Centres South Australia and the Teachers Registration Board, have been offering a mentoring project to support teachers in early childhood settings when their Directors are not teachers. The groups meet nine times to contextualise and unpack the Teacher Standards in terms of Early Education and Care, be supported in creating a portfolio of evidence and to reflect critically with a network of other early childhood teachers. Directors join the group at the beginning and end to understand their role in the process. Teachers have reported that they have felt more confident and professionally supported through the project and have been successful in gaining their (full) Registration.

– Sourced from Teacher Registration Board, South Australia.

The *Lifting our Game* report emphasised the need for both quality and stability in the early childhood workforce. The Report recommended a national workforce strategy be developed, including a focus on:

- the consistency and applicability of workforce registration and professional standards
- workforce attraction, stability and retention, including medium and long-term career paths
- the status of the profession.[55]

The Panel understands that this report is currently being considered by governments and has not yet been endorsed.

Stakeholder views of early childhood teacher registration

The Panel heard strong support for teacher registration to be extended to early childhood teachers in all settings, across all jurisdictions.

The Panel also heard strong views from early childhood teachers that they want to be recognised along with other teachers through registration. Early childhood teachers consider registration as a mark of status and recognition that teachers of early childhood education are a critical part of the education sector. Many emphasised that they did not want separate registration approaches from primary and secondary teachers to apply, preferring the use of the Teacher Standards and inclusion on a common register. Many stakeholders highlighted that primary and secondary teachers are registered together, with the employer responsible for determining whether a teacher is appropriately qualified to undertake a particular role.

The Panel noted that the approach that Victoria has taken to register early childhood teachers on a separate division of the register is driven by different qualification requirements for the registration of early childhood teachers and school-based teachers.

The current situation in some jurisdictions - where early childhood teachers who are not employed in schools settings are not required to be registered - risks devaluing the work of teachers in these services.

As an ECE teacher who has worked for 20+ years, and gained proficient registration it was extremely disappointing to move to an interstate service and not have my proficient registration recognised. It seems ridiculous that I now need put a halt to my post-graduate studies to concentrate on working towards proficiency. There should be an agreement between states- especially when I can live in one state and work in another- when the registration should be recognised.

— Online survey response

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55   Pascoe, S. AM and Brennan D. Professor, 2017, *Lifting our game: Report of the review to achieve educational excellence in Australian schools through early childhood interventions.* Recommendation 10, Dec 2017 Pg. 85.

Mobility issues for early childhood teachers were raised as a common concern where registration requirements are different between jurisdictions.

Employers of early childhood teachers were supportive of registration across the workforce. They emphasised to the panel that changes to early childhood teacher registration arrangements must not create additional barriers to people entering and being retained in the workforce.

Use of the Australian Professional Standards for Teachers

One of the key components of teacher registration is engagement with the Teachers Standards, in particular the demonstration of standards set out in the Proficient career stage.

The Panel heard strong support for the use of the Teacher Standards for early childhood teacher registration. However, the Teacher Standards were not perceived as accessible and relevant for all early childhood teachers, particularly those working in non-school settings. Amendments to the Teacher Standards to ensure they are inclusive of early childhood teachers' work is important to support a registration approach that includes early childhood teachers.

The value of engagement with the Teacher Standards was highlighted to the Panel in submissions from the early childhood sector, both in terms of benefits to teachers' practice and development and recognition of the profession.

Member organisations that have engaged with the Standards and used them to inform the professional development program for their teachers have found this has resulted in a marked increase in inquiry based learning for teachers, noting that practitioner inquiry increases engagement in learning and improves teaching quality and outcomes for learning. We have found that embedding the Standards in our professional development program has been critical to building early childhood teachers' professional knowledge and their ongoing professional growth.

— Early Learning and Care Council of Australia submission

However, stakeholders noted that the Teacher Standards are not written in language that is inclusive of early childhood teachers. When the Teacher Standards were developed in 2010, they were written for a school-based audience. The reforms to the early childhood sector that have occurred since 2012 heighten the need for the Teacher Standards to be relevant to the early childhood teacher workforce.

In 2012 AITSL and ACECQA undertook a study by SiMERR National Research Centre[56] which found that the content of the Teacher Standards was broadly relevant to early childhood teachers, but the language needed further work. This aligns with feedback from stakeholders, who strongly supported the use of the Teacher Standards for early childhood teachers.

Victoria and Western Australia have taken proactive local approaches to the issue, developing versions of the Teacher Standards with slightly amended wording to be inclusive of early childhood teaching practices and settings. NSW has produced an evidence guide to support early childhood teachers to confidently interpret the Proficient Teacher Standards and apply them to their context. There is an opportunity to build on these approaches at a national level.
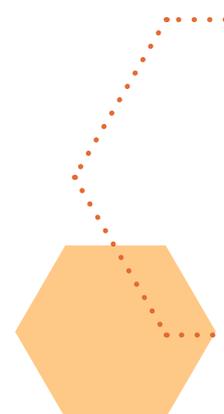
Moving forward with registration for early childhood teachers across Australia

The Panel heard overwhelmingly that as qualified education professionals, early childhood teachers are part of the teaching profession in Australia. The Panel believes that including all early childhood teachers in registration arrangements will support the continued professionalisation of the early childhood teacher workforce, particularly through engagement with the Teacher Standards. It will also support recognition of the early childhood sector as an integral part of the Australian education landscape.

The Panel also heard that early childhood teachers are already engaged in a highly regulated environment through the NQF. The registration processes for early childhood teachers need to be cognisant of these demands and the evidence already being used in the NQF by state and territory based regulators of service providers in the sector. The early childhood teacher role in creating a learning environment and delivering a high quality educational program to young children is central to the quality assessment of the service.

It is therefore timely to apply teacher registration to all early childhood teachers in Australia and recognise early childhood teachers as part of the teaching profession.

The Panel recommends that a nationally consistent approach to early childhood teacher registration be designed collaboratively and implemented by each jurisdiction.

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56   SiMERR National Research Centre, 2012 *Consultation on the application of the National Professional Standards for Teachers (NPST) to teachers working in Early Childhood Education and Care services: Report to AITSL and ACECQA,* unpublished.

The approach should include:

- a registration model that includes early childhood teachers on the same register as all other teachers
- a consistent, appropriate and proportionate approach to early childhood teacher qualification requirements for registration, that recognises qualifications approved by ACECQA
- appropriate models for the process of transition from provisional to full registration that clearly identify roles and responsibilities of employers, regulatory authorities, teachers, leaders and mentors in each service type
- strategies to support early childhood teachers to access appropriately qualified mentors.

The approach should ensure that those already practicing as early childhood teachers are not disadvantaged.

This reform presents an opportunity for registration approaches to be realigned so that they are inclusive of the whole teaching profession, from early childhood to senior secondary. The design of the approach should be sensitive to the early childhood workforce context and include careful consideration of:

- the early childhood regulatory framework and the NQS that already exist
- the structures of different early childhood services (i.e. long day care, community preschools, child-parent centres, preschools attached to a school and standalone preschools) and the broader context and policy settings
- current workforce challenges, including continued reform and teacher shortages.

To realise the approach, key stakeholders, including ACECQA, teacher regulatory authorities and AITSL, should come together to:

- determine the national approach, including engagement with employers, approved providers, educational leaders and teachers
- develop an implementation plan, including timeframes and transitional arrangements.

The implementation of the approach will necessarily be differentiated and transitional to reflect the different starting points across jurisdictions.

A national approach to registering early childhood teachers will lead to the inclusion of all early childhood teachers in the Australian Teacher Workforce Data Strategy. This will enable a national picture of the workforce to be developed, which will be an important tool in managing workforce shortages.

To support the full engagement of early childhood teachers in registration, the Teacher Standards should be amended to be inclusive of the early childhood sector. The Panel does not intend for these amendments to question the construct or intended content of the Teacher Standards. The Panel notes that the Teacher Standards are not under review and stakeholder consultation did not demonstrate significant demand for them to be reviewed. AITSL, in consultation with ACECQA, teacher regulatory authorities, the early childhood sector and the profession, should amend the language and context of the Standard to ensure their applicability to early childhood teachers.

Recommendations in this area follow two streams of related but independent activities: including early childhood teachers in registration arrangements and amending the Teacher Standards.

The Panel understands that the acceptance of the early childhood teacher registration recommendations will involve a flow-on to all the other recommendations resulting from the commitment to the principle of registration through a national approach.

> **Recommendation 5**
> Require all early childhood teachers in Australia, regardless of their employment setting, to be registered by teacher regulatory authorities, under a consistent national approach.

The approach should consider:

- the unique and diverse nature of early childhood settings, including stand alone, single teacher services, and those in rural and remote communities
- a consistent, appropriate and proportionate approach to early childhood teacher qualification requirements for registration that recognises qualifications approved by ACECQA
- the operation of the National Quality Framework and National Quality Standard for early childhood teachers in approved services
- the need to support the national workforce strategy, including recognition of the ongoing shortage of, and increasing demand for, early childhood teachers in Australia; and the need to avoid the creation of unnecessary barriers to entry
- the need for early childhood teachers to have access to high quality mentoring to facilitate their transition from provisional to full registration
- strategies to ensure access to affordable, high quality professional learning.

To support this approach, Education Council should establish a working group to develop a national approach and implementation plan.

Commencing implementation of this recommendation should be an immediate priority.

Recommendation 6
Amend the Australian Professional Standards for Teachers to ensure their relevance and applicability to early childhood teachers.

To support this approach, AITSL should amend the Teacher Standards at an appropriate time in consultation with the early childhood sector. This will help strengthen the connection between teaching quality and registration for early childhood teachers.

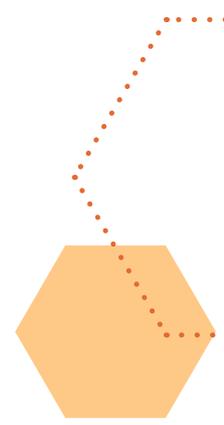Implementing this recommendation should be a short term priority.

2.4 Alternative authorisation to teach

Use of alternative authorisation to teach

The Framework includes alternative authorisation to teach as one of the eight elements.

Alternative authorisation to teach allows for provision, in clearly defined circumstances, under specified conditions, for a person who does not meet the qualification requirements of teacher registration to teach. In including this category in the Framework, Education Council was endorsing the principle of the teacher being a trained, qualified professional. At the same time, Education Council acknowledged the practical hurdles in achieving this in every circumstance.

Jurisdictions use a range of different terms to refer to alternative authorisation locally.[57]

Table 4: Alternative Authorisation to Teach terminology

Alternative Authorisation to Teach terminology	
New South Wales	Conditional accreditation
Western Australia	Limited registration
Tasmania	Limited authority to teach
South Australia	Special authority
Queensland, Victoria	Permission to teach
Australian Capital Territory	Permit to teach
Northern Territory	Authorisation to employ an unregistered person as a teacher
Western Australia	Limited registration

The Framework specifies two categories where alternative authorisation may be applied:

1. To address workforce shortages, where a qualified and registered teacher is not available.

2. To provide pathways to registration for individuals who are working toward an accredited initial teacher education qualification, within a specified period of time.

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57   KPMG, *The Teacher Registration Mapping Project, March 2018, commissioned by AITSL secretariat and prepared for the Expert Panel* unpublished .

The Framework makes it very clear that the use of alternative authorisation is at a jurisdiction's discretion. There is no requirement to implement either of the two categories and the extent to which they are utilised is determined by local legislation and policy. All teacher regulatory authorities have provision for the use of alternative authorisation in some capacity, with implementation varying across jurisdictions according to local policy.

In most cases, an application for alternative authorisation to teach must be initiated by a school/early childhood service, which must demonstrate that a vacancy exists and provide evidence that no registered teacher is available to undertake the position.

Many jurisdictions use the first category (workforce shortages) to engage people to provide specialised content that is not available within the teaching workforce; for example, vocational education and training (see also Section 4), instrumental music or languages. Alternative authorisation to teach is usually tied to the school/service, and is time limited.

Some jurisdictions offer alternative authorisation to teach as a pathway to gaining provisional teacher registration. Policy, requirements and arrangements in this category differ amongst the jurisdictions and are applied in varying ways.

Teaching Indigenous languages in the Northern Territory

There is a strong focus on the teaching and learning of Indigenous languages in Northern Territory schools and preschools. The Territory is one of the most linguistically diverse areas in the world.

Alternative authorisation to teach (Authorisation to employ an unregistered person as a teacher in the Northern Territory) can be used to ensure that schools and preschools can deliver languages to children and students.

If a school is unable to recruit a qualified teacher with the language skills that the school needs, they can apply to employ someone with these skills through an Authorisation.

A person granted an Authorisation works within a tightly specified scope of practice within the school. The same suitability requirements applied to teachers are applied to authorised persons.

This enables highly skilled language speakers to share their highly specialised knowledge with children and students, keeping language and culture alive and accessible.

– Sourced from Teacher Registration Board, Northern Territory.

Stakeholder views on alternative authorisation to teach

Two key themes emerged from consultation with stakeholders on alternative authorisation to teach. The first was the view that it is a necessary mechanism to deal with local workforce shortages. The flexible approach that alternative authorisation provides was valued, particularly in supporting schools and early childhood services in remote, rural and regional areas to ensure that all classes were staffed.

Further, in jurisdictions where the pathway to registration category is applied, it was considered a valuable way to enable flexibility to meet evolving workforce demands. Some stakeholders called for even greater flexibility in engaging people under alternative authorisation to teach arrangements, as well as better clarity about the opportunities and limitations.

The alternate view presented by other stakeholders was that they were concerned about unqualified people holding teaching positions, and thought that it risked the high standards of entry to the profession.

Local policies for local needs

The diversity of approaches across jurisdictions in implementing alternative authorisation to teach meant that the Panel was only able to form broad views in this area.

In general terms, the Panel supports the continuation of the category that allows for flexibility to meet local workforce needs.

The Panel could see strength in approaches where:

- the scope of practice of people engaged under alternative authorisation was well defined
- the policy set a clear expectation that the alternative authorisation arrangements were time limited, but were long enough to support motivation and engagement with a pathway to a full qualification
- support for gaining a full qualification was provided at the school, regulatory authority and sector/system level
- bespoke professional learning opportunities were part of the support for those granted alternative authorisation to teach.

Given the diversity of approaches to alternative authorisation to teach, the Panel saw value in teacher regulatory authorities sharing practice, with a view to developing a shared understanding of good practice in this area.

Links to workforce strategy

The Panel formed the view that the use of alternative authorisation to teach is linked to broader workforce supply and demand issues and should be considered in this context.

While alternative authorisation to teach is implemented according to state and territory policies in response to local needs, the Panel found that there could be value in understanding the extent of the use of alternative authorisation to teach, in the context of teacher workforce supply and demand. This would assist and support teacher regulatory authorities and jurisdictions with evidence-based planning of the teacher workforce.

Currently, the Australian Teacher Workforce Data Strategy is being developed. This Strategy will capture staff engaged under alternative authorisation to teach and will help to clarify the scale of teacher workforce issues at the local level and how they play out nationally.

In addition, there is an opportunity to consider alternative authorisation to teach through the national teacher workforce strategy recommended by the Excellence Review.

It is critical that this focus on innovation be supported by data, research and evidence. Research and evidence of what has, or has not, worked is key to informing the design of innovations and to ensuring they have the greatest chance of improving student outcomes. Just as important is the reliability of data on the impact of innovations so further research and evidence can inform future innovations. This data, research and evidence needs to be in the hands of decision-makers at all levels of education.[58]
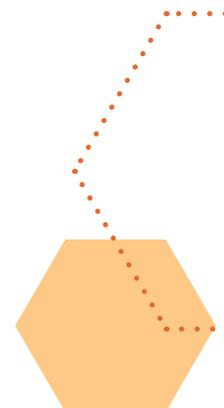
Recommendation 7
Establish a national evidence base on alternative authorisation to teach, capturing data about the number and type of alternative authorisations granted over time.

To support this work:
- Education Council should include consideration of alternative authorisation to teach in the scope of the national teacher workforce strategy recommended by the Excellence Review
- Teacher regulatory authorities should share information about how regulatory approaches support the implementation of alternative authorisation to teach, for the purposes of learning and developing a shared understanding of good practice.

Implementing this recommendation should be a medium term priority.

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[58] Gonski D, AC et al, 2018, *Through Growth to Achievement: Report of the Review to Achieve Educational Excellence in Australian Schools,* March 2018, pg 99.

2.5 Entry to the profession

The terms of reference for the Review include consideration of "the transition of initial teacher education students into the profession as they are seeking registration and employment; and [examination of] any impediments to pre-registration".

As a means of developing pre-service teachers' professional identity and capturing better data, the Teacher Education Ministerial Advisory Group (TEMAG) Report *Action Now: Classroom Ready Teachers* recommended in 2014 that "higher education providers pre-register all entrants to initial teacher education programs, on a nationally consistent basis".[59]

This recommendation has not yet been pursued through the reforms originating from the TEMAG recommendations.

Engagement with pre-service teachers

The Panel has explored the transition of pre-service teachers into the profession. The Panel identified potential benefits for strong interaction and integration between pre-service teachers and teacher regulatory authorities and employers.

Benefits can include:

- developing the professional identity of pre-service teachers
- developing a better understanding of registration requirements and professional expectations
- contributing to children's safety
- better data capture of a pre-service teacher's qualifications and employment intentions
- strengthened connections between teacher regulatory authorities and initial teacher education providers.

Higher education providers currently engage in a variety of ways with teacher regulatory authorities at an institutional level, as well as enabling engagement between pre-service teachers and teacher regulatory authorities during initial teacher education.

Stakeholders noted a range of different ways in which engagement occurs:

- All pre-service teachers are required to undertake a Working with Children Check prior to undertaking professional experience.
- Some teacher regulatory authorities require pre-service teachers to formally engage with them to confirm they have undertaken the appropriate checks prior to undertaking professional experience.

Understanding ethics in Tasmania

The Tasmanian Teachers Registration Board and the University of Tasmania have an established relationship.

All pre-service teachers are required to undergo a determination of good character before they start their first professional experience placement.

To further build the relationship with pre-service teachers, the Registrar takes on a role as a guest lecturer in the Ethics subject within the Master of Teaching. This engagement provides an opportunity for the pre-service teachers to learn more about the role of the Teachers Registration Board along the professional continuum. Pre-service teachers develop knowledge about expectations of professional responsibilities and the professional boundaries of teachers. This fits in with their growing professional identity.

In addition, the Manager Professional Standards speaks regularly to pre-service teachers at the University about the Teacher Standards, the role of the Teachers Registration Board and the teaching profession.

Sourced from Teachers Registration Board, Tasmania.

- Teacher regulatory authorities often provide information sessions about registration and seeking employment to pre-service teachers as they near the end of their studies.
- Some teacher regulatory authorities give pre-service teachers the option of registering shortly before graduation.
- Professional identity is a strong focus of professional experience placements.
- Some employers have existing arrangements with local universities that help them understand the likely supply of graduates in the jurisdiction.
- The Australian Teacher Workforce Data Strategy is expected to provide valuable data about students undertaking initial teacher education.

Formal engagement with the regulatory authority often occurs towards the end of the initial teacher education program, when the need to register is imminent. The Panel found that there are strong benefits in providing opportunities for pre-service teachers to engage with regulatory authorities early in their program. This was supported by stakeholders, who particularly emphasised the value of building pre-service teachers' professional identity.

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59   Teacher Education Ministerial Advisory Group (TEMAG) Report, 2014, *Action Now: Classroom Ready Teachers,* 2014, pg 47.

Pre-registration

The Panel tested the idea of pre-registration (i.e. teacher regulatory authorities formally capturing pre-service teachers through a type of registration during their initial teacher education program). Research into regulatory arrangements in other professions indicates that pre-registration is utilised in health professions such as nursing, midwifery and psychology for student placements with a focus on patient safety.[60] There were mixed views about whether it was necessary to pursue pre-registration as the model to achieve the benefits identified above.

In particular, stakeholders raised concerns about the cost of pre-registration and challenges that could arise if it was expected that pre-service teachers were required to pay fees. Cross subsidisation of costs to register pre-service teachers using fees gathered from registered teachers was also seen as problematic.

While the Panel can see clear benefits to pre-registration, there was insufficient evidence and appetite from stakeholders to recommend it as a nationally consistent approach at this stage.
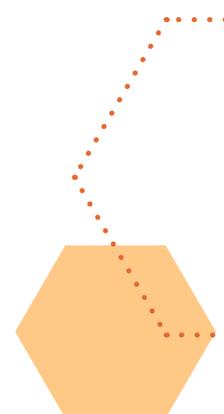
The Panel is aware that the Queensland College of Teachers is undertaking consultation and examining processes for the pre-registration of pre-service teachers. The Panel supports these approaches and believes that it will be important for all jurisdictions to watch and learn from them. In the interim, the Panel recommends that across all jurisdictions, the relationship between teacher regulatory authorities and pre-service teachers be strengthened to support the transition of graduates into the profession.

Recommendation 8
Develop and implement strategies to strengthen relationships between pre-service teachers and teacher regulatory authorities early in initial teacher education programs, with a focus on the Australian Professional Standards for Teachers and registration requirements.

To support this, teacher regulatory authorities and initial teacher education providers should undertake structured early engagement with pre-service teachers. Approaches to achieve this could include the pre-registration of pre-service teachers.

Implementing this recommendation should be a medium term priority.

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[60] Australian Health Practitioner Regulation Agency, https://www.ahpra.gov.au/About-AHPRA/What-We-Do/Legislation.aspx viewed 2018.

Strengthening children's safety

To achieve the goals of education, learners must be safe. The Royal Commission into Institutional Responses to Child Sexual Abuse has put a spotlight on the role that institutions, including schools and early childhood services, play in keeping children safe from harm. In particular, protecting children from sexual abuse, and reporting instances of child sexual abuse is a function that teachers, schools and communities have a moral and statutory obligation to undertake. Teachers are often the first to identify and report signs of abuse and play a critical role in protecting children. Teacher regulatory authorities have particular responsibilities to ensure that teachers meet the requirements for registration and working with children, and they have a leading role in taking immediate action if a teacher is found to be a perpetrator of abuse.

All Australian Governments have committed to progressing the Royal Commission's recommendations. In its findings, the Royal Commission highlighted the gaps and risks that exist in the current teacher registration information arrangements and made recommendations for regulatory authorities to collect consistent information and improve the processes for sharing information.

In the consultation for the Review, stakeholders were asked:

- How do regulatory authorities ensure the fit and proper person requirement of registered teachers?
- How can teacher registration processes support a nationally consistent approach to satisfying the fit and proper person requirement of registered teachers, at the point of registration and throughout their teaching career?

3.1 Information sharing

Information sharing is important to protect children in institutions from child sexual abuse. Information sharing between institutions with responsibilities for children's safety and wellbeing, and between those institutions and relevant professionals, is necessary to identify, prevent and respond to incidents and risks of child sexual abuse.[61]

Current practice

The Panel noted that teacher regulatory authorities work together to share information about registered teachers as necessary, within the limits of their legislation, policy and operational capacity, in order to protect children and provide information about teachers moving between jurisdictions. In most cases this works well, but processes are not defined or automated and some gaps exist. Assuring the safety of our children is the imperative to close the gaps to improve the system.

State and territory legislation that governs the teacher regulatory authorities describes the collection and sharing of information in terms of:

- the purpose of collecting information
- the type of information to be collected for registration
- what information can be shared
- what other legislation intersects with the teacher regulation legislation for the purposes of collecting, recording and sharing teacher registration information.

Each teacher regulatory authority has a secure database that stores teacher registration information to help ensure child safety according to their legislation, policy and/or broader government guidelines. Some teacher regulatory authorities make information about registered teachers available on their public register.

Goodwill and strong collaboration exists between the teacher regulatory authorities in sharing relevant information. The current informal structures and processes work well in most cases. The exchange of information is usually managed in the form of an email, phone conversation and/or exchange of letters.

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[61]   Hon. Justice McCellan P AM et al, 2018, *Final Report: The Royal Commission into Institutional Responses to Child Sexual Abuse*, March 2018.

There are circumstances where current informal information sharing arrangements may be inadequate, for example:

- The information recorded in the jurisdictions may vary and is therefore difficult to compare.
- A jurisdiction may not be aware of which other jurisdictions hold relevant information; information can only be shared when a request is made.
- Information on complex and sensitive matters may need to be sourced from another authorised body.

Where jurisdictions have a Memorandum of Understanding in place underpinning the informal arrangements, the process of information sharing operates more effectively.

Responding to the Royal Commission into Institutional Responses to Child Sexual Abuse

The Royal Commission recommended changes to current practice in the information gathered and shared between teacher regulatory authorities. The recommendations emphasised that Education Council should consider the need for:

- nationally consistent state and territory legislative requirements about the types of information recorded on teacher registers
- nationally consistent provisions in state and territory teacher registration laws/administrative arrangements for information sharing under an information exchange scheme.

The Royal Commission highlighted the gaps and risks that exist in the current teacher registration information arrangements and made recommendations for regulatory authorities to collect consistent information and improve the processes for sharing information.

Information sharing between regulators is important for teachers moving between jurisdictions. An improved system between states and territories will both manage risks and enable better teacher mobility. The Panel heard clear support from stakeholders during the consultation process for prioritising the safety of the child and implementing the recommendations from the Royal Commission. Many teacher regulatory authorities recognise that reform is now required to strengthen the safety of the child and most are currently considering their legislation to identify areas for change.

Teacher registers, and the state and territory laws that underpin them, are a key mechanism for sharing information about teachers who may pose a risk of child sexual abuse. The registers capture and provide a platform to share information about teachers, including across jurisdictions. These existing mechanisms may be enhanced to better capture and share information about teachers relevant to risks of child sexual abuse.[62]

The Panel found that there are benefits to collecting consistent information about registered teachers and sharing it under defined arrangements. This approach will mean that decisions will be more accurate and will enable greater intelligence about risks and potential issues at a national level, supporting both children's safety and teacher mobility. There is an opportunity for the teacher regulatory authorities to meet the expectations from the recommendations of the Royal Commission and ensure their current arrangements are fit for purpose.

Barriers to information sharing

The Panel heard that there are a number of barriers to the information sharing arrangements envisaged by the Royal Commission. Efficient information sharing can be hindered by inconsistent collection and recording of data and nomenclature in relation to teacher registration. Even if information is shared, it must be reinterpreted by different jurisdictions.

Teacher regulatory authorities and government agencies identified that the sharing of teacher employment and any other sensitive information is limited by legislation, other provisions governing teacher registration, and other local laws. While all jurisdictions have some form of legislative or administrative arrangements to enable information sharing to protect children and enable teacher mobility, these arrangements are limited in a number of ways.[63]
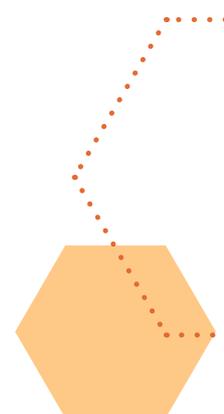
The efficacy of registers as information sharing mechanisms about teachers who may pose risks to students' safety depends on what information is recorded on the registers, and who may access this information. There are significant inconsistencies across state and territory laws in these respects, and regarding information sharing by state and territory registration authorities more generally.[64]

62 Hon. Justice McCellan P AM et al, 2018, *Final Report: The Royal Commission into Institutional Responses to Child Sexual Abuse*, March 2018.

63 Hon. Justice McClellan P AM et al, *The Royal Commission into Institutional Responses to Child Sexual Abuse*, March 2018, Volume 8. https://www.childabuseroyalcommission.gov.au/recordkeeping-and-information-sharing viewed 2018.

64 Hon. Justice McCellan P AM et al, 2018, *Final Report: The Royal Commission into Institutional Responses to Child Sexual Abuse*, March 2018.

The judgements made by teacher regulatory authorities on sanctions and conditions - in particular cancelling registration, de-registration and/or suspending registration - are applied in accordance with the legislation in a given jurisdiction. The nomenclature of terms, legal definitions and judgment may not align with another jurisdiction when exchanging information in this area. This situation creates difficulty for the teacher when the receiving teacher regulatory authority is required to make a decision about the registration status and a different outcome results.

Opportunity to improve information sharing

Collecting and recording consistent data is an important foundation that supports information sharing arrangements. An enhanced and consistent approach to recording information will improve the efficiency, accuracy and completeness of the information that is to be exchanged. Clear and robust information sharing arrangements will make a strong contribution to overcoming many of the current barriers. They will also minimise risks.

Better information sharing among jurisdictions, particularly regarding 'suitability to teach' assessment...A first step might be to reach national agreement on the adoption by all TRAs of the ten pre-conditions for the success of a teacher regulator identified in the report of the Review of the Victorian Institute of Teaching (December 2017).

— Queensland College of Teachers, submission

The Panel urges jurisdictions and teacher regulatory authorities to consider whether an external advisor should be engaged to support the planning and implementation of an improved information sharing system. An Ombudsman, privacy commissioner or other body that provides an accountability mechanism and oversight for an information sharing scheme could play this role. Such authorities could be useful to support teacher regulatory authorities to establish governance arrangements on complex information sharing matters.

The Royal Commission considers that improved, and nationally consistent, capture of information on teacher registers would provide a stronger platform for information sharing about teachers. Provisions regarding registration authorities sharing information about teachers should be consistent across jurisdictions, and improved to facilitate more effective information sharing about child sexual abuse.[65]

Recommendation 9

Amend legislation and/or policies to require teacher regulatory authorities to share information between teacher regulatory authorities to strengthen children's safety and improve teacher workforce mobility.

To ensure the success of an improved information sharing scheme between jurisdictions, arrangements should require teacher regulatory authorities to:

- collect and record consistent data with respect to a teacher's registration and employment (former and current)
- make information on teacher registers available to other teacher regulatory authorities, relevant authorising bodies and teacher employers
- align nomenclature within legislation and polices to support the implementation of Recommendation 10.
- exchange information on enforcement, investigation and sanction activities related to teacher registration with relevant authorising bodies (e.g. regulatory authorities, teacher employers, enforcement agencies)
- notify authorising bodies of matters that relate to the safety of children, including:
  - disciplinary actions, such as conditions or restrictions on, suspension of, and cancellation of registration, including with notification of grounds
  - investigations into conduct, or into allegations or complaints
  - findings or outcomes of investigations, where allegations have been substantiated
  - resignation or dismissal from employment
  - any other relevant information such as decisions and appellant outcomes from Civil Administrative Tribunals and other relevant regulatory agencies
- provide for privacy and security standards and/or rules for exchanging teacher information to ensure safeguards are in place to protect teachers' personal information.

To support this:

- Teacher regulatory authorities should agree consistent national information to share.
- Where required, jurisdictions should amend legislation or policy to enable nationally consistent information sharing protocols.

Implementing this recommendation should be an immediate priority.

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[65] Hon. Justice McClellan P AM et al, 2018, *Final Report: The Royal Commission into Institutional Responses to Child Sexual Abuse,* March 2018, Volume 8. https://www.childabuseroyalcommission.gov.au/recordkeeping-and-information-sharing viewed 2018.

3.2 Streamlining processes for information sharing

Each teacher regulatory authority has an established database to capture teacher registration information. When information is exchanged between jurisdictions it relies on an individual to manually access and provide the information. In most cases this approach works well however where anomalies arise and a search for different or additional information is required, timeliness and the accuracy of the information that is shared between teacher regulatory authorities can be impacted. The lack of a national technical solution for information sharing between the teacher regulatory authorities has been highlighted by the Royal Commission and some state Ombudsmen.[66]

A near real-time system of checking teacher registration information that interacts with the existing information systems of teacher regulatory authorities nationwide will significantly improve information sharing and support child safety. It will also aid the mobility of the teachers between jurisdictions.[67]

In most jurisdictions there is work underway to share information with other government or non-government agencies through automated systems.[68] These arrangements have been established to prioritise the safety of the child.[69]

The Royal Commission's recommendations, along with raised public expectations, have brought to the forefront the need for an automated information sharing system across jurisdictions. Such a system would enable more consistent and complete information to be shared between teacher regulatory authorities in a timely manner and allow risks to be managed more efficiently.

A seamless and efficient approach

Recommendation 9 of this report is designed to enable more consistent and complete information to be shared between regulatory authorities. To make optimal use of the information, the processes for sharing information should be automated and streamlined, providing access to other jurisdictions' information as it is updated. It is acknowledged that regulatory authorities have different starting points in the use of information and communications technology (ICT) to support regulatory processes and outputs. The platform and system would need to allow current teacher registration information held by each teacher regulatory authority to be accessed by every other teacher regulatory authority.

The Panel heard from stakeholders that a system that allowed teacher regulatory authorities to have immediate access to information about all registered teachers in Australia would significantly improve the exchange of information between teacher regulatory authorities. A range of technical solutions to efficiently exchange information were considered, including a national register. The Panel decided that further investigation is required to determine the most efficient and effective solution.

The solution should be scalable to allow for implementation to incrementally include further categories of related information and to adapt to changes over time.

The Panel recommend that further information be sought to determine the best approach to an automated information sharing system. This could include an understanding of:

- the different ICT systems that exist amongst the teacher regulatory authorities
- the current information sharing arrangements between teacher regulatory authorities
- the options for an automated information sharing system between teacher regulatory authorities
- the costs and benefits of each option.

Under any solution progressed, data sharing protocols, operational standards and business rules would be implemented that address the provisions of relevant privacy legislation to ensure that teacher registration information was appropriately safeguarded.

Recommendation 10

Develop and implement an automated national information sharing platform and system that streamlines the sharing of teacher registration information, in real time, between teacher regulatory authorities to strengthen teacher workforce mobility, recognition and children's safety.

To support this, Education Council should commission a business case that describes options for achieving national information sharing. Options explored should include a national register and interoperability arrangements between teacher regulatory authorities. All options explored should include data security controls.
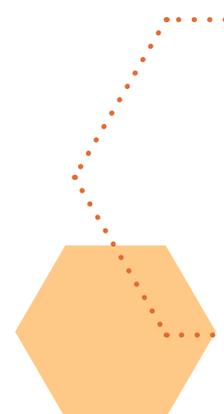
Implementing this recommendation should be a medium term priority.

66 Hon. Justice McClellan P AM et al, 2018, *Final Report: The Royal Commission into Institutional Responses to Child Sexual Abuse*, March 2018, Volume 8. https://www.childabuseroyalcommission.gov.au/recordkeeping-and-information-sharing viewed 2018.

67 Australian Government, Business.gov.au, https://www.business.gov.au/assistance/business-research-and-innovation-initiative/sharing-of-information-nationally-to-ensure-child-safety viewed 2018.

68 Department of Social Services, Australian Government, Protecting Australia's Children, https://www.dss.gov.au/our-responsibilities/families-and-children/programs-services/protecting-australias-children viewed 2018.

69 Hon. Justice McClellan P AM et al, 2018, *Final Report: The Royal Commission into Institutional Responses to Child Sexual Abuse*, March 2018, Volume 8. https://www.childabuseroyalcommission.gov.au/recordkeeping-and-information-sharing viewed 2018.

3.3. Nationally consistent policy for suitability

The importance of suitability

Suitability is one of eight elements within the Framework. It aims to ensure the safety of the child and determine the propriety and suitability of a teacher. Suitability is important to:

- ensure public trust and confidence
- maintain the credibility of the profession
- ensure the competence and capability of a teacher.

The Royal Commission highlighted the need for teacher registration to protect children from sexual abuse in schools, with the suitability requirements for teacher registration a key lever for achieving this.

The Council of Australian Governments (COAG) should consider strengthening teacher registration requirements to better protect children from sexual abuse in schools. In particular, COAG should review minimum national requirements for assessing the suitability of teachers, and conducting disciplinary investigations.[70]

The term 'fit and proper' is commonly used in many professions to assess a person's good character and suitability to belong to the profession.[71] 'Fit and proper' and 'suitability' are terms used interchangeably, but may have different specific meanings in particular jurisdictions.

Implementation of the suitability requirement across jurisdictions

Teacher regulatory authorities have polices and arrangements in place to assess, administer and record the suitability of the teacher (refer Appendix J). All jurisdictions implement the suitability element of the Framework within their own local context. Different precedents from tribunal or court outcomes and legislative requirements among the jurisdictions have a direct impact on how suitability is defined by each of the teacher regulatory authorities. This also has a flow-on effect in other areas of the registration process, in particular, impacting mutual recognition and the renewal of registration process.

Checks

One key component of meeting the suitability requirement is a Working with Children Check. This may also be accompanied by a national criminal history check. All jurisdictions, other than Victoria, make it mandatory to complete a Working with Children Check. In some of these jurisdictions the Working with Children Check is combined with the disclosable outcomes from a national criminal history check. In this case, a teacher would not be required to complete both checks. In Victoria registered teachers are not required to have a Working with Children Check. Safety to work with children is assessed on the basis of a national and state police record checking. The scope of the checks and the process used to undertake them are prescribed by a jurisdiction's legal framework, usually part of a broader jurisdictional approach for all people working with children. This means Working with Children Checks are usually undertaken by agencies outside of the teacher regulatory authority.

The Panel noted the different arrangements for Working with Children Check and national criminal history checks used by teacher regulatory authorities. Teachers who make an application for mutual recognition are required to repeat checks in new jurisdictions. The Panel strongly endorsed the recommendations of the Royal Commission for making these processes more nationally consistent, and noted work currently underway in this area.

Other relevant information

In addition to checks, the suitability policies of most teacher regulatory authorities take into account other relevant information in order to determine the applicant's suitability for registration. Legislation, case law and/or policy in each jurisdiction draws out additional and specific requirements with which teachers are obliged to comply.

The relevant information sought by the teacher regulatory authorities generally falls within the following four broad areas:

1. Sufficient moral integrity and rectitude[72] of character[73]
2. Mental and physical capacity
3. Requisite knowledge and skills
4. Good character[74]

There are significant differences between jurisdictions in the relevant information sought to confirm suitability, the processes for gathering the information and the standards of conduct expected of teachers.

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[70] Hon. Justice McCellan P AM et al, 2018, Final Report: The Royal Commission into Institutional Responses to Child Sexual Abuse, Recommendation 13.8, March 2018.

[71] Victorian Legal Services Board, *Fit and Proper Person Policy* http://www.lsbc.vic.gov.au/documents/RRP_017_Fit_&_Proper_Person_Policy_V2_ (Dec_11).pdf viewed 2018.

[72] Rectitude is a quality or attitude that is shown by people who behave honestly and morally according to accepted standards.

[73] *Sobey v Commercial and Private Agents Board* (1979) 22 SASR 70 at 76, at http://www.austlii.edu.au viewed 2018.

[74] Teachers Registration Board South Australia – *Induction for SA Board members* - Jan 2017.

Mental health and competence

Only a few jurisdictions' suitability policies explicitly cover mental health and competence. This was an issue raised extensively by teacher employers who reported that they were increasingly aware of issues among staff and were seeking ways to support them. The Panel noted that employers felt supported where a teacher regulatory authority had a clear definition of suitability, supporting legislation, policy and guidelines to address matters pertaining to the mental health and competence of a teacher.

Frequency of the suitability requirement

A confirmation that a teacher meets the suitability requirements is usually activated when a teacher:

- registers for the first time as a graduate (initial period of registration)
- renews their registration (fixed period of registration)
- applies for mutual recognition with another jurisdiction.

For most teachers the renewal of registration is the trigger for confirmation of the suitability requirement.

Under the Framework, the fixed period of registration can be up to five years, while some jurisdictions have shorter fixed periods of registration.

Regulatory authorities have the legislative authorisation to investigate unprofessional conduct or incapacity immediately when complaints or reports are made about currently registered teachers. Employers are also required to report the dismissal or resignation of a teacher in response to allegations of professional misconduct. Investigation does not have to wait until the point of registration renewal. In addition, most jurisdictions now have active monitoring of registered teachers, meaning that information from the police is updated in real time, and regulatory authorities are able to take appropriate action immediately.

Codes of conduct

In support of the suitability requirements described above, some teacher regulatory authorities have in place a code of conduct, code of ethics or a professional boundaries policy. In addition, many employers at the school, sector or the public service level have codes of conduct that are applied to teachers.

Decision making and investigations

There are different processes and different thresholds for undertaking investigations and making decisions about assessment of suitability and conduct matters that come to the attention of the teacher regulatory authority. These are largely driven by the jurisdictional administrative arrangements, legislation and case law. The different approaches to investigations and decision making, coupled with jurisdictional specific suitability policies, may lead to variance in outcomes.

The Royal Commission highlighted these inconsistencies and the associated risks.

Salter v Victorian Institute of Teaching (Review and Regulation) [2015] VCAT 2045
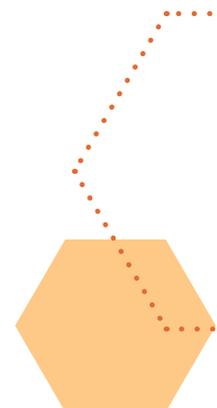
The following factors are relevant to considering a person's fitness and suitability to hold registration (this case consolidates many of the settled legal principles from other cases in different jurisdictions):

- The nature and seriousness of the conduct;
- Whether the conduct can be satisfactorily explained as an error of judgment rather than a defect of character;
- The intrinsic seriousness of the conduct and its relevance to the profession;
- Any motivation which may have given rise to the conduct;
- Underlying qualities of character shown by other conduct;
- The passage of time between the conduct and the application for registration;
- The candour and insight of the applicant;
- The steps taken by the applicant toward reforming his character and behaviour; and
- The view of others within the profession toward the applicant being registered.

Stakeholders' feedback about suitability

There was a variety of views and understanding of what 'suitability to teach' and 'fit and proper' encompass

- Greater clarity and more specific details are required to understand suitability and fit and proper.
- Teacher regulatory authorities and employers experience restrictive legal frameworks and administrative arrangements within their jurisdictions. These can hinder a seamless and consistent process for a teacher to be able to move to another jurisdiction.
- Legislation, judgements and disclosure outcomes related to national criminal history checks varied across the jurisdictions and impacted on teacher mobility.
- Employers are seeking greater assistance from teacher regulatory authorities with matters relating to managing mental health issues of a teacher.
  – Sourced from consultation forums.

Towards national consistency

All teacher regulatory authorities have common principles that drive their approach to suitability to teach and what is determined to be 'fit and proper'. However, there are legislative and regulatory differences across jurisdictions that drive operational and administrative arrangements. In addition, the investigation and decision-making processes may compound the differences in policies, leading to diverse outcomes.

These differences present challenges in achieving nationally consistent approaches that would support the recommendations of the Royal Commission and enable teacher mobility. In practice, teachers are held to account for their suitability differently across jurisdictions. The differences imply that the risks that teacher regulatory authorities are willing to accept in relation to teacher suitability are varied. This becomes particularly evident when mutual recognition is activated. In most circumstances, teacher regulatory authorities are obliged to trust the judgement of another authority about a teacher's suitability when a teacher enters their jurisdiction under mutual recognition, even if different requirements are in place. In other circumstances, particularly where criminal offences have been committed, a different policy may mean that a teacher can hold registration in one jurisdiction, but not another.

The Panel heard strong messages that ensuring all registered teachers are suitable to teach, including considerations of whether teachers are fit and proper, is a key area of public interest and contributes to community confidence in the profession. To match widespread recognition of a national teaching profession, there was stakeholder interest in a national approach to determine what being a suitable member of the profession encompasses. The recommendations of the Royal Commission align with this focus.

Illustrative example

A teacher from jurisdiction A applies under mutual recognition process for teacher registration in jurisdiction B. The applicant makes a statutory declaration that (s)he is not the subject of a disciplinary proceeding in jurisdiction A. When jurisdiction B checks with jurisdiction A, it is discovered that the teacher is the subject of an investigation that has not been resolved. Jurisdiction B has 2 options:

1. The applicant has made a false statutory declaration (*Trans-Tasman Mutual Recognition Act* s21 (1)) and therefore jurisdiction B has the power to decline the registration of the applicant; or

2. The investigation by jurisdiction A must be completed and the conditions of registration this jurisdiction imposes will be mirrored in the registration of jurisdiction B (*Trans-Tasman Mutual Recognition Act* s20 (5))

The reason jurisdiction B is not able to investigate is because it does not have the investigative powers legislated to act in jurisdiction A.

In the best interests of the child

The Panel strongly endorsed the recommendations of the Royal Commission for improving the policies and practices related to the suitability requirement. They noted that work is currently underway at different levels within the jurisdictions to progress the recommendations of the Royal Commission.

Cases highlighted through the Royal Commission emphasised that the primary goal is "to maintain the best interests of the child"[75] when teacher regulatory authorities are assessing and administering the suitability requirement for a teacher to be registered.

There was consensus from stakeholders that it was in the best interest of the child to embed the Child Safe Standards into the policy and decision-making process for suitability to teach. A national policy for suitability that is seamless and includes an efficient exchange of relevant information between the teacher regulatory authorities and/or other authorised bodies will contribute to the safety of the child at the highest standard and primarily address any potential risk.

The Royal Commission recommended that the 'Unacceptable Risk Test' that was developed in the Family Court where there are allegations of abuse of children should be used as a threshold for all teacher regulatory authorities when making decisions about suitability to teach.

Opportunity to establish a nationally consistent policy for suitability

The Panel found that there is a significant opportunity to develop a nationally consistent policy for suitability that is implemented by all jurisdictions and enabled by legislation.

A national policy for suitability would:

- allow teacher regulatory authorities to apply consistent judgements to decisions about the suitability of a teacher
- limit the barriers in relation to teacher mobility without compromising the safety of the child
- assist teacher regulatory authorities and employers to understand their roles and responsibilities in implementing the policy
- allow teacher regulatory authorities and employers to take a proactive approach to potential risks.

The Panel acknowledges the local legislative and policy context that influences jurisdictions' current approaches. Legislation should support and enable the implementation of a national policy on suitability. A nationally consistent suitability policy would be implemented by jurisdictions under their current institutional arrangements.

Code of conduct

While some stakeholders called for a national code of conduct to be developed, the Panel was not convinced of the value of a national code. However, the Panel noted that an aspirational statement of the expected ethics and behaviours that a teacher should demonstrate, regardless of setting, could be included in any future amendments of the Teacher Standards. The development of such a statement would be a valuable public-facing expression of recognition of the value of the profession of teachers.

Recommendation 11

Develop a national policy on suitability to teach, including considerations of 'fit and proper', to be implemented by all teacher regulatory authorities or other relevant bodies, using current instruments/statements as a starting point.

The policy should include:

- guidelines to assist teacher regulatory authorities and employers and other relevant bodies to understand their roles and responsibilities in executing the activities, investigations and decisions related to suitability
- alignment of the requirements of fit and proper assessments under the National Quality Framework, the Royal Commission and the National Framework for Teacher Registration
- criteria and procedures for competence and mental health issues
- consideration of how to ensure that teachers are continuing to meet suitability requirements during their fixed period of registration.

Legislation should support and enable the implementation of a national policy on suitability.

To support this, Education Council should establish/nominate a working group.

Implementing this recommendation should be a medium term priority.

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[75]   Hon. Justice McClellan P AM et al, 2018, *Final Report: The Royal Commission into Institutional Responses to Child Sexual Abuse*, March 2018, Volume 8. https://www.childabuseroyalcommission.gov.au/recordkeeping-and-information-sharing viewed 2018.

Streamlining teacher registration processes across Australia

Since the implementation of the Framework began in 2013, there have been many examples of effective and consistent implementation of the registration arrangements. However, areas have also been identified where there is scope for streamlining and improving processes.

The Review considered a range of factors that contribute to the efficiency of registration and the related issue of workforce mobility. The major areas identified as potentially creating barriers and/or warranting improvement were mutual recognition, English language proficiency and the delivery of Vocational Education and Training (VET) to secondary school students.

Broadly, these three areas highlight the changing nature of the teacher workforce, which is becoming increasingly international, mobile and flexible. The extent to which the registration system supports teachers employed outside traditional classroom settings was considered by the Review in this context.

The movement of teachers across state and territory borders in Australia is becoming increasingly common in the teaching workforce. In support of this, there are now mutual recognition processes in place across all jurisdictions. The Review sought input on how effectively current mutual recognition processes are working; whether barriers to teacher mobility exist; and whether differences in implementation across jurisdictions mean that inconsistencies remain.

The Review also considered the issue of VET delivered to secondary school students, exploring possible options to improve access and requirements for VET trainers/assessors delivering VET in a secondary school environment.

Specifically, stakeholders were asked whether greater flexibility was needed to support schools to utilise skilled VET trainers/assessors, and how this could be achieved without compromising teacher quality standards and national consistency in teacher registration.

4.1 Teacher mobility and mutual recognition

The value of teacher mobility

Teachers are required to register with the teacher regulatory authority responsible for the jurisdiction in which they teach, and to seek a new registration if they move to a different jurisdiction.

Teacher mobility is not only important for the teacher - it is an essential way of addressing workforce demands across the country. Having a teacher workforce that is mobile improves the ability to attract and retain quality teachers. It addresses the needs of teachers who live and work across Australia, and the needs of schools that do not have access to a ready pool of teachers.

The reasons for teachers wishing to work across jurisdictions are many and varied. Common examples include teachers who:

- are living in an area close to a jurisdictional border. These teachers may be:
  - casual/relief teachers who service local schools in both jurisdictions
  - permanent teachers or teachers on short term contracts who require the flexibility to take up job opportunities around their local area
- may make a more permanent move once or twice in their career
- want to spend a period of time working in regional or remote communities before returning to metropolitan areas in a different state or territory.

Illustrative scenarios

Trang ceased full time teaching in South Australia over a year ago. Since then she has been travelling and working as a teacher around Australia, particularly in the Northern Territory and Western Australia where there is a demand for teachers. Trang must be registered in each of the jurisdictions in which she teaches.

Paul lives in Tweed Heads NSW, a town that is close to the border of NSW and QLD. Paul recently returned from paternity leave and has taken on relief teaching in schools in both NSW and QLD. Paul needs to be registered in both jurisdictions to teach in schools around his local area.

Mutual recognition to support teacher mobility

Currently a system of 'mutual recognition' allows for recognition of teachers' registration across jurisdictions to support teacher mobility. Mutual recognition aims to minimise administrative burden and reduce barriers to the movement of teachers between jurisdictions, while still ensuring that teachers meet local registration requirements. Mutual recognition is legislated under the *Mutual Recognition Act 1992*.[76] A similar arrangement extends mutual recognition to New Zealand.[77]

Jurisdictions such as the Northern Territory and Western Australia rely heavily on mutual recognition to address workforce challenges, as a mobile teaching workforce is often used to fill vacancies, particularly in regional and remote communities. In the Northern Territory in 2016-17, 53 per cent of new registrants gained registration in the Territory through mutual recognition.[78] A system that supports teacher mobility is particularly important to ensure that students across Australia have access to the teachers they need.

Recent changes have strengthened mutual recognition. Until 1 January 2018, teacher registration in NSW did not fall under the *Mutual Recognition Act 1992* as there was no requirement for universal registration of teachers. This means that as of 1 January 2018, fully registered teachers in NSW can have their registration status automatically recognised in most other jurisdictions.

Under mutual recognition, teachers registered in one jurisdiction are entitled to practise in other jurisdictions. For example, a registered teacher in South Australia who wishes to practise in Victoria is automatically eligible to apply for registration through the Victorian teacher regulatory authority.

Teachers can start practising immediately in another jurisdiction but must become registered by their local teacher regulatory authority.
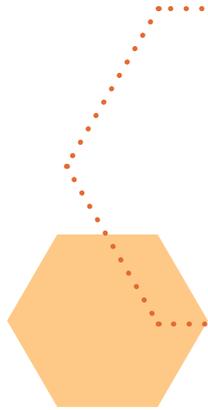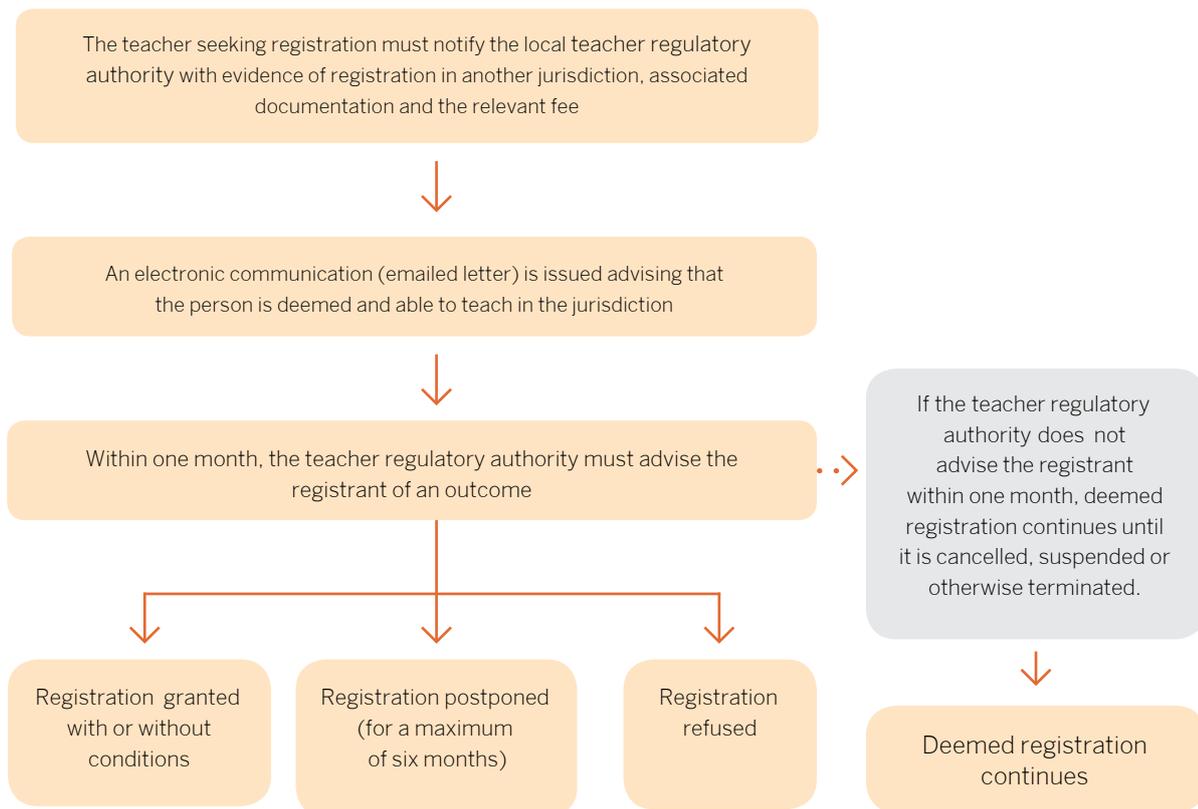
Figure 4: Process for mutual recognition.[79]

The teacher seeking registration must notify the local teacher regulatory authority with evidence of registration in another jurisdiction, associated documentation and the relevant fee

↓

An electronic communication (emailed letter) is issued advising that the person is deemed and able to teach in the jurisdiction

↓

Within one month, the teacher regulatory authority must advise the registrant of an outcome

If the teacher regulatory authority does not advise the registrant within one month, deemed registration continues until it is cancelled, suspended or otherwise terminated.

Registration granted with or without conditions

Registration postponed (for a maximum of six months)

Registration refused

Deemed registration continues

76   Productivity Commission, 2015, *Research Report: Mutual Recognition Schemes,* September 2015.

77   The *Trans-Tasman Mutual Recognition Act* (TTMRA), which supports movement of teachers between Australia and New Zealand, was signed by Australian signatories of the Mutual Recognition Agreement and the Government of New Zealand in 1996.

78   Reported by Teacher Registration Board – Northern Territory during consultation.

79   User Guide to the Mutual Recognition Agreement and the *Trans-Tasman Mutual Recognition Arrangement*, 2014.

In the 2016-2017 financial year, there were 2,267 mutual recognition approvals across Australia.[80] The data in the table 5 gives the jurisdictional breakdown of the number of mutual recognition applications that were processed during that year.

Table 5: Mutual recognition approvals by jurisdiction in the 2016-2017 financial year.[81]

Jurisdiction	Mutual recognition approvals
ACT	141
Northern Territory	431
Queensland	917
South Australia	201
Tasmania	169
Victoria	502
Western Australia	337
TOTAL	2,267

Stakeholder concerns about mutual recognition and mobility

The Panel heard mixed reports of the ease and efficacy of mutual recognition processes.

Teacher regulatory authorities reported:

- Following the requirements outlined in the *Mutual Recognition Act 1992*, the process operates smoothly and is managed in a timely manner in most situations where a teacher's registration and credentials are assessed as like-for-like.

- Delays in processes are most likely associated with anomalies e.g. where there are different categories applied across jurisdictions with different requirements or if there is a sanction or condition on the teacher from the originating jurisdiction.

- Where there are no anomalies, the process is smooth and timely. The Panel heard from one teacher regulatory authority that the average processing time to register a person under mutual recognition, where there were no additional matters to be considered, was 15 calendar days. If there were matters that needed to be considered the average processing was 38 calendar days.[82]

By contrast, teachers and employers reported that current registration practices and the administration of processing a mutual recognition application was a barrier to efficient teacher mobility. Many teachers, school leaders and employers reported that they were dissatisfied with the process of being granted registration in a new jurisdiction. The main issues identified during stakeholder consultations were:

- workload required to gather paperwork and evidence required to satisfy registration requirements for another jurisdiction

- red tape and duplication of paperwork

- lengthy processes to gain registration in another jurisdiction

- lack of transferability between jurisdictions for cross-border teachers

- inconsistent recognition of requirements across jurisdictions, for example requirements for teachers to move from provisional to full registration

- lack of national consistency in nomenclature, categories of registration and sanctions.

Clearly, there is a disconnect between the views of teachers and employers and the views of teacher regulatory authorities regarding mutual recognition.

Some of the issues identified may be due to a misunderstanding of mutual recognition by individual teachers or employers. For example, many teachers, school leaders and employers argued that there should be real time recognition of registration between jurisdictions. Under the current system this is in fact the case once the mutual recognition application is made. From the time the teacher lodges paperwork and pays fees to the new teacher regulatory authority, they are deemed and immediately eligible to teach in that jurisdiction. Checks to inform a decision on suitability to teach are requested, and once a person is determined to be suitable, they are registered.

However, the issues described above are acutely felt by those teachers living and working near a border, or those wishing to work across two or more jurisdictions (particularly those that regularly cross borders as casual teachers). Although some teacher regulatory authorities have policies in place that reduce the financial burden on cross-border teachers, the Panel heard reports that registration arrangements are a disincentive for short term engagement across jurisdictions. This has implications for workforce supply and demand across the system and can be detrimental to work and life choices of individual teachers.

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80 This number does not include figures for the NSW Education Standards Authority (NESA) as they have only introduced mandatory registration in 2018. Mutual recognition only applies where all teachers must be registered, therefore teachers in NSW were not eligible to register under mutual recognition elsewhere in Australia or New Zealand.

81 Teacher regulatory authorities' Annual Reports 2016-2017.

82 Reported by Teacher Registration Board Northern Territory during consultation 2018 based on their 2017-2018 financial year.

[The] extra cost and process is detrimental to the idea of national competency and the ability for good teachers to transfer interstate. It should be enough to have one registration in the state of origin and have that recognised by all other states, without any extra charges or process.

— Online survey response

The Panel heard calls from teachers to go beyond mutual recognition and apply national registration across the country. The Panel acknowledges that there are limitations with mutual recognition as a mechanism to support and streamline teacher mobility. Mutual recognition is not a mechanism in and of itself that can allow for a single set of fees, forms and requirements that give teachers the ability to teach across the country under one registration.

I wanted to travel in 2013 and teach in each state but the individualised process for registration in each state in addition to the state costs prevented me from doing so – a national aligned system would have been helpful.

— Online survey response

The Panel acknowledges that implementing these reforms would be beneficial to some in the profession, especially those for whom cross border travel is part of their work. However, the Panel also notes that there are some significant practical and policy challenges in moving beyond mutual recognition.

- Most teacher regulatory authorities are funded solely by teacher registration fees and teacher regulatory authorities are responsible for judgements on disciplinary matters. Consideration needs to be given as to how a jurisdiction or jurisdictions would charge fees and receive funding as teachers moved between jurisdictions.
- Most teacher regulatory authorities are responsible for carrying out disciplinary processes and procedures for teachers registered in their jurisdiction. Consideration needs to be given to who would be accountable for the conduct of the teacher and carrying out disciplinary actions.
- Nomenclature of terms, categories of registration, sanctions and conditions are not consistent across all jurisdictions. Consideration would need to be given to improving national consistency before adopting an approach that moves beyond mutual recognition.

These issues need to be further explored.

Ensuring that teachers only pay one lot of registration fees is vital, particularly for teachers living in border owns.

We need an Australian body to register all teachers, so no-one has to go through the painful task of registering in every state and territory which would benefit many, many people.

Teaching needs the same consistency with registration. Very frustrating because I move between WA and SA and to register in both seems crazy when there could be a single system organisation.
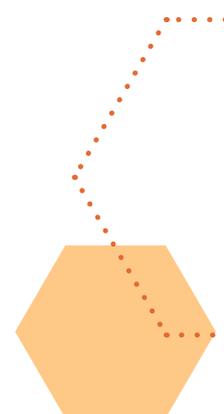
— Online survey response

Opportunities to improve mutual recognition and teacher mobility
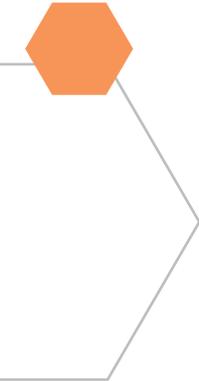
There are opportunities to improve mutual recognition processes, including improving understanding of mutual recognition by teachers and employers. To build on mutual recognition, mutual registration and national licensing of teachers should be explored.

Consistent and automated sharing of teachers' registration information (Recommendations 9 and 10) will contribute to more timely registration in other jurisdictions. However, there is further scope for teacher regulatory authorities to work together to minimise barriers and improve efficiency of mutual recognition. The opportunity exists for teacher regulatory authorities to explore the issues identified and work to improve the current system to make the process as effective as possible.

To address the limitations of mutual recognition and to further enable teacher mobility, a program of work should be undertaken to explore alternative approaches that build on mutual recognition, while maintaining current jurisdictional responsibility for teacher registration by state and territory teacher regulatory authorities. Teacher regulatory authorities are already working together on ways of progressing solutions for teachers who work across borders through Memoranda of Understanding.

The Panel supports work towards teacher registration becoming fully transferable across jurisdictions, under a licence or mutual registration scheme. However, there is currently insufficient alignment of registration policy settings, legislation and information sharing arrangements to support such a scheme. Implementing actions to achieve more consistent and automated information sharing and harmonise nomenclature and decision making will lay the foundations to achieve full transferability of registration at a later stage. The development of a system for teacher registration to be seamlessly recognised across jurisdictions provides significant challenges and thoughtful consideration is required. As such, planning to achieve this should commence immediately.

Recommendation 12
Commit to improve mutual recognition processes between teacher regulatory authorities to achieve timely, accurate and rigorous outcomes when teachers move between jurisdictions and contribute to recognition of *one profession*.

To support this teacher regulatory authorities should:

- maintain an ongoing work program to proactively resolve issues and reduce barriers to the application of mutual recognition
- harmonise the nomenclature of terms and categories for registration, sanctions and conditions in each jurisdiction
- develop harmonised communications and guidance that can be provided to teachers and employers about the application of mutual recognition.

Implementing this recommendation should be an immediate and ongoing priority.

Recommendation 13
Develop a plan to enable teacher registration to be fully transferable between jurisdictions and for teachers working across jurisdictions.

To support this, Education Council should commission a business case that investigates development of a licence or mutual registration scheme, including steps towards implementation.

Implementing this recommendation should be an immediate priority.

4.2 English language proficiency

The Panel heard that all regulatory authorities implement English language proficiency requirements under the Framework. However, the availability, consistency and reliability of assessments of English language proficiency that reflect the communication demands of the teaching profession are problematic. Any changes in this area should align with the English language proficiency tests applied by the Assessment for Migration function that is managed by AITSL.

The Panel noted that the Australasian Teachers Regulatory Authorities Network is currently investigating this issue.

Recommendation 14
Develop and implement an updated national approach to English language proficiency assessments for the purpose of teacher registration.

To support this recommendation an analysis of the current English Language Proficient assessments is being undertaken, including investigation of:

- adequacy and appropriateness of existing assessment arrangements
- potential revisions to exemptions.

Implementing this recommendation is an immediate priority.

4.3 VET alignment

The value of VET for senior secondary students

Vocational education and training (VET) is an important part of senior secondary school education in Australia. In 2017, nearly a quarter of a million secondary school students aged 15 to 19 participated in a VET program (28.1 per cent of students).[83]

The value and necessity of VET delivered to secondary students is broadly agreed. The Preparing Secondary Students for Work Framework, endorsed by Education Council, emphasised the important role that schools must play in preparing students for employment and further studies pathways by seamlessly integrating VET into secondary schooling.[84]

The STEM Report notes the importance of VET qualifications to industries that rely on STEM skills[85], while the Independent Review into Regional, Rural and Remote Education calls for an expansion of the availability, affordability and accessibility of high quality VET for regional, rural and remote students.[86]

Under the *Compact with Young Australians*[87] agreed by all states and territories, young people under the age of 17 must be learning or earning, i.e. young people must participate in schooling until they complete Year 10; and young people who have completed Year 10 must participate full-time in education, training or employment, or a combination of these activities, until they are 17. VET can have positive benefits for senior secondary students in upskilling and exposing them to the world of work. All senior secondary certificates in Australia have mechanisms for recognising VET units or qualifications, although the way in which this is done varies considerably across jurisdictions.

VET delivered to secondary students does more than prepare them for work. It can strongly contribute to the broad purpose of the senior secondary certificate, which the Australian Qualifications Framework defines as to: "qualify individuals with the knowledge, skills and values for diverse pathways to further learning, work, and effective participation in civic life".[88] Transitions to further learning should be the primary objective for senior secondary students. This demands preparation for the world beyond school, including assisting to develop technical skills and exposure to the realities of work in different fields, but should be broad and foundational, rather than narrowing learning and career options.

Valuing the work of teachers of VET reinforces its

contribution to the senior secondary certificate and echoes a priority in the Excellence Review to "prepare every student to be a creative, connected and engaged learner in a rapidly changing world".[89]

Implementation and regulation

It is important to note that VET delivered to secondary students is the same as VET in any other setting; and that the same quality, regulatory and qualification standards apply. In addition to VET, schools may also provide vocational education to students. The VET programs delivered to secondary students must be carefully chosen to match students' needs, as part of the schools' overall responsibility for students' educational programs.
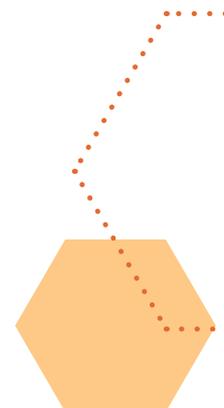
A stringent regulatory framework underpins the provision of VET and the issuing of qualifications. VET qualifications are issued by Registered Training Organisations (RTOs), which are subject to the Standards for Registered Training Organisations 2015 (the RTO Standards). Under the RTO Standards, RTOs must ensure that all nationally recognised training is delivered and assessed by skilled VET trainers/assessors who:

- hold a specified training and assessment credential, such as the Certificate IV in Training and Assessment
- have vocational competencies, at least to the level being delivered and assessed
- have current knowledge and skills in vocational training and learning, and current industry skills directly relevant to the training and assessment provided.

RTOs must also ensure that trainers and assessors undertake professional development in vocational training, learning and assessment, including competency-based training.[90] Qualified VET trainers/assessors are required for the delivery of all VET units and qualifications.

Models of VET delivery to senior secondary students

VET is delivered to secondary students in a variety of ways. These arrangements reflect the local context. Many schools use a mix of different models, delivered through a range of school staffing and external provider arrangements, to meet the needs of their student cohort.

83   National Centre for Vocational Education Research, *VET in Schools Report 2017*, viewed 2018.

84   *Educational Council: Preparing Secondary School Students for Work* , viewed 2018.

85   Finkel, A. Dr et al, 2018, *Optimising STEM Industry-School Partnerships: Inspiring Australia's Next Generation*, Recommendation 3. April 2018 pg 4.

86   Halsey J Dr, Emeritus Professor, 2018, *The Independent Review into Regional, Rural and Remote Education,* Jan 2018 pg 56 viewed 2018.

87   *Compact for Young Australians: increasing educational attainment of young people aged 15-24*, viewed 2018.

88   *Australian Qualifications Frameworks* https://www.aqf.edu.au/aqf-qualifications viewed 2018.

89   Gonski D, AC et al, 2018, *Through Growth to Achievement: Report of the Review to Achieve Educational Excellence in Australian Schools,* March 2018, p.xii.

90   *Registered Teaching Organisation Standards*, Chapter 4 and Schedule 1, https://www.asqa.gov.au/standards viewed 2018.

Table 6: Models of VET delivery

Model 1	Model 2	Model 3	Model 4	Model 5
School/school sector as RTO – delivers training and issues qualifications	School is auspiced/partners with external RTO – school delivers training, qualifications issued by RTO	School engages RTO to deliver training (within the school or externally). RTO delivers training and issues qualifications	Students attend external RTO – this could be a TAFE, another school or a private RTO	Students undertake school-based apprenticeship – attend RTO (either school or external RTO) and employment external to the school

Regardless of the model used, the VET trainer/assessor must hold and maintain the appropriate qualifications and industry currency.

Jurisdictions have different approaches to school staffing arrangements for the delivery of VET. Across all jurisdictions where VET is delivered outside of the school (model 4 or 5), the school retains responsibility for the student's overall educational program, but there are no specific requirements applied to the VET trainer/assessor in relation to teacher registration.

Where VET is delivered within the school, staffing requirements are driven by jurisdictional legislation and policy. In any jurisdiction, a registered teacher who holds the appropriate VET qualifications can deliver the VET program. In some jurisdictions this is the dominant model and system arrangements are in place to support VET qualified teachers (e.g. structured professional development and release to maintain industry currency).

The Panel heard that there are a number of workforce approaches to delivering VET to senior secondary students. Consequently, a range of teacher registration requirements apply. The site in which the VET program is delivered - rather than any curriculum, pedagogy or assessment needs - determines the registration requirements expected for VET teachers and trainers/assessors. In most jurisdictions, legislation requires the delivery of a program at a school to be undertaken by a person holding an appropriate form of teacher registration.[91]

Where a VET qualified teacher is unavailable, jurisdictions take a range of different approaches. In Queensland, legislation draws a distinction between an educational program and a training program, which allows VET trainers/assessors to deliver programs on schools sites, without any additional teacher registration requirements.[92] In Tasmania teachers who have a qualification and VET qualification can be registered as teachers. VET trainers/assessors are registered on a separate category as Specialist VET teachers. These teachers who are registered under this category have provisional registration status and cannot progress to full unless they choose to complete a teaching qualification.[93] In South Australia a teacher must be in the classroom alongside the VET trainers/assessor. In Victoria, permission to teach is granted with particular conditions and scope.

The availability of appropriately qualified VET trainers/assessors and the conditions for employment can vary depending on the industry qualification being delivered and be a barrier to providing opportunities to access VET to secondary students.

Alternative authorisation to teach

The Panel heard that in many jurisdictions where teachers with VET qualifications were not available to meet workforce demand, alternative authorisation to teach was used to employ qualified VET trainers/assessors to deliver VET on school sites. These arrangements fall under local state and territory policy approaches to alternative authorisation to teach based on workforce need. In some jurisdictions alternative authorisation to teach arrangements are time-limited, the authorisation is tied to a specific school site and there is a defined scope of practice (e.g. only delivering the VET program). These constraints can impact the continuity in delivery of VET programs and the motivation for VET trainers/assessors to engage with a pathway to a full teaching qualification.

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91   *NSW Education Standards Authority Act 2013 (NSW),Teacher Accreditation Act 2004 (NSW); Education and Training Reform Act 2006 (VIC), Victorian Institute of Teaching Act 2001(VIC); Education (Queensland College of Teachers) Act 2005, Education (Queensland College of Teachers) Regulation 2016; Teachers Registration and Standards Act 2004 (SA), Teachers Registration and Standards Regulations 2016 (SA); Teachers Registration Act 2000 (TAS), Teachers Registration Regulations 2011 (TAS); Teacher Registration (Northern Territory) Act (2016), Teacher Registration (Northern Territory) Regulations (2010); ACT Teacher Quality Institute Act 2010, ACT Teacher Quality Institute Regulation 2010; Teacher Registration Act 2012 (WA), Teacher Registration (General) Regulations 2012 (WA),*

92   KPMG, *The Teacher Registration Mapping Project, March 2018, commissioned by AITSL secretariat and prepared for the Expert Panel* unpublished,

93   KPMG, *The Teacher Registration Mapping Project, March 2018, commissioned by AITSL secretariat and prepared for the Expert Panel* unpublished and s13 *Teachers Registration Act 2000* (TAS),

One Teaching Profession: Teacher Registration in Australia

Teaching VET in Victoria

The Victorian Institute of Teachers Permission to Teach Policy has a specific VET category that requires applicants to demonstrate:

- Appropriate content knowledge of the subject/s to be taught
- Evidence of meeting the relevant requirements of the Standards for RTOs
- Evidence that they:
  - Have the skills and experience to build positive relationships with students
  - Are able to maintain safe learning environments
  - Are able to use a range of teaching practices and resources to engage students in effective learning
- That they are suitable to teach

In addition, applicants must provide a plan that outlines the professional development, industry engagement and professional practice that they will undertake during the period of their Permission to Teach grant. They are exempt from the requirement to be on a pathway to a teaching qualification

Holders of Permission to Teach (VET) are able to:

- Teach particular subject/s in any Victorian school
- Make subsequent applications after the first grant of Permission to Teach. Evidence that the plan has been undertaken is required.[94]

The Panel heard concerns from stakeholders that while the VET qualifications of the trainer/assessor delivering the program were valued, the trainer/assessor does not have pedagogical teaching knowledge consistent with other registered teachers working in schools. This was seen by some as eroding entry standards to the profession.

A counter argument was also made that the training and industry currency demands of the RTO Standards that apply to a VET trainer/assessor have not been sufficiently recognised by the education sector.

Other stakeholders - in particular school principals - reported that they relied on alternative authorisation arrangements to deliver VET programs in schools and called for greater flexibility in engaging VET trainers/assessors.

The tightly defined scope of the Victorian Institute of Teachers Permission to Teach Policy was seen by some stakeholders as a model that other jurisdictions could learn from.

Dual qualifications and pathways between qualifications

Maintaining dual qualifications

Registered teachers who already hold VET qualifications face the challenge of maintaining both sets of requirements: teacher registration, which includes professional learning requirements; and VET qualification requirements, which include industry currency and any updates to training packages. Many stakeholders told the Panel that maintenance of both sets of requirements was burdensome, particularly the significant VET industry currency requirements.

The Panel also heard about positive examples of sector-supported professional learning programs for teachers with VET qualifications; for example, release from schools to support teachers to maintain industry currency. The STEM Report recommends that strong partnerships with industry be fostered to enable teachers with VET qualifications to maintain industry currency and develop new skills.[95]

In order to ease the burden on dual-qualified teachers, the Panel expects that the professional learning associated with maintaining VET currency would meet the regulatory authority requirements for teachers' professional learning.

Training and educating students are equally valuable but fundamentally different, not all trainers make good teachers and importantly. Not all teachers can train, well. We need both in schools but they don't necessarily need parity of remuneration, working conditions or levels of responsibility. All are accountable but we need more differentiation in our staffing profiles in schools, without some of the restrictive regulations and barriers... we need more creative thinking about how we provide learning for students, community and staff. We need to broaden our views and thinking in terms of what is genuinely best in the interests of our children and society. All teachers teaching students/learners should be respected and recognised as teachers as one profession.

— Online survey response

94 Victorian Institute of Teachers Permission to Teach Policy 2017 https://www.vit.vic.edu.au/__data/assets/pdf_file/0011/44894/Permission-to-Teach-PTT-Policy.pdf viewed 2018.

95 Finkel, A. Dr et al, 2018, *Optimising STEM Industry-School Partnerships: Inspiring Australia's Next Generation*, Recommendation 1, 3, 4 and 5 . April 2018 Pp 13-14.

From registered teacher to VET trainer/assessor

The Panel heard that it was challenging for registered teachers to gain qualifications as VET trainers/assessors in order to deliver training packages to school students, due to the depth of industry experience required. Where a teacher did go down this path, it was likely that they already had industry experience from a previous career.

For teachers seeking VET training and assessment qualifications, the Certificate IV in Training and Assessment must be completed and maintained. The Panel recognises that VET is a field of education with distinct pedagogical approaches; in particular the competency-based approach. The Panel sees VET qualifications, skills and knowledge as a valuable additional qualification and skill-set for teachers.

While acknowledging the specific focus of VET, the Panel believes that there is scope to better identify alignment between the Training and Assessment qualification, and the initial teacher education qualification that teachers hold, in order to minimise the barrier for teachers to become VET trainers/assessors. Teachers reported that despite holding an initial teacher education qualification, it proved difficult to have their skills and knowledge recognised towards the Training and Assessment qualification through Recognition of Prior Learning. The Panel recommends that a mapping of the Certificate IV in Training and Assessment and initial teacher education qualifications be undertaken to identify a pathway through the qualification that gives appropriate recognition to teaching qualifications. This could be implemented through Recognition of Prior Learning and picked up in a future review of the Training and Assessment training package.

From VET trainer/assessor to registered teacher

For qualified VET trainers/assessors, the pathway to becoming a registered teacher requires significant commitment: the completion of an initial teacher education qualification while maintaining VET qualifications and industry currency. Despite the challenges, given the demand for VET trainers/assessors in schools, this may be an attractive option for some.

Stakeholders reported that the number of initial teacher education programs focused on vocational education have declined in recent years.

To facilitate the process of VET trainers/assessors gaining teaching qualifications, the Panel recommends that teacher employers, teacher regulatory authorities and initial teacher education providers collaborate to develop pathway programs to full teaching qualifications that recognise the VET qualifications, prior learning and the experience of the VET trainer/assessor. These should be made available to VET trainers/assessors employed in schools under alternative authorisation to teach arrangements. At the same time, Alternative Authorisation to Teach processes need to be sufficiently flexible and attractive to motivate skilled professionals to take this pathway.

The mapping of the Certificate IV in Training and Assessment and initial teacher education qualifications would also support this approach.

The way forward

The pervasiveness and value of VET delivered to secondary students, and its role in contributing to a quality education system, point to the need for consideration of the way forward. Existing policy and regulatory settings - particularly those at the intersection of the two sectors - creates a narrow set of circumstances in which VET can be delivered to senior secondary students.

The Panel heard that every delivery model has challenges associated with ensuring that appropriately qualified people are available to deliver VET to secondary students.

Despite this, schools, regulatory authorities and training providers successfully utilise the range of different models to ensure that almost 250,000 students access VET each year.

In addition to the recommendations below, the Panel considers it opportune to explore the broader policy settings, including the purposes that underpin VET delivered to secondary students. The challenges associated with the workforce are symptoms of larger system issues that cannot be resolved through changing staffing arrangements.

The workforce challenges and complexities arising from the current provision of VET studies to senior secondary students should be considered as part of the senior secondary curriculum review, recommended by the Excellence Review.

Recommendation 15
Undertake work to implement greater alignment between teacher registration and VET qualifications for teachers who hold or seek dual teaching and VET qualifications.

This work should include:
- teacher regulatory authorities recognising activities undertaken by teachers to maintain VET industry currency as professional learning for teacher registration purposes
- mapping the Certificate IV in Training and Assessment against initial teacher education programs to support recognition of prior learning, and inform a future review of the qualification.

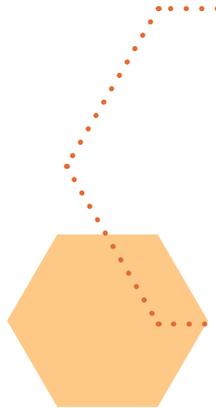Implementing this recommendation is an immediate priority.

Recommendation 16

Teacher employers, teacher regulatory authorities and initial teacher education providers collaborate to develop pathway programs to teaching qualifications that recognise the VET qualifications, prior learning and the experience of the VET trainer/assessor and make these available to VET trainers/assessors employed in schools under alternative authorisation to teach arrangements.

Implementing this recommendation is a medium term priority.

Recommendation 17

Include consideration of the workforce challenges and complexities under the current arrangements for VET delivered to senior secondary students in the review into the senior secondary curriculum recommended in *Through Growth to Achievement: Report of the Review to Achieve Educational Excellence in Australian Schools*.

Implementing this recommendation is an immediate priority.

Progressing the recommendations

As a package, the recommendations in this report represent a significant national reform agenda with actions to improve teacher registration in Australia. The recommendations' aims are to build the agency and ownership of teachers and leaders in the processes and outcomes of registration, and by doing so, improve and reinforce teacher quality, strengthen children's safety and improve the consistency and efficiency of teacher registration processes across Australia. Implementation of the recommendations will benefit teachers by increasing the ease with which teachers can move across jurisdictions and create *one profession* of teachers for the nation.

Successfully implementing the recommendations to achieve real change will require considerable effort and collaboration, involving all the actors in the process and outcomes, particularly between teacher regulatory authorities, sectors and employers across jurisdictions.

The 17 recommendations call for a varying degree of change from the status quo. In some instances, the recommendation will result in minor changes to existing practices which will improve and streamline processes. In other cases, recommendations will result in a significant departure from the status quo. In all cases, the agency and ownership of teachers themselves is critical if the benefits of professional registration are to be fully realised. In general, recommendations call for either:

- a forward program of work – to explore issues in more detail and/or investigate the costs and benefits of implementing new systems, for example, in developing a business case for automation of information sharing across jurisdictions, or
- direct changes to current systems and/ or processes – where implementation requirements are clear and there is an immediate imperative for action.

As a result of the recommendations being progressed, the Panel anticipates that an update to the 2011 National Framework for Teacher Registration will be required.

The Panel encourages Education Council to support the reform by:

- endorsing the recommendations
- commissioning the most appropriate bodies to undertake the direct changes and forward program of work
- ensuring appropriate resources are provided to implement the recommendations
- making a commitment to the profession that their engagement is critical and they will be involved at all stages in the implementation process.

Appendix A: Terms of Reference for a National Review of Teacher Registration

The Minister for Education and Training has commissioned a national review of teacher registration to ensure processes are consistent and rigorous, with an emphasis on teacher quality.

Using an evidence-based approach the review will, through comprehensive consultation and research, advise on:

1. How the current national registration framework is operating, including consideration of all elements of the framework, in terms of implementation, consistency, best practice and challenges and barriers.

2. The extent to which the Australian Professional Standards for Teachers (Teacher Standards) are used to drive teacher quality in the implementation of the 2011 national framework, and how this could be further strengthened.

3. Recommended improvements to the arrangements for teacher registration in Australia, with a focus on:

    I. The current arrangements under which registration operates

    IV. Any enhancements required to embed the Teacher Standards and strengthen teacher quality

4. Options for implementation of the recommendations, taking into account legislative, regulatory, administrative and resourcing contexts.

5. Expected benefits and success measures of implementing the recommended reforms to teacher registration.

Scope

The scope of the review should **include** consideration of:

- the registration of early childhood teachers as part of a national approach to teacher registration, and how the Teacher Standards should be applied in this context.

- the registration of vocational education and training (VET) teachers in school settings and whether registration requirements create unnecessary barriers to the delivery of quality VET in schools.

- the transition of initial teacher education students into the profession as they are seeking registration and employment; and examine any impediments to pre-registration.

- the current function of regulatory authorities with regard to their legislated responsibility to ensure that registered teachers fulfil the fit and proper person requirement.

The scope of the review should **exclude** consideration of:

- the appropriateness of the domains, focus areas and careers stage descriptors of the Teacher Standards. These matters will be addressed in a review of the Teacher Standards which is due in 2018.

- consideration of the Accreditation of Initial Teacher Education Programs in Australia: Standards and Procedures (Standards and Procedures). The Standards and Procedures were revised and agreed by ministers in December 2015 following the recommendations of the recent Teacher Education Ministerial Advisory Group review.

Consultation

- The review panel, supported by the Australian Institute for Teaching and School Leadership Secretariat, will undertake comprehensive consultation with key stakeholders in the education sector.

Appendix B: 2011 National Framework for Teacher Registration

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Teacher Registration in Australia

Each state and territory has established an authority or agency with responsibility for the registration (licensing) of teachers:

- In every state and territory, only registered teachers may be employed to teach in schools.

- AITSL has led work to develop a consistent framework for registration of teachers in all states and territories. The Education Ministers of all jurisdictions endorsed this framework in October 2011.

- The teacher regulatory authorities in all states and territories have undertaken to implement the elements of this framework in 2013.

- The common, agreed elements of the framework for nationally consistent registration of teachers consists of these common elements:

  - Initial period of registration
  - Fixed period of registration
  - Alternative authorisation to teach
  - Sanctions including withdrawal of registration
  - Suitability
  - Qualifications
  - English language proficiency
  - Mutual recognition

The following details of these elements are an abbreviated version of the full documentation, which is available at **https://www.aitsl.edu.au/teach/start-your-career/registration/nationally-consistent-teacher-registration**.

Elements Of Registration

Element	Registration Components
Initial period of registration	There will be an initial period during which a new teacher has a form of 'licence' that allows them to be employed as a teacher and undertake workplace learning and development that will equip them to meet requirements for becoming fully registered. • To achieve full registration, evidence of performance is required at the Proficient career stage of the Australian Professional Standards for Teachers. • The process for achieving full teacher registration needs to be flexible to accommodate different contexts and experience. • The recommendation for full registration is based on multiple sources of evidence against the Standards. • The evidence of a sample of teachers who achieve full registration will undergo a quality assurance process carried out by the teacher regulatory authority. • The maximum period for meeting the requirements for full registration is 5 years, with provision for extension on a case by case basis.
Fixed period of registration	After a fixed period of registration (not more than 5 years), teachers are required to demonstrate their ongoing proficiency and suitability to teach in order to renew their registration. The minimum requirements for granting the renewal or continuation of a teacher's registration, after a defined period of time, are that: • suitability has been maintained, assessed on the basis of a national criminal history records check that is no older than 5 years • recency of professional practice requirements have been met on the basis of 100 days of professional practice in the previous 5 years (or proportional equivalent if registered for a shorter period) • proficiency against the Australian Professional Standards for Teachers has been maintained • professional learning on the basis of at least 100 hours of professional development activities referenced to the Australian Professional Standards for Teachers, undertaken in the previous 5 years (or proportional equivalent if registered for a shorter period) • where the professional practice requirements for renewal of registration are not met there will be a form of registration where the minimum requirement to continue to hold and renew registration is a recent national criminal history records check and continuing to meet other suitability requirements.

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Teacher Registration in Australia

Elements Of Registration

Element	Registration Components
Alternative authorisation to teach	There will be provision, in clearly defined circumstances and under specified conditions, for persons who are not eligible for registration to be employed in roles that would otherwise require registration. There will be two categories of alternative authorisation to teach: • to address workforce shortages, where a qualified and registered teacher is not available • to provide pathways to registration for individuals who are working towards an accredited initial teacher education qualification, within a specified period of time. There is no obligation on states or territories to recognise people with alternative authorisation to teach from other jurisdictions until they have met all registration requirements.
Sanctions including withdrawal of registration	There will be provision for a recognised authority to impose sanctions or withdraw a teacher's registration if they fail to meet the required standards of personal and professional behaviour or professional performance. Where permitted, jurisdictions will share information with regard to discipline and de-registration of teachers. A jurisdiction may request from another jurisdiction where a teacher has been registered, information about unfinished investigations and any conditions that currently apply to the teacher's registration.
Suitability	There will be a requirement for an applicant to be suitable to both work with children and be a teacher, based on an assessment of character and criminal history. • A check on national criminal history will be undertaken upon application for registration as a teacher. • All teachers are required to have an up to date national criminal history records check (completed within the past 5 years) to maintain registration. • Overseas criminal history checks will be required when an applicant or teacher has resided as an adult in a country other than Australia. Regulatory authorities may take into account other relevant information in determining the suitability of an applicant for registration.
Qualifications	There will be a minimum qualification, including a professional qualification, for registration. The qualifications requirement for registration is completion of at least four years of higher education (fulltime or equivalent) study, including an initial teacher education program accredited in Australia, leading to the achievement of a recognised qualification; or an overseas qualification assessed as equivalent.
English language proficiency	Registration will require achievement of a level of professional proficiency in spoken and written English. Except where the full four years of required higher education study have been undertaken in English in Australia, New Zealand, the United Kingdom, the United States of America, Canada or the Republic of Ireland. the English language requirements for registration as a teacher are an IELTS[1] (Academic) assessment with an average band score of 7.5 across all four skill areas of listening, speaking, reading and writing – with is no score below 7 in any of the four skills areas and a score of no less than 8 in speaking and listening; or equivalent assessments using two other recognised instruments.
Mutual recognition	Under Mutual Recognition Legislation in Australia and in each jurisdiction, a person registered to practise as a teacher in one jurisdiction is entitled to apply for registration in another jurisdiction based on that registration. This legislation provides for regulatory authorities to withhold registration, for example in circumstances where it needs to obtain information to ascertain an applicant's continuing suitability to work with children or be a teacher.

1. International English Language Testing System

For more information:

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Appendix C: Review Process and Panel's Working principles

On 15 September 2017 Education Council agreed the Terms of Reference for a National Review of Teacher Registration (the Review) to consider whether the registration of teachers across states and territories is consistent with the National Framework, with a view to identifying improvements to strengthen the regulatory system and improve teacher quality.

An independent Expert Panel (the Panel) who brought both national and international expertise was appointed in January 2018. AITSL was tasked with coordinating the Review and provide secretariat support to the Panel.

The Review process included:

- Detailed mapping of teacher registration across Australia was conducted in February and March 2018 to inform the Panel of the current landscape and practices of teacher registration.

- A consultation paper was publicly released on 27 March inviting written submissions until 7 May 2018.

- Nationwide consultation was conducted through forums and meetings during March, April and May 2018, seeking input from key stakeholders including governments, the Catholic and Independent school sectors, the early childhood sector, teacher regulatory authorities, principal, teacher and parent organisations.

- An online survey targeting teachers and leaders in schools and the early childhood sector was available during this time.

- An impact assessment of draft recommendations was conducted during July 2018 to inform the Panel of the viability of the draft recommendations, and potential alternatives.

Working Principles of Regulation

As part of the Panel's methodology to evaluate and analyse information and the views of stakeholders, they developed a set of working principles for teacher regulation. The working principles assisted the Panel members to have a shared understanding of the principles of regulation and support each stage of the work in developing the recommendations.

Principles
LEARNER OUTCOMES CENTRED
There is an ongoing focus on achieving educational and safety outcomes. The focus is on ensuring that the registration system ensures a foundational level of teaching quality by all practitioners based on the Australian Professional Standards for Teachers and supports the safety of the child.
PROPORTIONATE
Each of the requirements of registration are proportionate to the risk or harm they are intended to address, and the ability of the registration process to best address that risk or harm. The requirements are tailored, where necessary, for the different modes of employment to reflect different roles and levels of risk.
ACCOUNTABLE
There is a focus on building accountability for outcomes for all those who participate in the regulatory process, with the appropriate level of accountability resting with each participant in the regulatory process for their contribution to achieving outcomes for learners and the broader community.
EFFICIENT
Teacher registration is designed to enable timely and accurate decision making, and to deliver value for the community, teachers, and students/ children, whilst working toward the key outcomes of achieving professional standards and considering the safety of the child/learner and professional standing of the teacher profession. The registration system supports continual improvement in teacher quality over time, and aims to minimise any unnecessary administrative burden on teachers and other regulatory participants.

Principles (continued)

TRANSPARENT

The purpose and requirements for teacher registration are clear and transparent supporting teachers in their development and maintenance of professional knowledge, practice and engagement as well as an increased public confidence in the profession. Teachers and other participants in the regulatory process should have clarity about the requirements (including areas of focus and expectations around teacher performance), and decision making processes.

The national approach to registration supports collaboration and proactive information sharing between teacher regulatory authorities, employers and other relevant agencies to instil public confidence in each regulator rigorously applying professional standards and supporting high performance across the various jurisdictions.

CONSISTENT

There is rigorous national consistency in the registration requirements applied and decisions made. The national framework ensures that teachers in similar circumstances face consistent requirements irrespective of where they are registered. The mechanisms such as mutual recognition support a national teaching profession.

The outcome is a registration experience that is consistently underpinned by the Australian Professional Standards for Teachers and child safety considerations across Australia.

RESPONSIVE

There is sufficient flexibility, in exceptional circumstances, to cater for particular local contexts and workforce needs. Teacher registration requirements can be tailored to address demonstrated critical jurisdictional needs (such as in particular remote areas) or important skills gaps on a case-by-case basis. Any flexibility, however, must still allow for the maintenance of rigorous and predictable processes of assessment.

Secretariat

AITSL provided secretariat support for the Review, including coordination and facilitation of consultation with stakeholders across Australia.

The Secretariat Team

Danny Pinchas	General Manager
Anita Torr	Manager
Catherine Russo	Senior Policy/ Project Officer
Kate Carlin	Project Support Officer
Des Triskelidis	Project Support Officer

Commissioned work

The Expert Panel commissioned the following projects:
- KPMG Melbourne – The Teacher Registration Mapping Project
- *dandolopartners* – Impact assessment to the draft recommendations for the National Review of Teacher Registration.

Appendix D: Expert Panel

Chris Wardlaw PSM

Chris Wardlaw is currently Chair of the Victorian Curriculum and Assessment Authority (VCAA), and Deputy Chair of the Australian Institute of Teaching and School Leadership (AITSL). Chris is a Director on the Board of Athletics Australia.

Chris held a Deputy Secretary position in education in Hong Kong (2002-8) and Victoria (2009-13) and is now practising retirement. In the Hong Kong Government Chris had responsibility for curriculum, assessment and quality assurance for pre-primary, basic education and senior secondary education and in Victoria for strategy and review across the portfolio.

Chris has had an extensive career in Victorian education, first as a teacher of economics and history at university and secondary levels and then roles in educational administration where he took a leading role in major reforms supporting school-level decision making and evaluation and review.

Chris has provided education consultancy support for the Education Council secretariat, the Asia Education Foundation, the Mitchell Institute, ACT Education and Victorian Education offices and the Brunei Education Bureau among others.

Chris was awarded the Public Service Medal (PSM) in the 2013 Queen's birthday Honours list. Chris was made a fellow of Monash University in 2013.

In a parallel sporting career, Chris was Head Coach of the Australian Athletics Team at the 2000 Sydney Olympic Games, an Olympic distance runner and coach. Chris was awarded the Australian Sports Medal in 2000.

Pitsa Binnion

Pitsa Binnion is the Principal of McKinnon Secondary College, a consistently high performing 7-12 co-educational, non-selective Government School in the South Eastern Region.

Pitsa began her career with the Department of Education 34 years ago and has extensive leadership experience. She was appointed to McKinnon in 1997 as a Leading Teacher, Assistant Principal in 2000 and Principal in 2008.

She has represented the Department on numerous occasions and served on selection panels for Principals and Regional representatives.

Pitsa is the President of the South Eastern Regional Victorian Association of Secondary School Principals (VASSP), Committee Member of Victorian Association of Secondary Schools Principals (VASSP), Executive Member of the Inner Secondary Principal Network, providing opportunities for professional development, collegiality and systemic improvement.

Pitsa is associated with the Bastow Institute and is a member of their Strategic Council. She is often invited to be on interview selection panels and as a Peer on School Reviews.

In 2014 Pitsa received the Australian Council of Educational Leaders (ACEL) Fellowship Award for her contribution to leadership development.

In 2015, through her leadership and commitment to continuous improvement and improving student learning outcomes McKinnon Secondary College received Accreditation with the Council of International Schools (CIS).

In 2016 Pitsa received the John Laing Award for Professional Development from the Principals Australia Institute.

Marino D'Ortenzio

Marino D'Ortenzio is an Assistant Principal at Epping Secondary College, a large 7 – 12 school in Melbourne's northern suburbs.

Marino began teaching in 2002 in Maths, Science and English and has worked in schools in the western and northern suburbs of Melbourne as well as in north London. He has held various leadership roles in these schools covering assessment and reporting, teaching and learning and student management.

In 2008 he was elected to the Council of the Victorian Institute of Teaching (VIT) as a secondary teacher representative. VIT is the teacher registration regulator in Victoria. While at VIT he sat on committees relating to communications with the profession and the professional conduct of teachers.

Throughout his career he has had an association with the Australian Education Union and is currently a member of the AEU Victorian Branch's Executive. In 2013 he was elected as the Deputy Vice President (Secondary) for a three year term. He continues this role in an honorary capacity.

In 2016 he returned to teaching full time at Epping Secondary College.

David Gee

David Gee is the Headmaster at Wesley College, a pre-kindergarten to year 12 independent school in Perth, Western Australia. A position which he has held for the last 15 years.

David came to Perth from Queensland where he was Deputy Head (Students) at Brisbane Grammar School. Prior to that, he worked in a range of academic, pastoral and sporting positions at the Anglican Church Grammar School, Brisbane, and Knox Grammar School in Sydney. David has taught Agriculture, Science, Geography, Mathematics, Leadership Studies and Religious & Values Education.

A member of the Association of Heads of Independent Schools of Australia, David has been a member of the Principals' Forum Group of Western Australia Curriculum Council which advised on the implementation of the Curriculum Framework, President of the Public Schools' Association, and a member of the Association of Independent Schools of Western Australia's Governance & Risk Committee. He has also delivered community and conference addresses on boys' education, teacher quality initiatives, and on ethical leadership and culture (and its measurement).

Dr Peter Lind

Dr Peter Lind has been the Registrar of the Teachers Registration Board of South Australia (TRB) since September 2014. Previously he was the Director of the New Zealand Teachers Council from 2005 to 2014.

In his current role, he is responsible for the implementation of processes by which teachers are registered, teacher education programs are accredited and hearings to consider matters of teachers' conduct and incapacity are considered.

Currently the TRB is focusing on strengthening the quality of the professional learning undertaken to attest that a teacher meets the Australian Professional Standards for Teachers, building the capacity of the profession to provide effective induction and mentoring of newly qualified teachers, and raising the status of teaching as a profession.

Since June 2018 Peter has been a member of the Australian Institute of Teaching and School Leadership Board. Peter is also a key member of the International Forum of Teacher Registration Authorities that held its biennial meeting in Dublin, Ireland in June 2016 and serves as the Deputy Chair of the Australasian Teacher Regulatory Authorities.
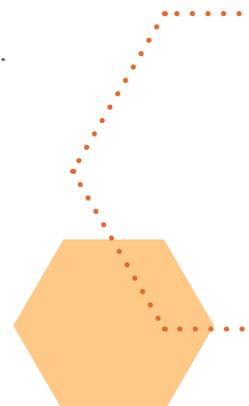
Anthony McClaran

Mr McClaran is Chief Executive Officer of the Tertiary Education Quality and Standards Agency (TEQSA). Before joining TEQSA as CEO in October 2015, Anthony McClaran was the Chief Executive of the UK's Quality Assurance Agency for Higher Education (QAA) for six years (2009-2015) and prior to that the Chief Executive of the UK's national agencies for higher education admissions, the Universities and Colleges Admissions Service (UCAS) and the Graduate Teacher Training Registry (GTTR) between 2003 and 2009.

Anthony has held several leadership positions in the higher education sector, including roles in the University of Warwick and the University of Hull. He was previously a member of the Board of the European Association for Quality Assurance in Higher Education (ENQA).

Anthony is a member of the Board of the International Network of Quality Assurance Agencies in Higher Education (INQAAHE) and the Advisory Council of the US Council for HE Accreditation (CHEA) International Quality Group. He is currently on the steering groups for the National Student Partnership Project and the National Peer Assessment Project, and is a member of the Audit Committee of the Australian Accounting Standards Board (AASB) and the Auditing and Assurance Standards Board (AUASB).

Anthony has held a number of school governance appointments, and was Deputy Chair of Governors at the John Lyon School and Chair of Governors at All Saints' Academy, both in the UK, before moving to Australia in 2015 to take up his current position.

Emeritus Professor Wendy Patton

Emeritus Professor Wendy Patton is currently Chair of the Queensland College of Teachers' Board. She served as Executive Dean, Faculty of Education at Queensland University of Technology from 2006-2015. Prior to this she was a Professor and Head of School in the Faculty (2000-2006). She was awarded the title of Emeritus Professor from QUT Council in July 2016 in recognition of her extensive leadership in, and service to, the university and to teacher education, and her significant contribution to research in the field of career development.

In July 2016 Professor Patton received The Miller-Grassie Award for Outstanding Leadership from the Australian Council for Educational Leaders and presented the Miller-Grassie Oration at the Queensland Annual Awards Celebration. Later in 2016, Professor Patton received an award from the Australian Council of Deans of Education for Outstanding Contribution to Education and the ACDE Board.

Gabrielle Sinclair

Gabrielle Sinclair is the Chief Executive Officer of the Australian Children's Education and Care Quality Authority (ACECQA).

Gabrielle commenced her career as a teacher and has held senior executive positions in a number of Queensland Government portfolios including Education, Infrastructure and Planning, Local Government and Corrective Services.

Before her appointment to ACECQA, Gabrielle was Deputy Director-General, Early Childhood and Community Engagement in the Queensland Department of Education and Training.

Gabrielle has degrees in teaching and education, a Master's degree in Education and an Executive Master's degree in Public Administration.

Christine Wilkinson

Christine Wilkinson is an experienced secondary teacher at St Joseph's Catholic College in East Gosford, NSW. She is also the President of Independent Education Union of Australia NSW/ACT Branch.

Christine has expertise in career education and religious education, and she has held roles as Careers Advisor, Leader of Learning Vocational Education, Retail Services Certificate 3 within the school.

Christine holds roles as a member representative on IEUA Federal Council, a trustee on the NGS Super Board. She is also a member of the Teacher Education Advisory Board of the University of Sydney.

Christine holds a Diploma of Teaching, a Bachelor of Educational Studies and a Master of Educational studies.
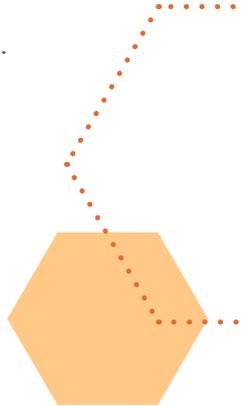
Dennis Yarrington

Dennis Yarrington is President of the Australian Primary Principals Association. He was previously the founding Principal of Harrison School, a new and large Preschool to Year 10 School in Canberra, Australia. He has been involved in education for over 30 years, including the positions of teacher, executive teacher, consultant and Principal of a small country school, a large regional school, Special School and establishing a large metropolitan P-10 school.

Dennis has worked in Catholic and government schools in NSW, NT and ACT. He has presented at State, National and International conferences on leadership, school culture and implementing learning communities. Dennis was co-president of the ACT Principal Association and Vice-President of the Australian Government Primary Principals Association.

He has experience in leading schools in the integration of technology, 21 century learning tools and structures and an inclusive school community. This includes teaching and learning communities and a coaching culture to improve teacher performance.

Appendix E: Consultation Meetings

The Expert Panel met with stakeholders throughout the Review process in meetings and forums. Organisations represented are listed below.

Association of Catholic School Principals, New South Wales

Association of Heads of Independent Schools of Australia

Association of Independent Schools of New South Wales

Association of Independent Schools of South Australia

Association of Independent Schools of the Australian Capital Territory

Association of Independent Schools of the Northern Territory Inc.

Association of Independent Schools of Western Australia

Australasian Curriculum, Assessment and Certification Authorities

Australasian Teacher Regulatory Authorities

Australian Capital Territory Aboriginal and Torres Strait Islander Elected Body

Australian Capital Territory Council of Parents & Citizens Association

Australian Capital Territory Principals Association

Australian Capital Territory Teacher Quality Institute

Australian Catholic Primary Principals' Association, Northern Territory

Australian Centre for Montessori Studies

Australian Childcare Alliance Victoria

Australian Children's Education & Care Quality Authority

Australian Community Children's Services

Australian Council of Deans of Education

Australian Early Childhood Teacher Education Network

Australian Education Union

Australian Education Union, South Australia Branch

Australian Education Union, Tasmania

Australian Education Union, Victorian Branch

Australian Government Department of Education and Training

Australian Government Primary Principal Association, Northern Territory

Australian Principals Federation

Australian Professional Teachers Association

Australian Special Education Principals' Association

Catholic Archdiocese of Canberra and Goulburn

Catholic Commission for Employment Relations, New South Wales

Catholic Education Commission

Catholic Education Diocese of Parramatta

Catholic Education Melbourne

Catholic Education of Western Australia

Catholic Education Office Diocese of Wollongong

Catholic Education Office of the Northern Territory

Catholic Education South Australia

Catholic Primary Principals' Association of Western Australia

Catholic Principals' Association of Tasmania

Catholic School Parents Australia

Catholic School Parents, Queensland

Catholic Schools New South Wales

Catholic Secondary Principals Association of Queensland

Catholic Secondary Principals Association of Western Australia

Catholic Secondary Principals Australia

Catholic Secondary Principals Australia,
Northern Territory

Catholic Secondary Principals Australia,
South Australia

Catholic Secondary Schools Association,
New South Wales/Australian Capital Territory

Centacare Child Care Services

Child Abuse Royal Commission
Senior Officials Working Group

Christian Education National

Christian Schools Australia

Community Child Care Association

Community Early Learning Australia

Council of Catholic School Parents,
New South Wales/Australian Capital Territory

Department for Education, South Australia

Department of Education & Training, Victoria

Department of Education and Training,
Australian Capital Territory

Department of Education Northern Territory

Department of Education, New South Wales

Department of Education, Queensland

Department of Education, Tasmania

Department of Education, Western Australia

Department of Justice & Regulation, Victoria

Early Childhood Policy Group

Early Learning and Care Council of Australia

Early Learning Association Australia

Family Day Care Australia

Federation of Parents and Citizens Associations
of New South Wales

Goodstart Early Learning

Independent Education Union - Queensland
and the Northern Territory Branch

Independent Education Union of Australia

Independent Education Union of Australia, New
South Wales/Australian Capital Territory Branch

Independent Education Union of South Australia

Independent Education Union of Western Australia

Independent Education Union Victoria/Tasmania

Independent Primary School Heads
of Australia, South Australian Branch

Independent Primary School Heads of Australia

Independent Primary School Heads
of Australia, Tasmania

Independent Primary School Heads
of Australia, Victoria

Independent Primary School Heads
of Australia, Western Australia

Independent Schools Council of Australia

Independent Schools Queensland

Independent Schools Tasmania

Independent Schools Victoria

Isolated Children's Parents' Association,
Northern Territory

Isolated Children's Parents' Association, Queensland

KU Children's Services

Local Government Children's Services

National Catholic Education Commission

National Children's Commissioner

New South Wales Aboriginal Education
Consultative Group Inc.

New South Wales Education Standards Authority

New South Wales Parents' Council

New South Wales Primary Principals' Association Inc.

New South Wales Secondary Principals' Council

New South Wales Teachers Federation

Northern Territory Principals' Association

Parents and Citizens' Association, Queensland

Parents and Friends Federation of Western Australia Inc.

Parents Victoria

Professional Teachers' Council, New South Wales

Queensland Association of State School Principals

Queensland Catholic Education Commission

Queensland College of Teachers

Queensland Independent Parents Network

Queensland Secondary Principals' Association

Queensland Teachers' Union

SNAICC- National Voice for Our Children

South Australian Association of School Parent Communities

South Australian Association of State School Organisations Inc.

South Australian Catholic Primary Principals Association

South Australian Primary Principals Association Inc.

South Australian Secondary Principals' Association

State School Teachers' Union of Western Australia Inc.

Tasmanian Association for State School Organisations Inc.

Tasmanian Catholic Education Office

Tasmanian Catholic School Parents Council

Tasmanian Principals Association

Teacher Quality Institute, Australian Capital Territory

Teacher Registration Board of the Northern Territory

Teacher Registration Board of Western Australia

Teachers Registration Board of South Australia

Teachers Registration Board of Tasmania

The Federation of Catholic School Parent Communities, South Australia

The Federation of Parents and Friends Associations of Catholic Schools in Queensland

Victorian Aboriginal Education Association Inc.

Victorian Association of Catholic Primary School Principals Inc.

Victorian Association of State Secondary Principals

Victorian Institute of Teaching

Victorian Parents Council

Victorian Principal's Association

Western Australian Aboriginal Education & Training Council

Western Australian Education Support Principals and Administrators' Association

Western Australian Primary Principals' Association

Western Australian Secondary School Executives Association

Appendix F: Submissions

The National Review of Teacher Registration received submissions lodged by members of the public, teacher regulatory authorities, teachers, government departments and agencies, education authorities, and a variety of other stakeholder groups and organisations. The submission process opened in March 2018 and received a total of 94 submissions, 33 individual lodgements and a further 61 from organisations.

Those who gave permission for their submission to be published are listed below.

Emma Abundo

Association of Heads of Independent Schools of Australia

Australian Capital Territory Government

Australian Catholic University

Australian Childcare Alliance

Australian Children's Education & Care Quality Authority

Australian Council of Deans of Educational Vocotional Education Group

Australian Mathematical Sciences Institute

Australian Primary Principals Association

Australian Teacher Education Association

Gerard Barrett

Richard Braithwaite

Catholic Education Tasmania

Catholic School Parents Australia

Catholic Schools NSW

Cokehill Consulting

College of Education, Psychology and Social Work, Flinders University

Mandy Collins

Vince Con

Jim Coyle

Early Childhood Teacher Education Council (NSW/ACT)

Early Childhood Teachers' Association

Early Learning and Care Council

Early Learning Association of Australia

Edith Cowan University

Faculty of Education, Queensland University of Technology

Federation of Parents and Citizens of New South Wales

Goulburn Regional Preschool Association

Griffith University

History Teachers' Association Victoria

Jennifer Humble

Independent Education Union of Australia - QNT Branch and Queensland Teachers' Union

Independent Education Union of Australia NSW/ACT Branch

Independent Education Union Victoria Tasmania

Independent Schools Council of Australia

Isolated Children's Parents' Association of Australia

KU Children's Services

Lauriston Girls School

Local Government Children's Services Network

Melbourne Graduate School of Education, The University of Melbourne

Montessori Australia

Dr Denis Mootz

Northern Territory Department of Education

NSW Education Standards Authority

Lauren Osborne

James Phelps

Primary English Teaching Association Australia

Queensland Catholic Education Commission

Queensland College of Teachers

Rooty Hill High School

Andrew Short

Sunshine College

Teacher Registration Board of the Northern Territory

Teacher Registration Board of Western Australia

The Association of Retired Principals of Technical Institutions, Victoria

The Level Three Classroom Teachers Association

Dr John Topliss

United Voice

Professor Helen Watt et al

Appendix G: National Review of Teacher Registration - Online Survey

Consultation on the National Review of Teacher Registration was undertaken between March and May 2018 and incorporated a variety of methods for collecting feedback on teacher registration from stakeholders around the country.

Survey Background

This consultation process included a survey targeting teachers and leaders that was accessed via the AITSL website. The survey asked a range of qualitative and quantitative questions measuring the extent to which respondents believed key functions of registration were important and the extent to which they agreed key outcomes of registration were being achieved. The survey incorporated both broad and cohort specific questions ensuring an accurate representation of various viewpoints.

Quantitative Analysis

The results presented below are descriptive statistics. The survey design allowed for cohort specific analyses, but few are presented in this report as they mirrored national trends closely.

Qualitative Analysis

There were 6,686 comments in total and of that, 1,252 (20 per cent) were randomly selected for thematic analysis. All responses were de-identified and then segmented for further analysis. From this analysis, several overarching themes were identified and discussed below. Additionally, segmented thematic analysis was conducted for the following cohorts:

- Early childhood teachers
- VET teachers
- Early career teachers
- Casual teachers
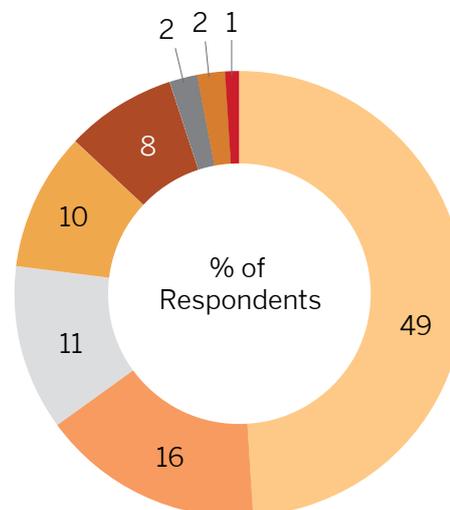
Who responded to the survey?

In total, 6,756 responses were collected. Most respondents (97 per cent, n=6,569) were registered to teach.

Relative to their proportion of teachers, Queensland, Victoria and Western Australia were underrepresented in survey respondents.

Seventy-one respondents reported an Aboriginal or Torres Strait Islander background. However, as this question was added after the survey had gone live only 3,971 respondents were asked whether they identified as Aboriginal or Torres Strait Islander.

State/territory of employment

Figure 1: Location of respondents' current employment, all respondents
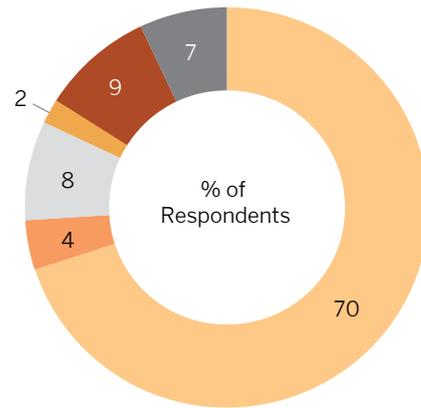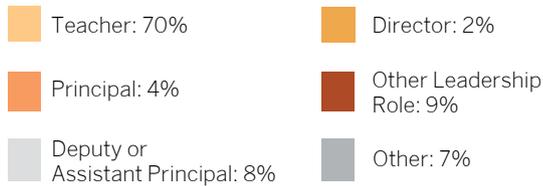

New South Wales: 49%

South Australia: 16%

Queensland: 11%

Victoria: 10%

Western Australia: 8%

Tasmania: 2%

Australian Capital Territory: 2%

Northern Territory: 1%

Characteristics of all respondents
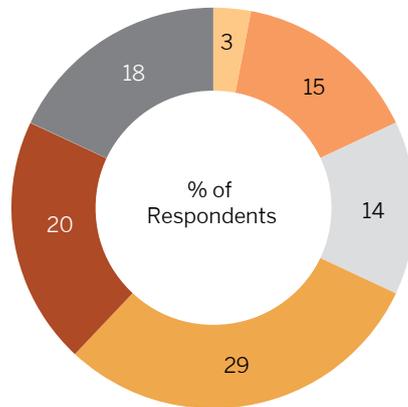
Main role

Most respondents were teachers.

Figure 2: Main role, all respondents

- Teacher: 70%
- Director: 2%
- Principal: 4%
- Other Leadership Role: 9%
- Deputy or Assistant Principal: 8%
- Other: 7%

% of Respondents

Years employed in the teaching profession

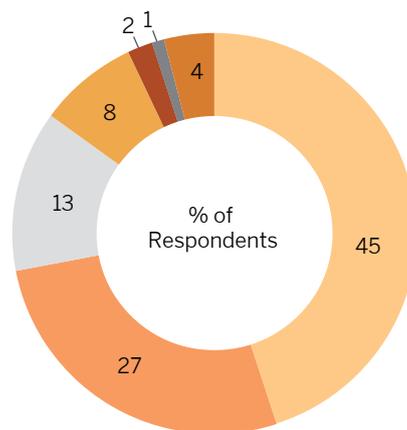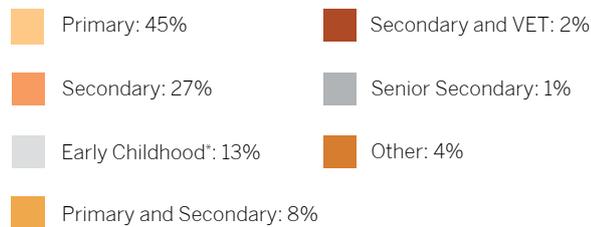The majority of respondents reported 10-20 years of employment in the teaching profession.

Figure 3: Years employed in the teaching profession, all respondents

- First Year: 3%
- 10-20 Years: 29%
- 2-5 Years: 15%
- 21 - 30 Years: 20%
- 6-9 Years: 14%
- 31 Years or more: 18%

% of Respondents

School/ Early Childhood Service Type

Most respondents work in primary schools.

Figure 4: School type, all respondents

- Primary: 45%
- Secondary and VET: 2%
- Secondary: 27%
- Senior Secondary: 1%
- Early Childhood*: 13%
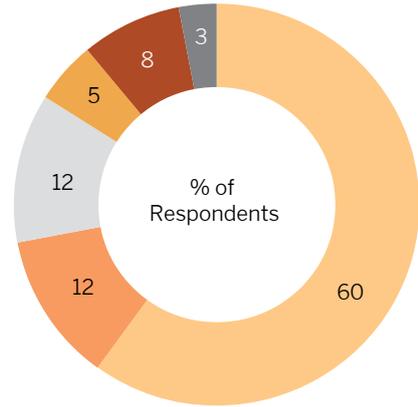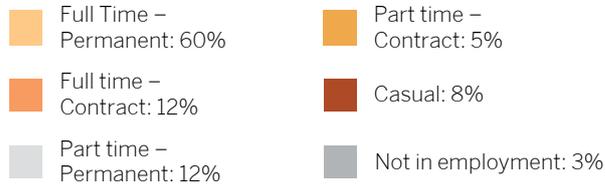- Other: 4%
- Primary and Secondary: 8%

% of Respondents

* This includes childcare, pre-school and early childhood in the school sector.

Employment mode

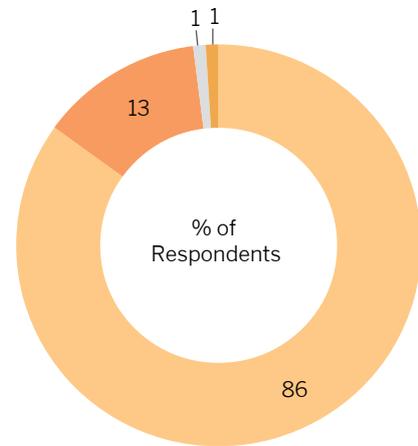Most respondents are employed on a permanent,
full time basis.

Figure 5: Contract type, all respondents

- Full Time – Permanent: 60%
- Full time – Contract: 12%
- Part time – Permanent: 12%
- Part time – Contract: 5%
- Casual: 8%
- Not in employment: 3%

% of Respondents

Registration Status

Most respondents have full registration.

Figure 6: Registration status, all respondents

- Full: 86%
- Provisional: 13%
- Other: $\leq$ 1%
- Unsure: $\leq$ 1%

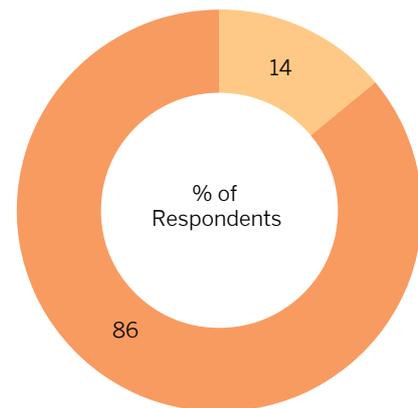% of Respondents

Registration in a different jurisdiction

Most respondents had never been registered in
a different state/territory to that of which they
currently work.

**Figure 7: Ever registered in a different jurisdiction to
where currently employed, all respondents**

- Yes: 14%
- No: 86%

% of Respondents

What aspects of teacher registration are important?

Respondents were asked to rank the following aspects of teacher registration from most important to least important. They were presented to respondents in a random order.

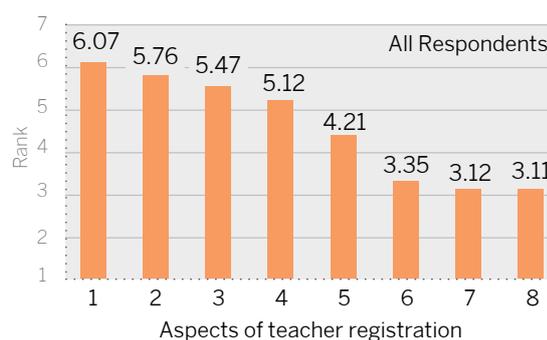|	Aspect of teacher registration
1	Ensuring teachers are qualified to teach
2	Ensuring teachers have the appropriate level of training and subject matter knowledge to teach
3	Ensuring suitability for employment as a teacher (e.g. child protection)
4	Supporting teachers to improve their professional practice
5	Contributing to the professional status of teachers
6	Ensuring recency of professional practice
7	Aligning professional learning to the Australian Professional Standards for Teachers (APST)
8	Maintaining proficiency against the Australian Professional Standards for Teachers

Figure 8 illustrates that ensuring teachers are qualified to teach, have an appropriate level of training and are suitable for employment were considered to be the most important aspects of teacher registration. Conversely, maintaining proficiency and aligning professional learning against the Teacher Standards along with ensuring recency of professional practice were generally ranked as the least important aspects of teacher registration.

These trends in how respondents ranked key aspects of teacher registration was consistent across respondent characteristics including;

- Role
- Years' experience
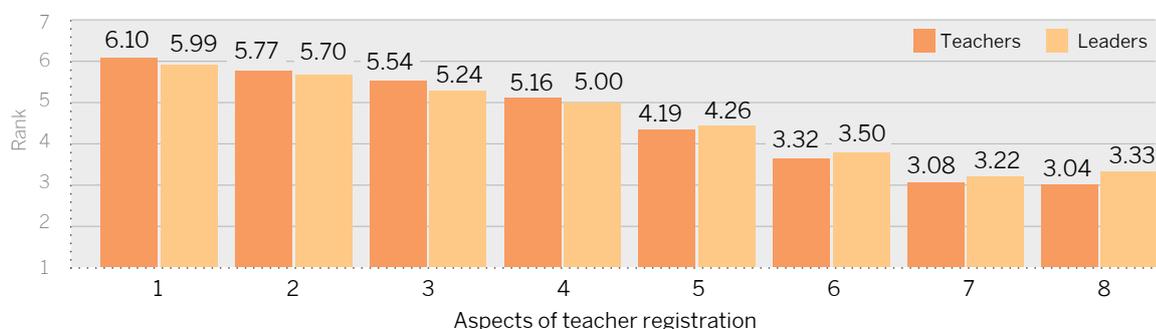- School or early childhood service type
- Employment status.

For example, early childhood teachers and leaders rated the important aspects of teacher registration similarly to school teachers and leaders.

Figure 8: Ranked importance (mean rank scores) of aspects of registration, all respondents[1]

As shown in Figure 9, the ranked order of importance of aspects of teacher registration was similar for teachers and leaders across the early childhood and school sectors.

Figure 9: Ranked importance (mean rank scores) of aspects of registration, teachers and leaders[2]

[1] In the survey this question required a minimum of 5 rankings. As such, respondents may not have ranked all eight aspects of teacher registration. These ranks are presented here as mean rank scores. The maximum number of respondents is 6,697.

[2] In the survey this question required a minimum of 5 rankings. As such, respondents may not have ranked all eight aspects of teacher registration. These ranks are presented here as mean rank scores. The maximum number of respondents is: teachers = 4,671; leaders = 1,534.

To what extent are key outcomes of teacher registration being achieved?*

Respondents were asked to indicate their level of agreement with the following statements. They were presented to respondents in a random order.

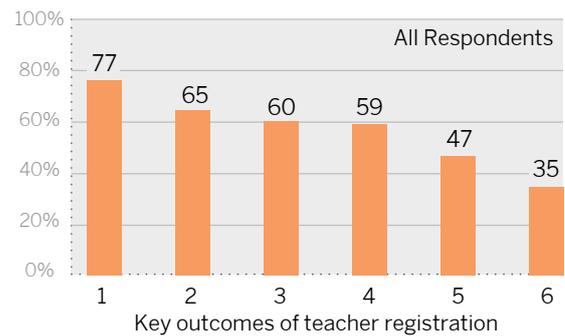|	Statement
1	Teacher registration ensures that teachers who do not hold a teaching qualification are not able to teach in the classroom/ learning environment
2	Teacher registration ensures that people who may pose a danger to children are not able to be registered as teachers and therefore are unable to teach
3	Teacher registration ensures that teachers undertake professional learning that is aligned to the Australian Professional Standards for Teachers
4	Teacher registration ensures that teachers undertake an appropriate amount of professional learning throughout the year
5	Teacher registration supports the professional recognition of teachers
6	Teacher registration contributes to improving teachers' professional practice

*Responses were recorded against 5-point scale ranging from strongly disagree to strongly agree.

Figure 10 indicates that generally respondents agreed that teacher registration ensures that teachers, without qualifications or who may pose a danger to children, are not allowed to teach. Conversely, less than half of all respondents agreed that registration supports the professional recognition of teachers and contributes to improving teachers' professional practice.

These trends in the extent to which respondents felt agreed outcomes of registration are being met was consistent across respondent characteristics including;
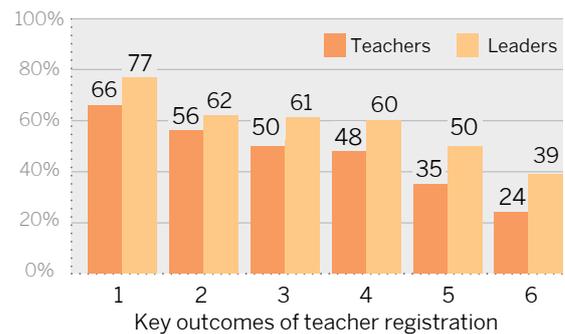
- Role
- Years' experience
- School or early childhood service type
- Employment status.

Figure 10: Proportion of all respondents (n=6,756) who agree/strongly agree that registration is achieving key outcomes.

As shown in Figure 11, teachers and leaders across the early childhood and school sectors demonstrated similarities in the outcomes they agreed are being achieved versus those which are not. Overall, leaders were more likely to agree that registration is achieving its key outcomes.

Figure 11: Proportion of teachers (n=4,710) and leaders (n=1,548) who agree/strongly agree that registration is achieving key outcomes.

Early childhood teachers and leaders: To what extent are key outcomes of teacher registration being met?*

In addition to the statements listed above, early childhood teachers and leaders were asked to indicate their level of agreement with the following statements.

	Statement
7	I can see the relevance of the Australian Professional Standards for Teachers to my practice
8	Registration of early childhood teachers is worthwhile

*Responses were recorded against 5-point scale ranging from strongly disagree to strongly agree.

Overall both early childhood teachers and leaders agreed the APST are relevant to early childhood teachers' practice and that registration of early childhood teachers is worthwhile.

Figure 12: Proportion of early childhood teachers (n=600) and leaders (n=175) who agree/strongly agree that registration is achieving key outcomes specific to early childhood teachers.

Qualitative data – Thematic analysis and comments

The survey included seven free text questions which captured qualitative data. In total, there were 6,686 responses to these free text questions. Around 20 per cent (1,252) of the comments were 'coded' into themes that were prominent and recurring throughout the free text responses. The themes are outlined below and include both overarching themes and cohort specific themes.

Mutual recognition

Mutual recognition was the most common theme from the qualitative comments. Many comments acknowledged the importance of mutual recognition, across jurisdictions, through ensuring a more reliable and easy system that could better service the profession and support quality teaching. Respondents were concerned about mutual recognition and emphasised that current inconsistent registration practice and the administration of processing a mutual recognition application was a barrier to efficient teacher mobility. Key themes emerging from the qualitative data included:

- Need for more national consistency to improve teacher mobility.
- Challenging workload to gather paperwork and evidence to satisfy the registration requirements for another jurisdiction.
- Lack of transferability between jurisdictions for teachers.

Comments

Need for more national consistency to improve teacher mobility

- *Mutual recognition should be uniform across the whole country*
- *Teaching need the same consistency with registration. Very frustrating because I move between WA & SA and to register in both seems crazy when there could be a single system/ organisation*
- *Consistency and recognition across states, less onerous portfolio requirements for new graduates.*
- *National process is required – the Standards exists for consistency and professionalising the profession, why not consistency with provisional to full, PL and fit and proper requirements when transferring.*

Challenging workload

- *I wanted to travel in 2013 and teach in each state but the individualised process for registration in each state in addition to the state costs prevented me from doing so - a national aligned system would have been helpful as I live on the NSW/Qld border and am required to hold two registrations with associated costs and high work load to follow up paperwork.*
- *Make it easier to transition between states. We all live and work in Australia and it is incredible that we are required to undertake further university training, follow up on more paperwork and evidence in order to work in another state.*
- *My husband has to move every year for work, which means that I have had to organise registration in NSW, Tasmania and South Australia. There is a lot of work involved. It's ridiculous and puts me at a disadvantage!*
- *It would be sensible if teachers could teach 'across' states, ie: if a NSW employed teacher could teach in another state if they moved. Reduce the paperwork, and the administrative burden – better sharing of information between the states is required.*

Lack of transferability between jurisdictions for teachers

- *Reciprocal recognition of teacher registration is not easy it should allow teachers to transfer between states and territories with more efficiency.*
- *A National Teacher Registration Database would be more efficient. I have had to apply for teacher registration in 3 different states yet I am basically doing the same job and I am a qualified teacher regardless of which state I choose to live. However I can't legally teach unless I have been registered in that state!*

- *Provide an Australia wide teacher registration that covers all States/Territories. This does not have to be a new body. Existing TRB's could continue as is, with each teacher registered automatically being registered in all other States. This should make it easier to transfer or move to other states and territories, especially if you live across the border of another state. I would be happy to pay extra for this, though I don't see how it would be too much more. There is a national curriculum, there is a national teaching professional standard, there is nationally consistent child protection, and there is nationally consistent teacher training. So, why not have national registration?*

- *As one who has moved between states and territories, Australia wide registration would be useful. It would also contribute to professional recognition. Are doctors registered separately in each state/territory?*

- *If teacher registration could be on a national basis, it would enable teachers to easily transition/transfer/move between states/ territories (borders as well), increasing the opportunities for work.*

Professional learning

A number of comments made reference to the need for continuous high quality professional learning for all teachers and mentors alike but especially for those beginning their careers. Key themes emerging from the qualitative data included:

- Most teachers agree that ongoing professional learning is important.

- It is important to have access to relevant and high quality professional learning programs

- Flexibility and affordability is important to encourage continuous development and teacher quality

- More support for professional learning programs from employers and teacher regulatory authorities.

Comments

Ongoing professional learning is important

- *Ensure that teachers continue to keep up to date with professional learning and be informed of new/improved practice such as changes to pedagogy, behaviour management etc.*

- *Continuous improvement and PL forces teachers to focus on a regular basis their status and progress in the profession and maintain teacher quality practices.*

- *Ongoing professional learning help teachers maintain pedagogy and content for relevant subjects -especially as new curriculum is introduced. This ensures maintenance of standards is fair and transparent for all. This should include executive level. PL is very*

important to maintaining a professional reputation.

Access to relevant and high quality professional learning programs

- *Professional learning should be relevant, be useful, and provide a service, not a gatepost to teachers. Link registration to our mandated Professional Development & lesson observation feedback processes within schools, stop making us provide proof of attendance at PD, rather ensure that we can teach, have taught, and are continuing to improve our practice by actually looking at our actual teaching.*

- *High quality professional learning programs should promote reflective practice at a level greater than what many teachers currently engage in. The writing of reflections linked to skill development and impact promotes clarity in thinking about their role to the PL program.*

- *Ensuring professional knowledge in a PL program is up to date on a regular basis is important for achieving consistent quality teaching practice.*

- *Access to high quality and relevant professional learning is important and helps with engaging teachers to stay in the profession.*

Flexibility and affordability

- *The best kind of professional learning, the type that has the most impact on student learning, is not necessary the registered courses. It's the type that is done in the classroom with a quality leader/supervisor working on authentically derived professional learning goals in a process that takes time. Reflection and observation with feedback should be part of the PL process. Greater flexibility is required.*

- *Teacher registration appears to rely too much on 'certification' of professional development and needs to be more flexible about the value of daily and interactive professional learning. PL needs to be affordable as well. More support from the school is required.*

- *Ensure the PD registration system is streamlined, flexible and accessible would encourage more teachers to participate in PL.*

- *Teachers need easy and affordable access to information and training pertinent to professional practice and maintaining as high standard of education.*

- *ALL teachers should be given the opportunity to participate in affordable training outside of school hours and more flexibility of choice of PL programs should be allowed for teachers.*

More support for professional learning

- *Time to engage deeply in relevant professional development. Establishing supportive learning environments for all teachers. Employers should allow for teachers on parental leave to engage in professional learning that does not place extra stress on their home lives. That is, consider a leave of absence rather than insisting on the same number of hours completed while on leave or carrying the balance over.*

- *Accessing quality professional learning is important – there are not enough quality programs. Ensure teachers are accountable for their professional growth and that they have continued to question and trailed best practice. This approach needs to be supported more by the Employer and the TRB to oversight (to make sure employer is supporting the profession with PL).*

- *More support in workplace is required for PL.*

- *Employers to be responsible for professional training requirements.*

Early childhood teachers

The main challenges to emerge from the comments that were specific to early childhood teachers were issues around the Teacher Standards. Comments by early childhood teacher respondents included; wording and philosophy within the Teacher Standards, training and professional development for early childhood teachers in schools were predominantly based on primary school teachers rather than tailored specifically for early childhood teacher. Key themes emerging from the qualitative data included:

- The Teacher Standards should reflect early childhood teacher learning environment and include inclusive language.

- Professional learning is a challenge for most early childhood teachers, especially in single-teacher-settings, rural, remote and regional locations.

- Early childhood teachers want professional recognition and to become a part of the teaching profession.

- There is a need for mentors and support for early career early childhood teachers moving from provisional to full registration.

- Teacher regulatory authorities and employers should work together to support early childhood teachers to access affordable and quality professional learning.

Comments

Australian Professional Standards for Teachers

- *The AITSL professional standards are biased towards middle and senior school teachers and much of the wording and concepts do not align with Early Childhood teaching practice or philosophy*

- *The direction and phrasing of the current professional standards make it challenging for EC teachers working as teachers in Long Day Childcare with children from birth to 5 years to move from provisional to full registration.*
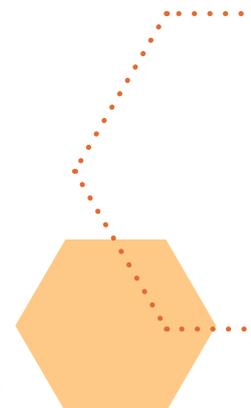
Professional learning

- *As a regional teacher I find it difficult to access the relevant professional learning that is accepted by AITSL. Many of my colleagues who have been in the area for a while have found it challenging to find new PDs to undertake.*

- *In the childcare centre it is difficult to do the professional learning required and requesting a letter of proof from employers who really don't understand the process as the company is managed interstate.*

- *Lack of really quality professional development in rural and regional areas.*

Professional recognition

- *Having my registration recognises the years of effort and struggle it has taken to achieve my qualifications. It is one step in the right direction to acknowledging that our knowledge base is just as important as that of the upper years. We are privileged enough to work with children during the most foundational years of life, with all the challenges and joys that entails. My registration recognises my place in that foundational journey for my students.*

- *There needs to be professional recognition for teachers in the Early Childhood sector. It is difficult when we are often seen as childcare workers or educators with lesser qualifications and experience.*

- *When a teacher works in a Long Day Care setting with children 4 -5 years they are not given the same professional recognition or terms and conditions that a Teacher in a prep Class receives even though they are teaching children in their most formative years and have the same degree.*

Support from provisional to full registration

- *Not finding a mentor teacher is the major barrier to achieving full registration. Being advised to use a primary school teacher as a mentor teacher when they are not in the same pedagogy/curriculum sector is not helpful.*

- *Lack of mentor teachers. Inquiry based question for full registration. Lack of full time employment to complete full registration process. Lack of professionalism knowledge from Directors/Centre Coordinators in long day care*

- *For provisional teachers finding a mentor can be very challenging in EC settings. Working in a standalone kindergarten finding time to complete the 20 hours of PD can be very challenging (especially if only working part time) most must be done without getting paid for your time and teacher must cover the PD registration costs, unlike school settings*

Role of teacher regulatory authorities and employers

- *Many early childhood teachers work in isolation so having their practice assessed can be quite difficult – current practice and arrangements are not supportive. The TRB and employer should work together to help support ECTs in single teacher settings for PL and achieving full registration.*

- *Employers do not do enough to support ECTs with PL. The number of hours required for professional learning to maintain registration should be pro-rata for part time staff and relief teachers.*

- *Lack of understanding of the process while it is still relatively new for ECTs means that the process and arrangements is still primarily administrative and motivated by a compliance mind set. Better communication and information should be provided either by employer or TRB. Until teachers feel confident that they understand the administration requirements they need to complete to be compliant they will be able to see beyond these things to recognise that teacher registration is not just another regulatory hoop that they must jump through.*

Vocational Education and Training provided in schools

Many responses indicated that the biggest barrier faced by VET teachers was associated with cost and financial viability along with professional recognition. Some VET teachers could not see a benefit in working as a VET teacher in school if they earned more money and recognition working in their industry.

Themes emerging from the qualitative data included:

- VET teachers are not professionally recognised equal to teachers.

- Professional learning and maintaining currency of industry skills is a challenge while teaching in a school.

- Registration process is seen as a barrier for VET teachers to teach in secondary schools

- Greater support is required for VET in school teachers by employers and Teacher regulatory authorities.

Comments

Professional recognition

- *Training and educating students are equally valuable but fundamentally different. Not all trainers make good teachers and importantly. Not all teachers can train, well. We need both in schools but they don't necessarily need parity of remuneration, working conditions or levels of responsibility. All are accountable but we need more differentiation in our staffing profiles in schools, without some of the restrictive regulations and barriers... we need more creative thinking about how we provide learning for students, community and staff. We need to broaden our views and thinking in terms of what is genuinely best in the interests of our children and society. All teachers teaching students/learners should be respected and recognised as teachers as one profession.*

- *Inability to recognise other qualifications e.g. must have a VET teach/assess with English qualification when you already have a Masters in English and a Grad Dip Ed and teaching experience in a school. VET teachers also need to be recognised as part of the teaching profession.*

- *As a VET qualified registered teacher I am appalled at the lack of professional standing of teachers in VET community*

- *Some VET educators could provide a much higher level of teaching in some discipline areas, e.g. photography, Early childhood (childcare) cooking. However are restricted due to no teacher registration.*

Professional learning and maintaining currency

- *As a qualified VET teacher in a High School, I am not allocated any more time to complete all the demands of a VET course than I am any other subject. No additional time to maintain currency, visit students in the workplace, upload all documentation to system, meet and attend all AUDIT requirements. The amount of work involved to meet currency and PLis too much.*

- *TAFE compliance requirements are extreme and unnecessary. Rarely are we included in PL at the school and yet we have to meet currency requirements of our industry skills. This is a burden to VET teachers trying to meet both requirements.*

- *The is far too much work and extra duties placed on VET teachers that people are moving out of the VET field regardless of its importance in a student's educational journey. The amount of paperwork is ridiculous, the continual upgrading becomes overbearing,*

meeting currency and compliance for VET qualifications, and then schools, parents and community do not value the VET subject as a viable alternative.

Registration process is a barrier

- *There is a barrier for teachers to get time in their load to maintain currency, authentic industry connection and registration.*

- *The amount of work to maintain industry competency, teacher registration and currency is outrageous and not possible to maintain. The expectations are ridiculous!!!*

- *VET requirements of paperwork are an incredible burden adding hours of 'busywork' that could better be spent teaching and learning. Registration process expounds the amount of paperwork. Registration should be streamlined.*

Support required for VET teachers in schools

- *The amount of paperwork required of VET teachers is prohibitive, the constant need to retake qualifications and the cost is also. The VET organisations do not recognise the standards as prior learning, therefore we have to do many of them twice, especially those around differentiation for students including indigenous issues. Executive do not understand the different requirements and demands on VET teachers and insist ion seeing VET as exactly the same as any other class, they also put difficult students into VET courses in the belief that that is appropriate. We are employed fine but there is so many hurdles to overcome that many VET teachers are put off actually working in the VET area.*

- *Not all VET teachers are qualified in educational theory/behaviour management or have a repertoire of teaching strategies. There is lack of support from the school/ employer to help VET teachers to gain knowledge in this area.*

- *VET is an industry standard recognition rather than an educational one. Teachers are not always the best people to teach VET, industry people are more qualified. However industry people are rarely qualified to teach. Support from the employer to achieve teaching skills for secondary school would help.*

- *Most VET teachers don't hold the relevant teaching qualifications, nor do they receive support for their professional development to help meet the gaps, understanding pedagogy.*

Entry to the profession

Many responses were themed around difficulties associated with pre-registration. Difficulty in obtaining a mentor was identified as an issue, particularly for those teachers living in rural locations or working in early childhood education centres. The transition from provisional to full registration was one of the main challenges faced by graduates with difficulty in reaching the hours required for professional development, finding a mentor and receiving the information, communication and support needed for this process. Key themes emerging from the qualitative data included:

- Early career teachers are seeking more support to move from provisional to full registration.

- Early career teachers need access to high quality mentors and programs to support their growth into the profession.

Comments

Provisional to full registration

- *The process of changing registration from provisional to full registration is extremely difficult for many teachers, and hence why I have not yet changed over. My workload within the classroom setting, with the very diverse needs of my 27 students, does not allow me the time to complete this process. I already work many additional hours outside school times just to meet ongoing demands of the department, senior staff and my students. I know I already meet the professional standards required of teachers. My principal and other senior staff visit our classrooms daily and always provide positive feedback. If there was an issue they would say something.*

- *Current method of going from provisional to fully qualified is a lot of work. More support is required from the principal to support us to move to proficient.*

- *Reduce or eliminate the need for a portfolio and replace with something such as principal observations or survey. The portfolio adds pressure and stress on already heavy workloads and busy new teachers trying to adapt to the school environment.*

Mentoring and professional learning

- *Make it easier to find mentors or change the process to ensure it is equal for all teachers wishing to become registered.*

- *Pay mentors for time and work in mentoring provisional teachers*

- *Mentors should be paid and their places of employment should be provided with backfill*

- *Establishing regional mentor/support networks/groups for provisional teachers to become proficient and for proficient teachers to remain accredited*

- *Help get mentors. More training on what is needed to move to full registration More accessible PL training*
- *More support for graduating teacher to apply and move up to full registration. Better support system for mentors and graduates to find each other*

Employment mode – Casual teachers

Comments from casual teachers reflect the sentiment that they felt they were treated with less respect and had much more difficulty with maintaining registration due to working less and/or fluctuating hours. As they were not permanent staff members, many of the professional development seminars and workshops were not inclusive of casual staff and they had to seek these out and pay for them of their own accord. The below comments were mostly issues that affected and are unique to casual teachers (a large proportion of which are assumed to also be new to the profession). Key themes emerging from the qualitative data included:

- Casual teachers have difficulty moving from provisional to full registration
- Casual teachers would like more support and to be included in the professional learning programs to support renewal of registration.
- Casual teachers would like to see greater flexibility in terms of professional learning hours e.g. consider a pro-rata option.

Comments

Difficulty moving from provisional to full registration

- *As a casual teacher, I teach to uphold all of the teaching standards, yet I have no access to mentors or stewardship to help guide or instigate a pathway to full registration. Curious to know how the treatment of casual teachers compares with casuals in medical and legal professions who require full registration.'*
- *Greater support for casual teachers (who are unable to gain full-time employment) access to professional development to stay registered. Very difficult to move from Provisional to Full Registration – left out of the support and communication loop by schools and TRB.'*
- *Casuals registered but feel 'invisible', maybe feeling more equal to full/part time teachers by the way they are treated by the industry and support is required for PL and moving to full registration.*

More support for professional learning

- *It assumes that all teachers across the state have the same access to accredited courses/ professional learning programs. This is not the case. It disadvantages teachers who are casual, who are not in metropolitan areas and are not assigned to a specific school. It has not been made compulsory for schools to offer their casual teachers the opportunity to attend staff development days. Instead it is by invitation only. Casual staff do not have a right to attend staff development days. Therefore it makes it incredibly hard to maintain hours while casual. I am all for professional development and a set number of hours. I do think more needs to be done in relation to the access to those hours in order to complete them and maintain registration/employability, especially when a simple solution to assist with meeting a number of those hours would be met by attending local staff development days.*
- *Some improvements could come from: Acknowledgment and support for the casual work force, and meeting their status, professional needs and development. To improve the treatment of casual teachers by industry, colleagues and students via a system of professional standards that have been developed from new inclusive, cultural thinking. Acknowledging the competitiveness of gaining permanency may help recognise the "invisible" teaching workforce who do not have secure employment, yet are registered regardless. Acknowledging the relationship with students, parents and the wider community, and the role this relationship has within a teaching role. Acknowledging the reporting procedures all teachers must adhere to.'*

Greater flexibility for professional learning hours

- *At present, casual teachers have do the exactly the same amount of PD as a full time teacher to maintain registration. There currently appears to be a shortage of casual teachers. Many of my colleagues have given up casual teaching as the requirement for registration is 20hrs Professional Development. This is the same as a full time teacher. Perhaps thought could be given to a pro-rata arrangement, maybe dependent upon your days of work from the prior year. Flexibility is required.*
- *The current PL system does not allow for sufficient flexibility for casual teachers and even part-time teachers.*
- *There are problems with the PL requirements, particularly difficult for part time and casual teachers to get access, also an affordability issue sometimes for these categories. I don't think part time and casual teachers feel supported by the system.*

Survey methodology
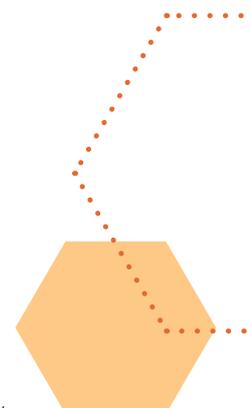
The survey comprised of the following components:

- Questions collecting demographic information from all respondents.

- Questions measuring the extent to which respondents believed key functions of registration were important. These questions were used as a proxy for understanding respondents' awareness of key concepts of registration. The results present the mean score for each item (8 items in total) out of a possible score of 8. A high mean score indicates the item has been ranked as an important aspect of registration. Respondents were required to prioritise each of the eight items from highest to lowest with a minimum of 5 rankings required.

- Questions measuring the extent to which respondents believed key outcomes of registration were achieved. The results present the proportion of respondents who agreed or strongly agreed that the stated outcome is well-supported by registration. The measure used in this question was a 5 point Likert scale ranging from 'Strongly Disagree' to 'Strongly Agree'.

- Free text questions, providing respondents an opportunity to present their views on teacher registration more broadly. There were 6,686 responses comments provided with 1,252 (20 per cent) responses analysed. Responses were segmented from several pre-identified cohorts as follows;

  o Early childhood teachers: There were 778 comments across two questions specifically asked of early childhood teachers and of those, 271 (35 per cent) comments were analysed.

  o Vocational Educational and Training teachers: There were 248 comments across two questions specifically asked of Vocational Educational and Training teachers and of those, 134 (54 per cent) comments were analysed.

  o Early career teachers: Defined as having less than or equal to 5 years teaching experience were not asked any specific questions, however, their responses were filtered and analysed. There were 1209 comments and of those, 159 (13 per cent) were analysed.

  o Comments were not broken down or asked by employment mode but an ad-hoc analysis was conducted looking at a small sample of randomly selected comments from teachers work as a casual teacher or relief teacher.

Survey quality

A large number of responses were collected (n=6,756), which provides a reliable sample of education professionals for the purpose of this analysis. However, responses were self-selected as teachers chose to participate in the survey, rather than being randomly selected from the teaching workforce. Due to the nature of the survey methodology, the sample may not be representative of the wider teaching population.

Survey (Free text questions)

- Please list any other important benefits of teacher registration, if you can think of any (Note - excludes early childhood-based respondents)

- Please list any other important benefits of early childhood teacher registration, if you can think of any (Note - includes early childhood-based respondents only)

- What are the challenges associated with early childhood teacher registration? (Note - includes early childhood-based respondents only)

- In what ways (if at all) could teacher registration be improved? (Note - excludes early childhood teacher respondents only)

- In what ways (if at all) could teacher registration be improved? (Note - excludes early childhood teacher respondents only)

- Are there barriers to employing quality Vocational Education and Training teachers/trainers in schools? (Note - includes senior secondary - year 11 and 12 and VET respondents only)

- As a Vocational Education and Training teacher in school, what's your experience of teacher registration? (Note - includes VET responding only)

- Is there anything else you'd like to say about teacher registration? (All respondents)

Appendix H: Glossary

Alternative authorisation to teach

Provision, in clearly defined circumstances and under specified conditions, for persons who are not eligible for registration to teach. There are two categories: to address workforce shortages and pathways to registration.

Australian Children's Education and Care Quality Authority (ACECQA)

An independent national authority that assists state and territory governments in implementing the National Quality Framework (NQF) for early childhood education and care.

Australian Institute for Teaching and School Leadership (AITSL)

A national institute that provides national leadership for the Australian states and territories in promoting excellence in the profession of teaching and school leadership.

Australian Professional Standards for Teachers (Teacher Standards)

A public statement of what constitutes teacher quality. The standards are organised into four career stages: Graduate, Proficient, Highly Accomplished and Lead. The seven standards fall into three teaching domains: Professional Knowledge, Professional Practice and Professional Engagement.

Australian Teacher Performance and Development Framework

A national framework that highlights what is required to build a comprehensive and effective approach to high performance and development in the teaching profession. Endorsed by Education Ministers in 2012.

Australian Teacher Workforce Data Strategy (ATWD)

A national project to connect Initial Teacher Education and teacher workforce data from around Australia.

Career stage

Benchmarks that recognise the professional growth of teachers throughout their careers, represented by increasing levels of knowledge, practice and professional judgement. There are four career stages in the Australian Professional Standards for Teachers: Graduate, Proficient, Highly Accomplished and Lead.

Council of Australian Governments (COAG)

The peak intergovernmental forum in Australia. Members are the Prime Minister (Chair), state and territory First Ministers and the President of the Australian Local Government Association.

Education Council

The COAG Education Council provides a forum through which strategic policy on school education, early childhood and higher education can be coordinated at the national level and through which information can be shared, and resources used collaboratively, to address issues of national significance.

Fit and proper

A measure of character by which a person is assessed to be suitable to hold a position of trust and/or responsibility.

Full registration

Full registration is gained when a teacher demonstrates achievement of the Proficient career stage of the Australian Professional Standards for Teachers and all other requirements of teacher registration.

Graduate teacher

A person who has completed a qualification that meets the requirements of a nationally accredited program of initial teacher education. The awarding of the qualification means they have met the Graduate Teacher Standards.

HALT

Highly Accomplished and Lead Teacher

Highly Accomplished teacher

A person who has been nationally certified at the Highly Accomplished career stage of the Australian Professional Standards for Teachers. The teacher is a highly effective and skilled classroom practitioner, and routinely works independently and collaboratively to improve their own practice and the practice of their colleagues.

Initial teacher education

The delivery of an accredited entry level course designed to produce graduates who meet the qualification requirements for teacher registration.

Lead teacher

A person who has been nationally certified at the Lead career stage of the Australian Professional Standards for Teachers. The teacher is recognised and respected by colleagues, parent/carers and community members as an exemplary teacher.

Melbourne Declaration

The Melbourne Declaration on Educational Goals for Young Australians articulates nationally consistent future directions and aspirations for Australian

schooling. It was agreed by all Australian Education Ministers in 2008.

Mutual recognition

A principle by which a person who is registered for an occupation in the first jurisdiction is entitled, after notifying the local registration authority of the second jurisdiction, to be registered in the second jurisdiction for the equivalent occupation. Governed by the Mutual Recognition Act 1992.

National Quality Framework (NQF)

A national approach to regulation, assessment and quality improvement for early childhood education and care and outside school hours care services across Australia.

National Quality Standard

Sets the benchmark for early childhood education and care and outside school hours care services under the NQF. Includes seven quality areas that are important outcomes for children.

2011 National Framework for Teacher Registration

A nationally consistent framework for the registration of teachers in all states and territories. It has eight key elements.

Pre-registration

Registration of pre-service teachers during their initial teacher education studies, enabling entrants to initial teacher education to be recognised as members of the teaching profession from the beginning of their program.

Pre-service teacher

A student enrolled in an accredited initial teacher education program.

Proficient teacher

A person who has met the requirements of full registration through demonstrated achievement of the Australian Professional Standards for Teachers at the Proficient career stage.

Provisional registration

Provisional registration is gained when a teacher demonstrates achievement of the Graduate career stage of the Australian Professional Standards for Teachers.

Registration renewal

The maximum period of registration is 5 years. To continue to hold full registration, teachers must undergo a periodic process of renewal. Requirements including suitability, professional practice, professional learning against the Teacher Standards must be met. The renewal period varies between states and territories.

Registered Training Organisation (RTO)

Training providers registered by Australian Skills Quality Authority (or in some cases a state provider) to deliver vocational education and training (VET) services.

Royal Commission

The Royal Commission into Institutional Responses to Child Sexual Abuse

School/early childhood service

Any site dedicated to the learning of children and young people, including early childhood services, primary, middle and/or secondary schools or their equivalent.

STEM education

The learning of science, technology, engineering and mathematics as an interdisciplinary or integrated approach.

Teacher accreditation

The process by which a teacher in New South Wales meets the Australian Professional Standards for Teachers at one or more the following career stages in teaching: Conditional/Provisional; Proficient; Highly Accomplished or Lead Teacher. Commonly referred to as teacher registration in other states and territories.

Teacher registration

The process by which a teacher in all states and territories (except NSW) meets the Australian Professional Standards for Teachers at the Graduate career stage (Provisional registration) or the Proficient career stage (Full registration). Referred to as teacher accreditation in NSW.

Teacher Education Ministerial Advisory Group (TEMAG)

Intergovernmental advisory group that advises the Commonwealth Government on how teacher education courses could better ensure new teachers have the right mix of academic and practical skills needed for the classroom.
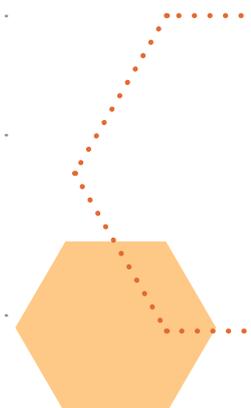
Teacher regulatory authority

An organisation responsible for teacher regulatory functions including teacher registration. It may include various other functions such as accreditation and/or certification within each state or territory.

Teaching performance assessment (TPA)

A tool used to assess the practical skills and knowledge of pre-service teachers against the Graduate Teacher Standards in the final year of their initial teacher education program.

Vocational education and training (VET)

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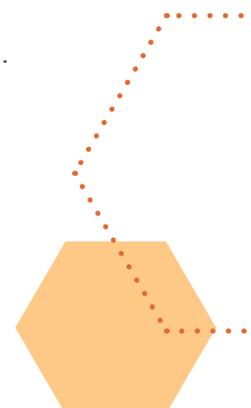Teacher Educational Ministerial Advisory Group (TEMAG) Report *Action Now: Classroom Ready Teachers*, 2014.

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Appendix J: Mapping Teacher Regulatory Authorities' Suitability Policies

		TRB WA	TRB SA	TRB NT
Working with Children Checks (WwCC) [1]	Registration requirements for teachers	✓	✓	✓
	Regulatory authority's role regarding pre-service teachers		✓	
National Criminial History Check (NCHC)		✓	✓	✓
Provision to seek additional information for meeting the suitability requirement.		✓	✓	✓
Legsilation and policy relating to impairment/mental health for the purpose of holding registration		✓	✓	✓
Regulatory authority's responsibility for major disciplinary process and appeals mechanism.		TRB WA and employers of registered teachers may conduct investigations. The Board refers TRB WA cases to to the State Administrative Tribunal (SAT) if seeking cancellation of registration. TRB WA disciplinary committee or Board may suspend. Review of decisions to SAT.	TRB SA and employers conduct investigations and enquiries. Decisions from investigations reside with the Board to decide to conduct a hearing to prosecute the matter. Appeals referred to the Administrative and Disciplinary Division of the District Court.	TRB NT conducts preliminary investigations and inquiries. The Board determines outcomes following investigation. Appeals referred to the Local Court.
Information shared with other teacher regulatory authorities.		Matters that are referred to SAT and outcomes of disciplinary cases including cancellation of registatration are shared with other teacher regulatory authorities.	TRB SA shares information such as, notifications, commencement of investigations, outcomes of disciplinary cases and any other information that is deemed relevant. TRB SA also shares information with other teacher regulatory authorities in accordance with the Mutual Recognition Act.	TRB NT notifies teacher regulatory authoroities on its own initiative if it suspends, cancels or disqualifies a teachers' registration. The TRB NT has a general power to share information with other teacher regulatory including information in accordance with the Mutual Recognition Act.

[1]   Each jurisdiction has an equivalent Working with Children Check (WwCC), however these are named differently in each jurisdiction.

QCT	NESA	TQI	VIT	TRB TAS
✓	✓	✓	Registered teachers are exempt from a WwCC, however an extensive NCHC is undertaken.[3]	✓
		✓		✓
✓	The NCHC is conducted as part of the WwCC.	✓	✓	✓
✓	x	✓	✓	✓
✓	x	✓	✓	✓
QCT conduct investigations. Queensland Civil and Administrative Tribunal hears matters, reviews and appeals.	Employers conduct investigations. Outcomes provided to NESA. NESA undertakes internal appeals. Final appeals referred to NSW Civil and Administrative Tribunal.	Employers conduct investigations. Outcomes provided to TQI for appropriate regulatory action. Appeals referred to ACT Civil Administrative Tribunal.	VIT investigates conduct and then a Council Committee may refer to a hearing panel. Determinations of a panel are appelable to the Victorian Civil Adminstrative Tribunal.	TRB TAS is responsible for conducting investigations and inquiries.
QCT shares information such as, notifications, investigations and outcomes of dicisplinary cases and other matters relevant to regulatory functions through consent of teacher, Information Sharing Arrangement or where otherwise legislatively permitted e.g. Mutual Recognition Act.	NESA shares information relevant to, suspensions and revocation decisions related to discipline and incompetence (failure to meet the professional teaching standards).	Notifications and sanctions applied by TQI is shared with other teacher regulatory authoities.	VIT shares information related to notifications and outcomes of disciplinary cases.	TRB TAS shares information related to notifications and outcomes of disciplinary cases.

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2   In Victoria registered teachers are not required to have a Working with Children Check. This is because registered teachers are subject to extensive criminal history screening and weekly monitoring by VIT which is similar to the WwCC. In addition to this, registration is only granted by the VIT to teachers who are appropriately qualified and assessed by the VIT as 'suitable to teach'.