

Schools

Workforce

Development

Strategy

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1. Executive summary

The findings and recommendations summarised in this document are the results of a 14-week study conducted by The Boston Consulting Group (BCG) and commissioned by the Victorian Department of Education and Training (DE&T). BCG's brief was to design a long-term workforce development strategy as a key input into Minister Kosky's Blueprint for Government Schools. Several separate but parallel streams of work, commissioned by DE&T and undertaken by other organisations and groups, have also contributed to this agenda.

The strategy described in this document is informed by desk research, analysis and consultation, and shaped by:

- The government's policy objectives for schools;
- Exploration of likely future directions in schools and education over the next 10-15 years; and
- School visits, supplemented by a workforce survey, to understand the current workforce development issues in the Victorian Government School (VGS) system.

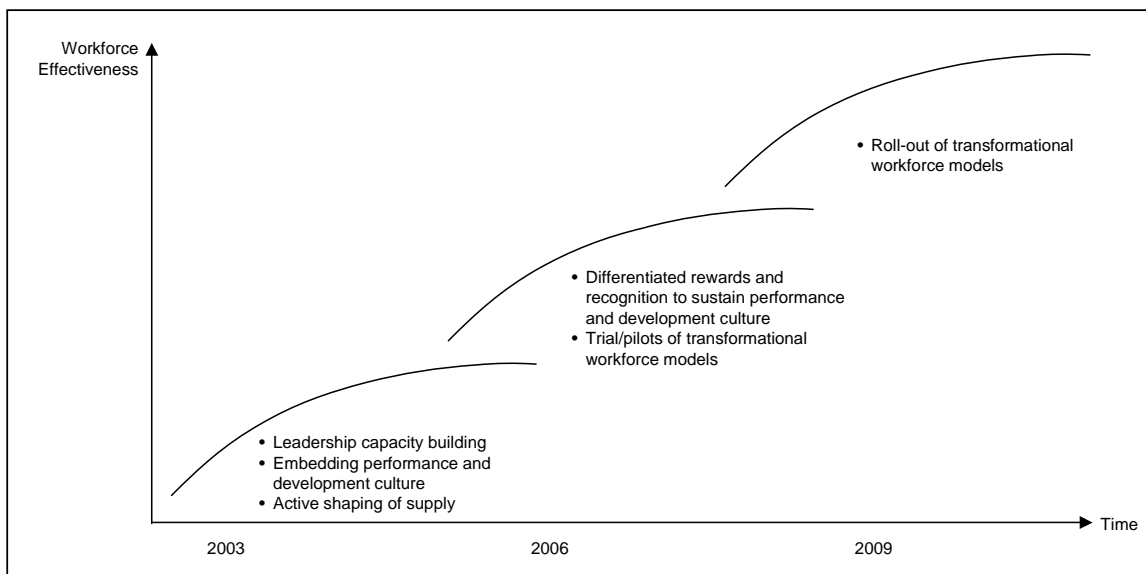
We observed some excellent workforce development practices in parts of the VGS system, which have strongly influenced the strategic direction recommended in this document. These practices are comparable with those we see in leading private and public sector organisations. Examples include effective mentoring and coaching of teachers and principals; providing teachers with rich, constructive feedback on their effectiveness from a variety of sources; the use of student feedback; innovative models for peer-to-peer learning; and excellent models of leadership development.

However, these practices are not widespread across the VGS system. Most teachers do not benefit from an excellent workforce development environment. The early phases of the strategy laid out in this document are designed to close the gap by building on some of the excellent workforce practices in the school system today.

The recommended strategy is designed to work in Victoria's self-managing schools model. This model has many benefits and is in line with international trends, but it imposes constraints on the Department's ability to mandate certain activities in schools. The recommended workforce development strategy identifies the 'levers' DE&T can use in this environment to promote the adoption of excellent workforce development practices across the VGS system.

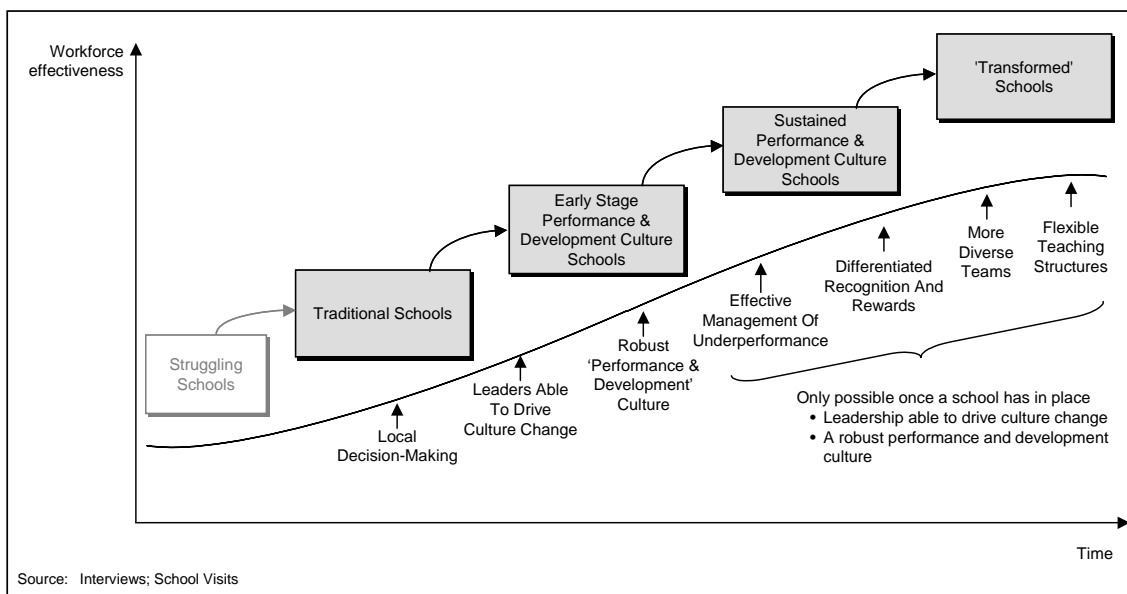
The proposed strategy has three phases, as illustrated in Exhibit 1. The emphasis in the first 3-5 years is on raising workforce effectiveness to the level we observe in some parts of the system today. This will create a platform for transformational change in the next phase of reform.

Exhibit 1: Phasing of proposed workforce development strategy



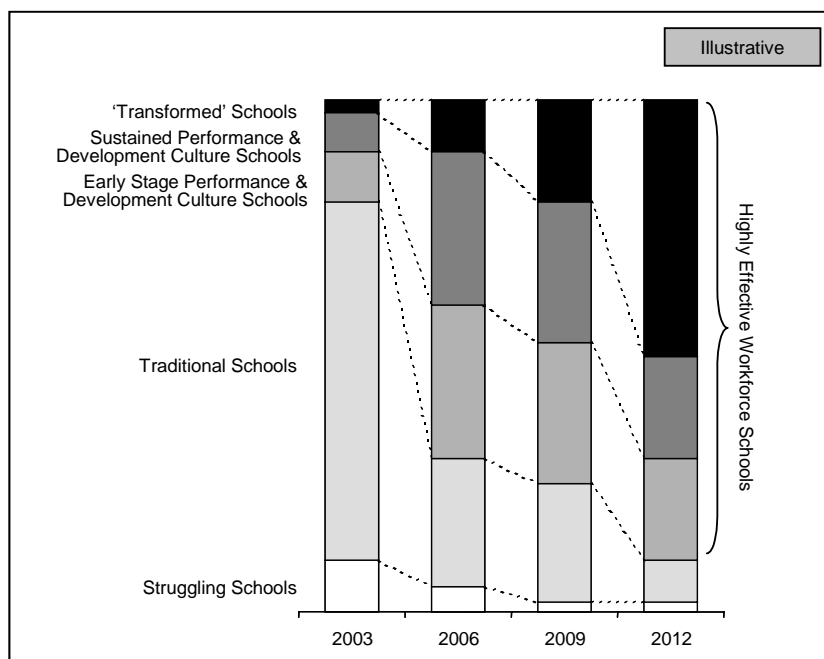
The recommended strategy is phased because Victorian Government schools are at different points along the ‘school evolution’ curve (Exhibit 2). Schools that try to move towards new models of teaching and learning without effective leadership and a strong performance and development culture are likely to fail.

Exhibit 2: ‘School evolution’ curve



The workforce development strategy proposed in this document is designed to manage the migration of Victorian Government schools along this curve. As illustrated in Exhibit 3, we believe that most of these schools are in the 'traditional' category, with much smaller numbers in the 'early stage' and 'sustained performance and development culture' categories. A very small number of schools have elements of the transformed model today, but none are 'fully transformed'. The major focus between now and 2006 will be to move the vast majority of schools from the 'traditional' category to the 'performance and development culture' categories, while encouraging those schools already in those categories to pilot more transformational models.

Exhibit 3: Migration of schools over the next 10 years



The objectives for the first phase of the workforce development strategy are to:

- **Build leadership capacity by:**
 - Investing in leadership development, including the establishment of mentors and coaches for all principals;
 - Using a balanced scorecard approach to leadership performance management;
 - Introducing an accelerated development program for high potential leaders; and
 - Reducing administrative workload – particularly in smaller schools.

- **Create and support a ‘performance and development culture’¹** by:
 - Encouraging the widespread use of multiple sources of developmental data on teacher effectiveness in order to provide constructive, actionable feedback to teachers;
 - Encouraging all Victorian Government schools to become accredited as ‘performance and development culture’ schools by 2006;
 - Supporting the transfer of excellent performance and development practices across the VGS system; and
 - Supporting the broad adoption of induction mentoring for all beginning teachers.
- **Actively shape workforce supply** by increasing the role of the Department in:
 - Ensuring the appropriate composition of teacher supply – particularly in relation to subject mix;
 - Ensuring the appropriate distribution of teacher supply – particularly in the case of rural and other hard to staff areas; and
 - Streamlining current recruiting processes to reduce cost and time.

The establishment of a more robust ‘performance and development’ culture in the majority of schools will create a platform for the next phase of system improvement:

- Increased differentiation in recognition and rewards based on performance, which will help sustain the performance and development culture in schools. This differentiation could potentially include the development of an improved career structure for teachers.
- The piloting and rollout of transformational workforce models that will provide a step-change in workforce effectiveness. These transformational models are not fully developed at this stage. However, based on emerging models here and overseas, these models are likely to involve greater engagement with the community; greater use in schools of non-teacher professionals, including content specialists, welfare specialists and teaching assistants; more flexible approaches to class formats and timetabling; and the creative use of ICT to deliver new forms of collaboration and learning. Schools that have a sustained performance and development culture should be encouraged to pilot some of the transformational models.

Twenty-seven initiatives have been developed to support the achievement of the 3 to 5 year objectives. They are discussed in Chapter 7 of this document and listed in Appendix B. Chapter 8 describes the initiatives, at a high level, for the next phase of change.

¹ The term ‘performance and development’ integrates the more traditional terms ‘performance management’ and ‘professional development’

2. Introduction

The Boston Consulting Group (BCG) was asked by the Victorian Department of Education and Training (DE&T) to determine a long-term workforce development strategy for the Victorian Government school (VGS) system. The assignment, which was completed over 14 weeks, involved desk research and analysis, as well as wide consultation with stakeholders and informed parties from other jurisdictions. In the course of the assignment we:

- Visited 25 Victorian schools and, in most of them, held discussions with the principal, the leadership team and a cross-section of teachers;
- Surveyed 226 teaching and non-teaching staff in 10 of these schools;
- Attended focus groups and roundtable discussions with principals and teachers from a larger group of schools;
- Visited major stakeholder groups;
- Met with a range of academics and other education specialists;
- Met with key educational specialists at the OECD and several leaders of the UK school reform process; and
- Consulted widely within DE&T (including the Regions), Department of Premier & Cabinet (DPC); and Department of Treasury & Finance (DTF).

We are grateful for the time and assistance provided by all these contributors, and in particular to the principals and teachers who opened their schools to us. Appendix A lists the individuals and organisations without whose help this assignment could not have been completed.

2.1. Objectives and scope

BCG's brief was to develop a long-term school workforce development strategy as a key input into the Minister Kosky's Blueprint for Government Schools. Our brief stated that in developing the strategy, we should consider:

- The implications of the Government's education and training policy objectives, strategies and targets;
- Overseas and Australian best practice models and their applicability to the Victorian Government school environment;
- The implications of major change (e.g. information and communication technology, curriculum reform) on the teaching profession;
- Demographic trends and profiles from both a teacher workforce and a student perspective;
- The current level of teaching workforce capability;
- The cause and extent of imbalances in teacher supply and demand; and
- Key levers for workforce transformation.

Several areas were outside the scope of our review, although our recommendations will have some impact on them. These include:

- The workforces of DE&T and the Regions, although many of our recommendations involve these groups and some realignment will be needed to support the implementation of the strategy;
- The broader school improvement agenda, beyond the workforce – our recommendations will contribute to this, but we have not addressed all the issues the broader agenda contains.

In addition, the workforce development strategy laid out here does not include specific recommendations in relation to workforce issues for ‘struggling schools’.² The strategy will not be sufficient to deal effectively with the small number of schools that have the most severe challenges.

Other streams of work have contributed to the Minister’s Blueprint, including the work of the Ministerial Leadership Groups on:

- School Improvement;
- Teacher Learning;
- Curriculum; and
- Excellence and Innovation.

Our work is separate from these streams, although related to and, as far as possible, informed by them.

In the following chapter, we describe the self-managing schools environment in which DE&T’s workforce development strategy must operate.

² These are schools where student outcomes are significantly below benchmark levels and declining.

3. The self-managing schools context

The VGS system operates in a self-managing environment, where decision-making in key areas is devolved to principals and/or school councils. These areas include delivery of curricula, major HR decisions (e.g., hiring and firing, the number and types of resources deployed in a school, and the way that human resources are utilised), and financial and facilities management.

A self-managing schools environment is consistent with international trends in schooling and increasingly accepted by local stakeholders. It is also consistent with a trend in other private and public sector organisations to devolve – insofar as possible – accountability to the front line. Having enhanced local accountability, the model is also encouraging outstanding innovation in some schools.

However, self-management does have some drawbacks that need to be managed. Smaller schools can suffer scale disadvantages that make the provision of certain services or activities uneconomic. In addition, the weight of administrative responsibility carried by school leaders in a self-managed environment can detract from their core leadership tasks.

Self-management also imposes some constraints on the Department and Government. It can slow the implementation of policy changes across schools. Table 1 shows what can and cannot be achieved by a centrally driven workforce development strategy.

Table 1: Opportunities and constraints in schools workforce development

DE&T Can ...	But Not ...
Set a clear policy direction to be implemented in the VGS system but not micro-manage school implementation
Support the development of a performance and development culture in all schools but not mandate a specific performance and development process
Provide professional development programs in a small number of critical areas but not provide all or most professional development
Codify knowledge and encourage the sharing of excellent practices but not compel schools to adopt specific practices
Provide incentives to influence graduate choices but not recruit into schools
Reward excellence and innovation in schools but not control the innovation process
Provide mechanisms to encourage mobility...	... but not move people at will
Invest in school leadership capacity building but not take difficult decisions from school leaders

In many network or devolved organisations, the centre actively facilitates the transfer of good practices from innovative individual ‘business units’ across the whole organisation.

As we outline later in this document, some VGS schools have developed excellent workforce development practices. For those to be transferred across the system, schools need to:

- Be aware of good practices and their outcomes;
- Be willing to adopt good practices from elsewhere; and
- Have access to effective mechanisms for transferring those good practices.

These conditions generally do not apply in the VGS system. We will argue that the Department, including the Regions, can and should play a far more active role in supporting the transfer of excellent practices and, further, that ‘levers’ exist to execute a well-designed workforce development strategy in a self-managing schools environment. In Chapter 4 we describe the factors that shaped our recommendations for such a strategy.

4. Factors shaping the proposed workforce development strategy

Three groups of factors shaped our recommendations on a workforce development strategy for the VGS system. First, we examined the Government's policy objectives and targets, and their implications for workforce development. Second, we considered broad directions in schools and education and how these are likely to affect the teaching workforce. Last, we performed a high-level diagnosis of the VGS system workforce to determine priority issues for the DE&T over the next decade. We discuss each of these three groups of factors below.

4.1. Government policy objectives

The Victorian Government's policy objectives in relation to Government schools are articulated in its 'Growing Victoria Together' targets.³ These include:

- 'Victorian primary school children will be at or above national benchmark levels for reading, writing and numeracy by 2005'
- '90% of young people in Victoria will successfully complete Year 12 or its equivalent by 2010'
- 'The percentage of young people aged 15-19 in rural and regional Victoria engaged in education and training will be increased by 6% by 2005'

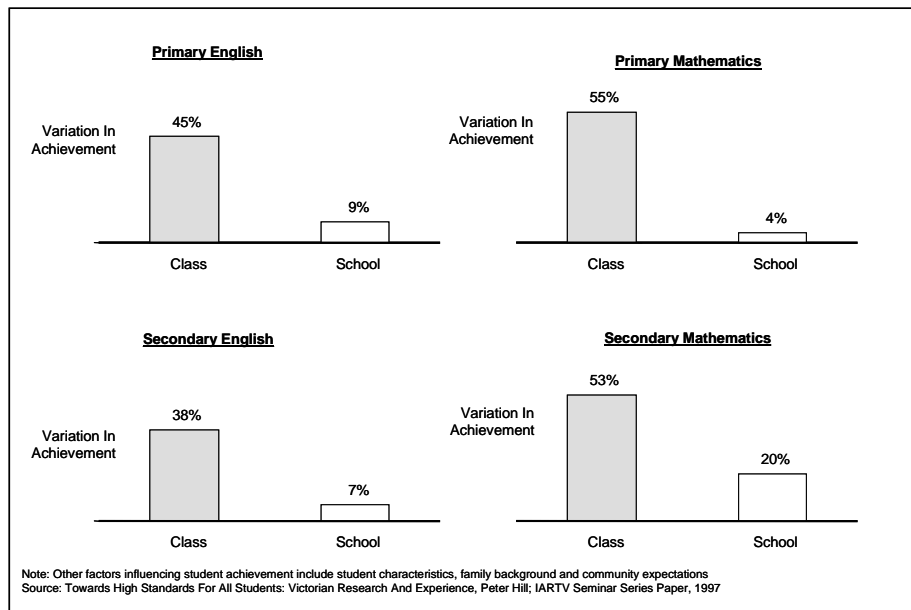
In addition, Minister Kosky's speech outlining a framework for reform⁴ targets better outcomes for all students, building an innovative and creative education system, and making a real difference for students for whom the current system is not delivering.

The Victorian Government's policy objectives have implications for schools' workforce development. In relation to student outcomes, for example, research shows that teacher effectiveness is a crucial driver of student achievement. Exhibit 4 summarises some of the evidence collected in Victoria from the Victorian Quality Schools Project, a large-scale longitudinal study of school and teacher effectiveness. In this study, Peter Hill and his colleagues demonstrated the importance of the classroom and good teaching on student learning, as can be seen in Exhibit 4 from the variation in achievement accounted for by class effects.

Furthermore, an innovative and creative education system requires a workforce that is continually learning and reflecting on its activities and practices.

³ Department of Premier and Cabinet, Victoria (2001), p.8.

⁴ Department of Education and Training, Victoria (2003), *Framework for Reform*, speech delivered by Lynne Kosky, Minister for Education and Training, 28 May

Exhibit 4: Variance in value-added measures of achievement accounted for by class and school effects

4.2. Directions in schools and education

The face of schools and education is changing. Our research suggests that four major trends will have an impact on school workforce development over the next 10-20 years. Some Victorian Government schools are already embracing these trends, as the case studies below show.

First, we expect to see continuing development of **‘authentic curriculum’**,⁵ including the use of ICT to drive new approaches to teaching and learning. This will require ongoing change and adaptation on the part of the workforce to new ways of teaching, as well as new curricula and new roles for teachers, including the role of ‘learning coach’.

Second, **school-community relationships** will become increasingly important in generating desired outcomes for both students and communities. This suggests the need – as a central part of the teaching role – to develop teamwork both within the school and with others in the community. The teaching workforce will need ongoing development in the area of community engagement to deal with this.

Third, we note a trend towards a **more flexible teaching workforce** with greater role specialisation, more teaming and greater use of non-teacher specialists such as artists, scientists, academics and psychologists. To operate effectively in this environment, teachers will need to develop a more open, collaborative working style. The organisation and structure of work in schools will also need to change,

⁵ In a narrow sense, ‘authentic curriculum’ is the idea that learning tasks should follow from students’ everyday experiences and be relevant to their personal goals and backgrounds. More broadly, ‘authentic curriculum’ covers a range of pedagogical developments over the past decade, and in particular the shift from teaching to learning, from mandated learning tasks to self-directed learning experiences, and from a one-size-fits-all approach to a more tailored learning experience.

and barriers to the recruitment and deployment of a broader mix of in-school professionals will have to be removed.

Fourth, the increasing focus on **performance and outcomes** requires better measures of student achievement and teacher effectiveness. In this environment, schools and teachers will need improved access to good data, as well as increased familiarity with and ability to interpret and use those data.

Case studies: Embracing future trends in Victorian Government Schools

'Authentic' curriculum

Essendon North Primary School has introduced innovative teaching methods in several areas. In this school, parent-teacher evenings are structured as 'portfolio presentations', where students, with guidance from their teachers, explain how their learning has developed over time. Among these and other innovations, Essendon North runs a series of 'learning to learn' activities in the first term of every year, to enable students to determine their learning styles, preferences and objectives.

School-community relationships

Broadmeadows Primary School provides independent IT support services that meet both school and community needs. IT is integrated into the school's open learning environment and IT staff are active members of learning teams. Evening classes for parents on computer literacy build links with the community and help fund the school's IT support, while past students operate a small, web-based design business, using the school's facilities after hours. And IT is not the only area in which Broadmeadows Primary is building community relationships. Its in-house school kinder program and alliances with local childcare centres provide an integrated 'family care' focus; and the principal's informal mentor relationship with business professionals helps drive innovation in the school.

Flexible workforce, role specialisation and teaming

Port Phillip Specialist School employs a broad range of professionals who work in flexible, integrated teams in a group-learning environment. These professionals include teachers, social workers, a psychologist, speech pathologists, an occupational therapist, a music therapist, a physiotherapist, IT specialists and academics. The teams, which design integrated activities for each child's learning plan, also meet regularly at formal and informal forums to discuss students' progress, and meet weekly to discuss all aspects of student, staff and family welfare.

Performance and outcome focus

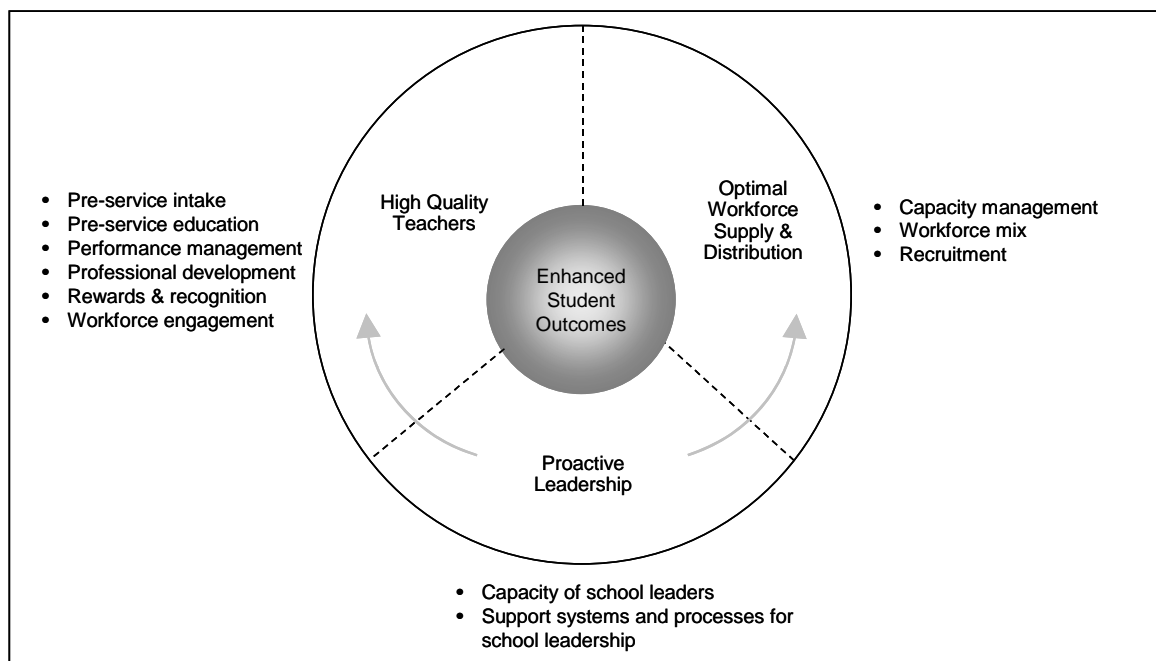
Box Hill Senior Secondary School uses innovative techniques to understand school performance and student outcomes. For example, the school is one of several that uses data that compare VCE performance with student potential as shown by GAT results. It also conducts an exit survey for all students 12 months after they leave the school and, for 20% of students, 3 years after leaving. Box Hill Secondary uses the Internet to provide real-time information for students and parents on students' progress and attendance (updated every 5 weeks), and maintains web-based student records, including aspirations, values, learning styles and extra-curricular activities. Other innovative performance and outcomes measures include monthly self-assessments by students and a tiered monitoring program designed to provide intensive assistance to those students at greatest risk.

4.3. High-level diagnosis of VGS system workforce development

We begin with the premise, supported by the literature and consultation, that teacher workforce effectiveness is a major – but by no means the only – driver of student outcomes.⁶ To understand the current effectiveness of workforce development in the VGS system, we used a framework based on our experience in both private and public sector organisations (Exhibit 5).

The framework is based on the elements that together determine workforce effectiveness: a workforce comprised of capable, appropriately skilled individuals, the effective deployment of those individuals and the provision of leadership that provides direction, as well as motivates and mobilises the workforce.

Exhibit 5: Workforce development framework



The components of effective teacher workforce development, as shown in Exhibit 5, are high quality teachers, proactive leadership and optimal workforce supply and distribution. Each of these components contains multiple ‘levers’ that can be applied to strengthen workforce development. These levers can be used by DE&T – either directly or indirectly – in designing and executing an effective workforce development strategy.

Our observations on current VGS system performance for each of the ‘levers’ shown in Exhibit 5 are provided in Sections 4.3.1 to 4.3.3. In Chapter 5, we expand on those areas where we believe the VGS system as a whole has some way to go, and where action should be taken in the short term – in other words, those areas where the recommended workforce development strategy is effectively focused for the next 3-5 years.

⁶ Other drivers include curricula, the school environment and facilities, including ICT, the home and community environment, and student characteristics.

4.3.1. *High quality teachers*

The overall effectiveness of any workforce is in part determined by the quality of the individuals responsible for the core tasks of the enterprise. For teachers, quality is determined by a combination of innate and learned attributes, pre- and in-service training and development, effective management of performance, a rewards and recognition system that attracts and retains high-performing individuals, and workforce engagement.

Pre-service intake

A number of indicators suggest that there has been a lift in the 'quality' of students entering pre-service education. These include rising entrance requirements (such as ENTER scores) and increased demand for entry into pre-service education courses, with only 50% of applicants receiving offers for entry into pre-service teacher education courses in 2001/02. The average age of students entering pre-service courses is increasing, as is the proportion taking postgraduate (rather than undergraduate) qualifications. This suggests that a greater proportion of mature students than has traditionally been the case is now entering the system. Some of these students bring valuable work experience from other sectors. Deans of Education to whom we spoke in the course of the project confirmed that the 'quality' of pre-service course students in their institutions is rising.

Pre-service education

The Victorian Institute of Teaching is responsible for accrediting pre-service courses to ensure that they meet agreed standards. However, there appears to be little or no pressure on the universities to raise their performance above these standards. Despite being the largest employer of pre-service course graduates, DE&T does little to actively influence education faculties to improve course quality. One university education academic said to us; 'Given that the department is such a large employer of our graduates, I am surprised that it does not act like one and give us very clear feedback on the quality of our training compared with other providers.'

The quality of pre-service education appears to be variable, on the basis of feedback from our interviews with teachers and schools, as well as survey data such as the Course Experience Questionnaire survey compiled by the Graduate Careers Council of Australia. In particular, we were told that there is a high degree of variability in the quality of the practicum experience, with some schools and universities combining to provide a very positive learning experience for students and others giving very little attention to practicum placements. Given the importance of the practicum in preparing teachers for their role in the classroom, this needs attention.

Performance management

Effective performance management relies on constructive and objective feedback on performance. This is used to identify areas of strength and weakness, which are then enhanced or addressed in targeted training and development. The performance management process used for teachers in Victorian Government schools does not achieve this.

The VGS system process relies on teachers preparing a portfolio to demonstrate that they have met the required standards. It rarely results in constructive feedback for individual teachers that can be used to drive targeted professional development activities or provide support and counselling where performance is unsatisfactory. The outcome of the current process is that 99.85% of teachers are judged to perform satisfactorily, making it difficult for most principals to recognise and reward high performers, as well as to deal effectively with sustained under-performance.

In our survey of teachers (see Section 5.2), effective performance management was identified as one of weakest areas in Victorian Government schools today. There are notable exceptions, however, with some schools employing excellent performance management processes.

Professional development

Primary responsibility for professional development rests with schools, with DE&T responsible for orchestrating some programs. In general, teachers are dissatisfied with the effectiveness of much of the professional development offered. This is particularly true of one-off, offsite seminar-type professional development programs.

The types of professional development most highly valued by teachers, but rare in practice, are peer-to-peer learning and various forms of mentoring and coaching from highly experienced teachers recognised for their excellent practices. Some teachers tell us that they need to see new approaches in practice before they will change their own teaching practices.

While some professional development should offer approaches that can be adopted across the teacher workforce, a significant proportion should be targeted at individual teachers' specific development needs. This is not the norm in the VGS system.

Professional development and its relationship with performance management are discussed in more depth in Section 5.2.

Rewards and recognition

While the entry salary for VGS teachers is relatively attractive, the pay scale flattens for those who do not want to move into formal leadership (often non-teaching) positions. For example, a 4-year trained teacher in the VGS system has a commencing salary of \$40,983 (compared with the average graduate starting salary of \$35,500 in 2002),⁷ but hits a salary ceiling at \$66,081⁸ unless she or he chooses to move into a school leadership position. This makes it difficult for Victorian Government schools to retain and motivate very high-performing teachers who are dedicated to staying in the classroom.

However, any move to provide performance-based rewards for teachers would be challenging without the objective data on teacher effectiveness needed to enable schools to assess a teacher's eligibility for a higher pay scale. This is evidenced by the challenges around the introduction of the ETWR (experienced teacher with responsibility) class in Victoria several years ago, as well as the current budgetary problems in the UK, where more teachers are moving onto upper pay bands than anticipated when the new scheme was designed. In addition, a performance-based reward system will be challenging to introduce in an environment where there is a general reluctance to admit publicly that not all teachers are equal.

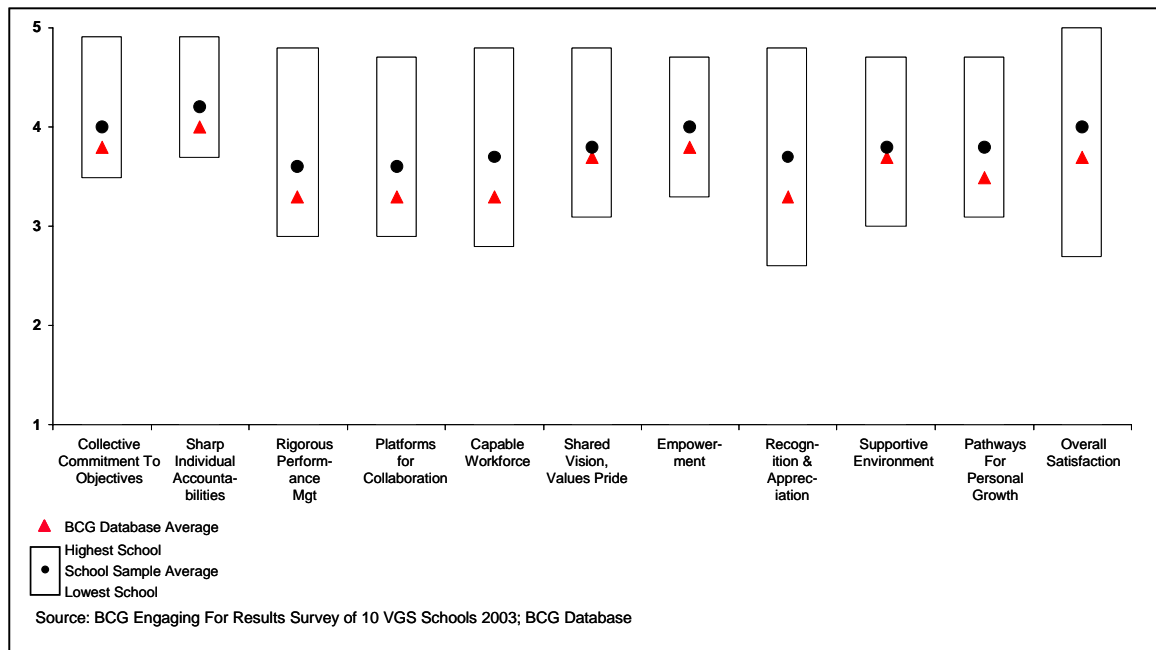
Workforce engagement

Our interviews with teachers and survey of teaching staff in 10 schools⁹ suggest that, on average, VGS teachers are highly committed to their work. This is clear when we compare the average results for the eleven categories of questions put to teachers with those in BCG's benchmark database, which contains survey results from, in the main, white collar workers in large private sector companies (Exhibit 6). While these results are at odds with some popular perceptions about the teaching profession, they are consistent with our observation that the average teacher in the VGS system is passionate about her or his work and feels accountable on a day-to-day basis for the impact she or he has on every student in the classroom.

⁷ DE&T Teaching Service Orders 2001, Order No. 179, Schedule 1.1; Graduate Careers Council of Australia, Grad Files 2002

⁸ The salary for a Level 4 Leading Teacher has been \$66,081 since April 2003 (DE&T Teaching Service Orders 2001, Order No. 179, Schedule 1.1)

⁹ See Appendix C for full list of survey questions

Exhibit 6: Workforce engagement survey results: Victorian Government schools versus BCG database

Two caveats are necessary in comparing workforce engagement in VGS schools with BCG's benchmark database. The first is that there is significant variation in the level of workforce engagement across schools in the VGS system. The best schools in our sample enjoy a level of workforce engagement well above the average in our database (indeed, among the best in our database), and the worst are below the average. The second is that a better understanding of relative workforce engagement among teachers would probably come from a comparison with professional service firms rather than white collar workers. Our database does not allow us to make this comparison.

4.3.2. *Proactive leadership*

Proactive leadership is a cornerstone of effective workforce development, particularly in a self-managing schools environment. In all schools, leadership has a significant impact on student outcomes through its influence on school culture and development, as well as the quality of teaching staff.

Most principals in the VGS system appear to be effective managers in the limited sense that they or their assistant principals capably manage global budgets, facilities and the other administrative aspects of the role.

However, the principals to whom we spoke say that their greatest challenge is in ensuring that all their staff are motivated and committed to continuous improvement in outcomes and personal development. Many of these principals believe that a significant proportion of their teaching staff require active encouragement to accept the need for personal development. Making this happen in schools across the VGS system – in essence effecting cultural change – is a major leadership task for which principals receive minimal training or support.

It was also evident from our discussions that the principal selection and recruitment processes are flawed in that they do not reflect good practices in executive recruitment and are seen to lack professionalism.

In addition, the current approach to principal performance management is generally ineffectual. While there is no shortage of data on principal performance management, the interpretation of the data and assessment of the principal's performance are frequently left to the discretion of a Senior Education Officer (SEO) in the Regions. Both DE&T and VGS system principals see this process as highly subjective. As a result, DE&T has no reliable measure of the strengths and weaknesses of the 1600 principals in the VGS system and has difficulty distinguishing between the performance of the school and the performance of the principal.

Leadership issues are discussed in greater depth in Section 5.1.

4.3.3. *Optimal workforce supply and distribution*

We examined VGS workforce supply and distribution in three areas:

- Aggregate capacity, or the ability to supply sufficient numbers of teachers to meet overall demand over the next 5 to 10 years;
- Workforce mix, or the ability to supply sufficient numbers of appropriately skilled teachers in particular subject areas or geographic locations to meet demand; and
- The recruiting processes used by schools to attract appropriately skilled and qualified teachers.

Aggregate capacity

Aggregate capacity in the VGS system is broadly in balance at present and, based on our modelling, is likely to remain so in the medium term. That is, the projected level of demand for additional teacher appointments is likely to be within historic levels, notwithstanding the ageing workforce. However, given the sensitivity of the numbers to higher than anticipated attrition rates, the situation requires careful monitoring and management to ensure that capacity balance is maintained over the next 5 years.

Our workforce modelling assumes that average student-to-teacher ratios (which are determined by teacher contact hours and class sizes) remain constant into the forecast period, beyond the impact of recent budget initiatives that will drive student-to-teacher ratios lower in the short term.

Workforce mix

While demand at the aggregate level requires monitoring and management in the medium term, workforce distribution across schools and subjects does require immediate attention. We are already seeing localised geographic and subject-specific pressures, which are discussed in greater depth in Section 5.3. Without action, these pressures will remain and may even worsen over the next few years.

Recruitment

The quality of the recruiting process managed by schools is variable. Some schools have excellent practices and selection processes but many fail to attract and screen high quality applicants. In addition, a lack of effective workforce planning at the school level may prevent many schools from fully understanding their upcoming recruitment needs.

Some positive trends are also evident. Many principals spoke positively, for example, about the value of the electronic data bases established by the Department that enable teachers to register their details and their interest in certain types of positions.

While all the areas discussed above are important in workforce development, the strategy adopted by DE&T must be focused to be effective. Careful thought should also be given to the sequence in which required actions are taken. In Chapter 5, we discuss in greater detail the areas of workforce development that need attention in the short to medium term. In Chapter 6, we discuss the rationale for sequencing and foreshadow the areas that should be addressed in the medium to longer term.

5. Workforce development issues that require action in the short-medium term

In our view, three major shortcomings in the current approach to workforce development need to be addressed over the next 3 to 5 years:

- Insufficient investment in leadership capacity building;
- Absence of a continuous improvement dynamic in teacher performance and development; and
- Absence of effective mechanisms to proactively shape the number, mix and capabilities of teachers coming into the system

5.1. Insufficient investment in leadership capabilities

Substantial research exists to show that leadership has a profound influence on organisational performance and, at the school level, principals exercise a measurable effect on school effectiveness, school improvement and student achievement

Zbar and Mackay, 2003

Research on school effectiveness shows that school leaders have an important impact on student achievement. While the evidence suggests that this impact is largely indirect, it is nonetheless significant.¹⁰ Many of the stakeholders to whom we spoke consistently mentioned the importance of high quality in-school leadership in driving school improvement, particularly through raising the quality of teaching.

Leadership is particularly important in a self-managing schools environment, as more decisions will be taken by the local school leadership than in a more centralised model. In most decentralised organisations with which we are familiar, the development and active support of current and future leaders is a core 'role of the centre'. Yet we observe that this is not a sufficiently high priority for DE&T at present.

We believe that this is the case in relation to:

- Leadership development activity;
- Leadership performance management;
- Leadership succession planning;
- The quality of the principal recruitment and selection processes;
- The level of remuneration for leaders of more complex schools; and
- The level of administrative support to leaders in smaller schools.

Leadership development

There is not a sufficiently clear or useful framework for leadership development that could be used by leadership aspirants and those providing guidance to them. Many principals that we spoke to also highlighted an over-emphasis on the

¹⁰ Hallinger & Heck (1996), pp37-40

financial and administrative functions of the school leader's role in current leadership development programs. People management and change management appear to be relatively under-developed.

Many principals with whom we spoke believe that developing a performance-based culture, encompassing the motivation and development of all teachers and the management of under-performers, is the most difficult of their leadership tasks. In our view, this is a core task of leadership and one that requires active development.

The current approach to leadership development for principals and principal aspirants is fragmented and not well regarded. There are some exceptions, however, including the highly regarded Eleanor Davis program, which provides mentors for aspirant female principals.

In addition, we believe that the development provided for leadership teams is insufficient. Few schools provide high quality development for leading teachers.

Leadership performance management

Principal performance management is highly variable across the Regions and across the Senior Education Officers and Regional Directors who undertake many of the annual performance reviews. There are multiple data sources for principal performance management, but these are neither used nor interpreted consistently. As a result, there is no system-wide perspective on the quality of the leadership cohort. As is the case for teachers, principal performance assessment is largely undifferentiated, with most judged to have performed 'satisfactorily'. There are no clearly defined links to contract renewal or leadership development processes, nor is there an explicit link back into a school's improvement agenda.

Leadership succession planning

The future supply of quality leaders is not assured. Work undertaken by the Nous Group shows a projected decline in the number of applicants for leadership positions.¹¹ The position is likely to worsen given the relatively low proportion of teachers in their 30s – the age cohort that will supply the next generation of principals. Yet we do not observe in the VGS system the programs required to identify and develop individuals with high leadership potential that we typically find in other large organisations.

Remuneration for leaders of more complex schools

Many of the VGS system teachers to whom we spoke believe that the salary increments for taking leadership positions do not compensate for the consequent increase in workload. The independent schools sector provides an interesting benchmark. While salary levels for teachers in this sector are estimated to be about 4% higher on average than those for teachers in the Government sector, salaries for principals in some larger independent schools are in the order of 50-

¹¹ However, the extent of the projected decline varies by school type (primary, secondary) and school location (metropolitan, non-metropolitan).

150% higher than those for principals in the largest schools in the Government sector.¹²

Furthermore, principal salaries in the VGS system do not fully reflect role complexity. The current formula links a principal's salary to the size of the school she or he leads. This is only one dimension of complexity. Socio-demographic factors around the student body and local community are significant drivers of role complexity, as is the challenge of turning around a 'struggling school'. The current formula for determining principal salaries does include these dimensions.

5.1.1. *The quality of the principal recruitment process*

The selection process for school leaders also appears to be flawed. It is widely seen to be unprofessional and unduly influenced by local political considerations. The use of professional recruitment capabilities and practices, we are told, is rare. Table 2 highlights some of the differences between current practices and good practices in executive recruitment.

Table 2: Current principal recruitment practices versus good practices in executive recruitment

Current	Good Practice in Executive Recruitment
Applications are long responses to generic criteria	Applicant prepares a brief letter presenting case, plus a concise résumé. Profile testing is used, as is input from professional HR services
Interview is relatively short and based on standard questions, limiting interviewers' ability to probe individual strengths and weaknesses	Series of interviews use range of interview techniques, including 'scenario testing'
Candidate has restricted contact with the employing school. This narrows the information flow and makes it difficult for both parties to assess the two-way 'fit'	Candidate has formal and (often) informal opportunities for contact with people in the organisation to facilitate a two-way 'get to know you' experience
Potential merit and grievance appeals to the Merit Protection Board dictate process rigidity, draw out the recruiting timeframe, create uncertainty and dilute the quality of feedback provided to unsuccessful candidates	Grievance complaints are rare

5.1.2. *Level of administrative support to leaders in smaller schools*

Finally, some school leaders struggle to deal with the administrative load that goes with the self managed model – for example, accounting, procurement and facilities management – leaving them little time to focus on leadership tasks. This problem can be particularly acute in smaller and more isolated schools, which may not be able to employ sufficient numbers of capable administrative staff.

¹² Data from Cordiner King (an executive search firm) show that the salary packages for their most recent five searches ranged from \$170,000 for a medium-sized 'non brand name' independent school to \$300,000 for a large, well known independent school

5.2. Absence of a continuous improvement dynamic in teacher performance and development

Effective management of performance and development directly improves individual teacher effectiveness and also helps to build in-school cultures that support improved student achievement. A good performance and development system identifies the specific areas where a teacher needs to improve her or his practices and provides targeted professional development to do so. Professional development is highly valued by teachers, with 84 per cent reporting that it improves their professional practice.¹³

Professional development

The literature strongly suggests that intensive professional development of teachers is a major driver of student achievement.¹⁴ Professional development is reported to have a three times stronger influence on student achievement than class size, and half as strong an influence as the student's socio-economic background.¹⁵ There is also evidence in the literature that students improve more in core subjects in schools characterised as professional learning communities than they do in traditionally organised schools.¹⁶

If investment in professional development is to be effective, programs must be clearly linked to individual development needs. The best organisations and schools have closely integrated performance management and professional development systems. In the school system, this means that a teacher's professional development should be based on self-reflection and acceptance of the areas in which she or he needs to enhance skills or performance. However, this does not occur in most schools. We frequently hear that teachers' 'isolation in the classroom' means that few get constructive, objective and actionable feedback on their performance.

The problem is further compounded by perceived and real constraints to providing individually tailored professional development. Most teachers we spoke to believe that peer-to-peer learning is the best form of professional development. This can involve observing colleagues with demonstrated expertise in specific areas or be achieved by coaching and mentoring. However, in practice this form of professional development is not widespread in the VGS system.

Even so, several good examples of strategic professional development programs exist in the VGS system and appear to have made a difference. The best recent example is probably the Early Years Literacy program, which was focussed, well resourced and sustained over a number of years.

¹³ McRae, D, Ainsworth, G, Groves, R, Rowland, M, Zbar, V (2000)

¹⁴ Hill, P (1997)

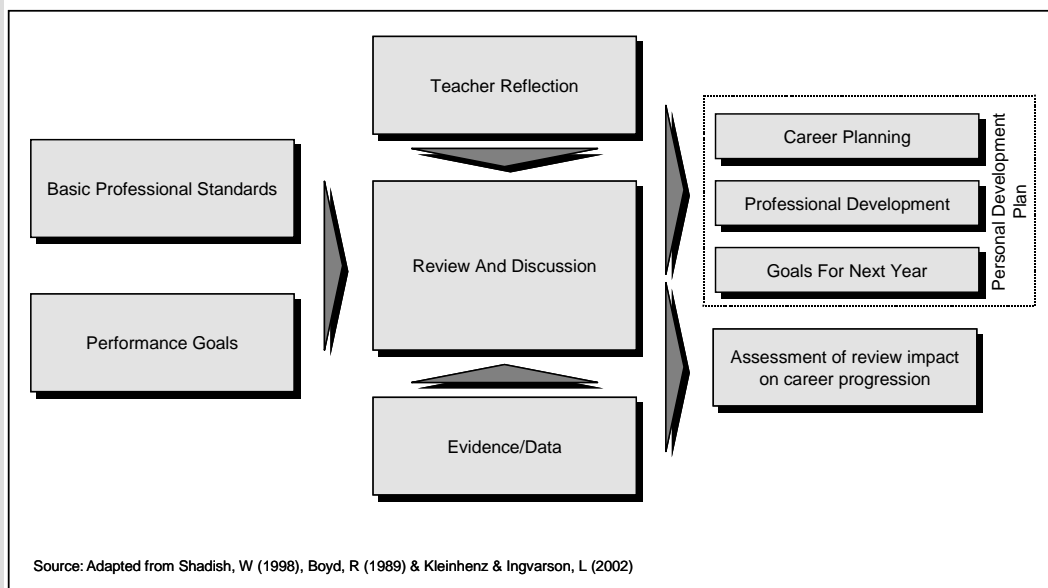
¹⁵ Sparks, D (2002)

¹⁶ Hord, SM (1997)

Performance management

Exhibit 7 shows the components of an effective performance management system. Examination of the VGS performance management system shows that many of the ‘right’ components are in place. That is, the elements of the system in large part match those we see in a range of organisations with effective performance management systems, and which academics and other experts cite as the ‘ideal’ performance management system for teachers and schools.

Exhibit 7: Components of effective performance management



In practice, however, the performance management system does not work in most schools. Objective, independently collected data on teacher effectiveness are not used in the vast majority of schools. Often, teachers themselves provide the only evidence to support their assessments.

Teachers are required to demonstrate each year that standards have been met. The VGS Performance and Development Handbook states that:

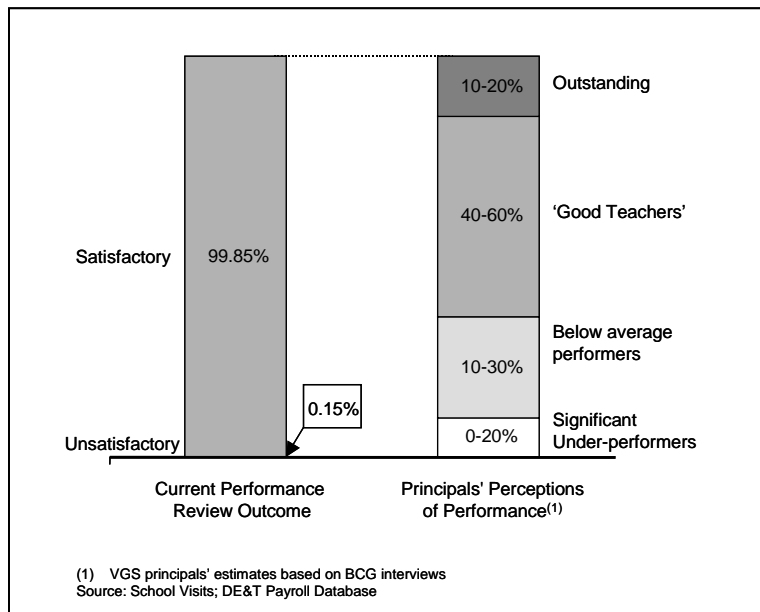
Prior to the end of the review cycle, the teacher will complete the ‘Statement of Performance’ ... It can include both qualitative and quantitative outcomes and must be verifiable. Where this is not the case, the teacher may be required to provide evidence ...

At the end of the review period, the principal will assess the teacher’s performance against the dimensions/standards and make a decision, based on the balance of evidence, whether the teacher has met all dimensions/standards.¹⁷

¹⁷ VGS Performance and Development Handbook (2003), pp37-38

Schools see the process as cumbersome and low value, and many teachers do not see it as constructive. Very strong teachers tend to characterise the process as a waste of time, while less strong teachers may question the school leader's ability to provide them with objective feedback. The net result is that the outcomes of the performance management process bear no relationship to teacher performance as perceived by most principals (Exhibit 8).

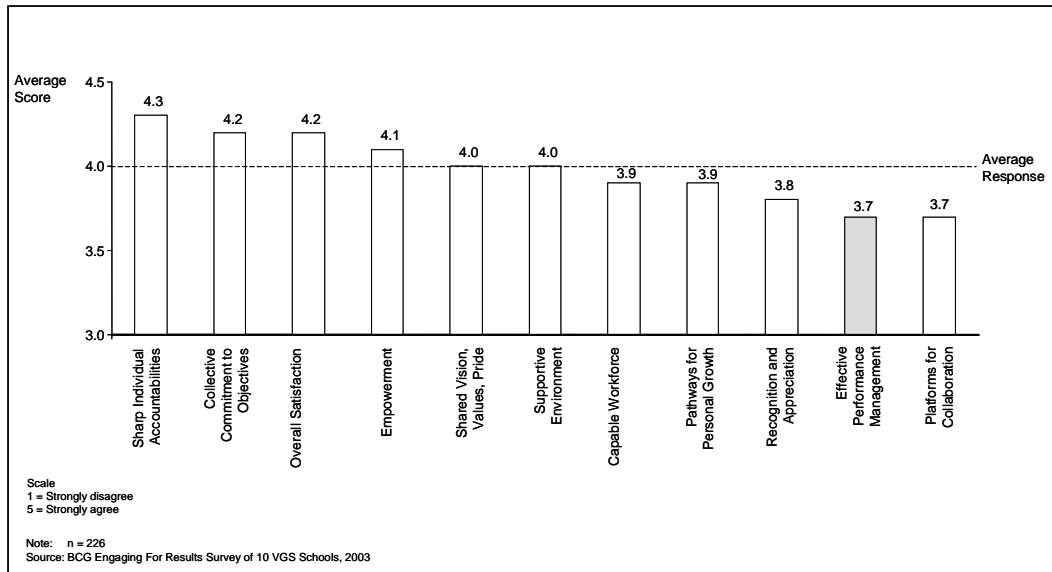
Exhibit 8: Review outcomes versus principals' perceptions of teacher performance range



In our workforce engagement survey of 226 teachers in 10 schools,¹⁸ the quality of performance management ranked second lowest of 11 categories (Exhibit 9). The lowest scoring statement (of the 63 that teachers were asked to rate) was 'A staff member's poor individual performance is not tolerated in this school'. This reinforces the view expressed by many teachers in focus groups that schools do not deal satisfactorily with teacher under-performance.

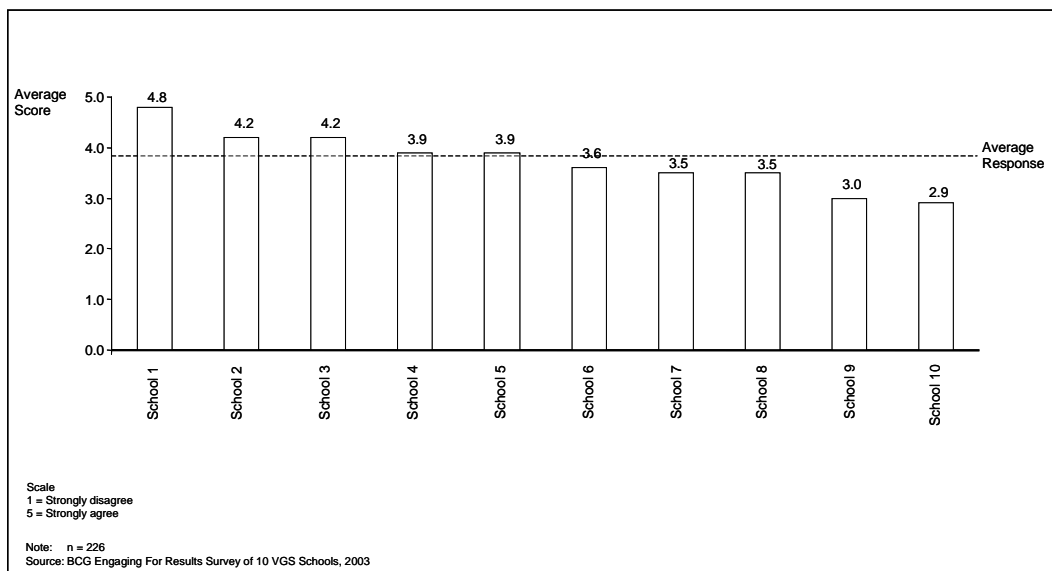
¹⁸ The sample contained both primary and secondary schools. See appendix C for the full list of questions.

Exhibit 9: ‘Engaging for Results’ questionnaire category results



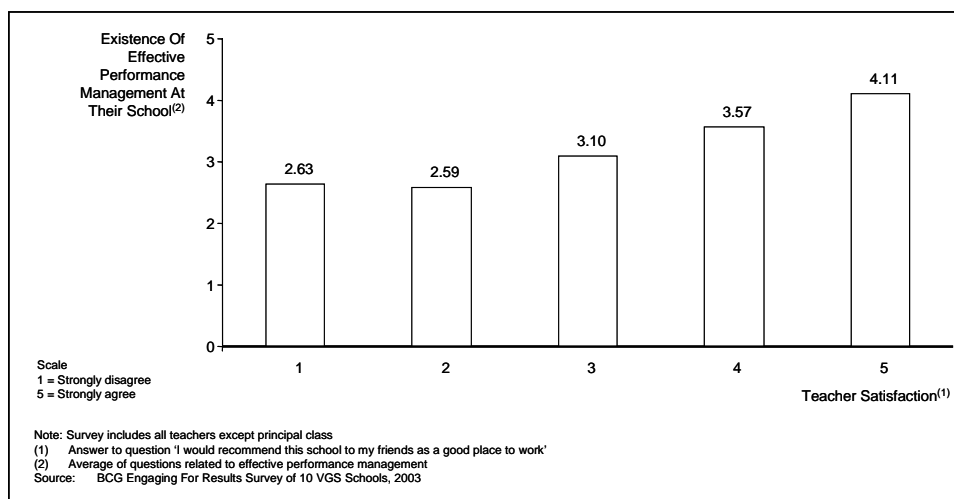
However, the poor overall scores for performance management in our survey mask significant variation across schools (Exhibit 10). In fact, some schools in our sample achieved ratings from their staff on effective performance management that are equal to the best performing organisations in BCG’s database of public and private sector organisations.

Exhibit 10: Survey responses for ‘effective performance management’



The schools that were scored more highly by their staff in relation to effective performance management also achieved higher scores in relation to the statement 'I would recommend this school to friends as a great place to work' (Exhibit 11). For example, those teachers who strongly agreed with the statement gave their schools an average 4.11 out of 5 on effective performance management. On the other end of the spectrum, teachers who strongly disagreed with the statement rated the effectiveness of performance management at their school as only 2.63 out of 5, on average.

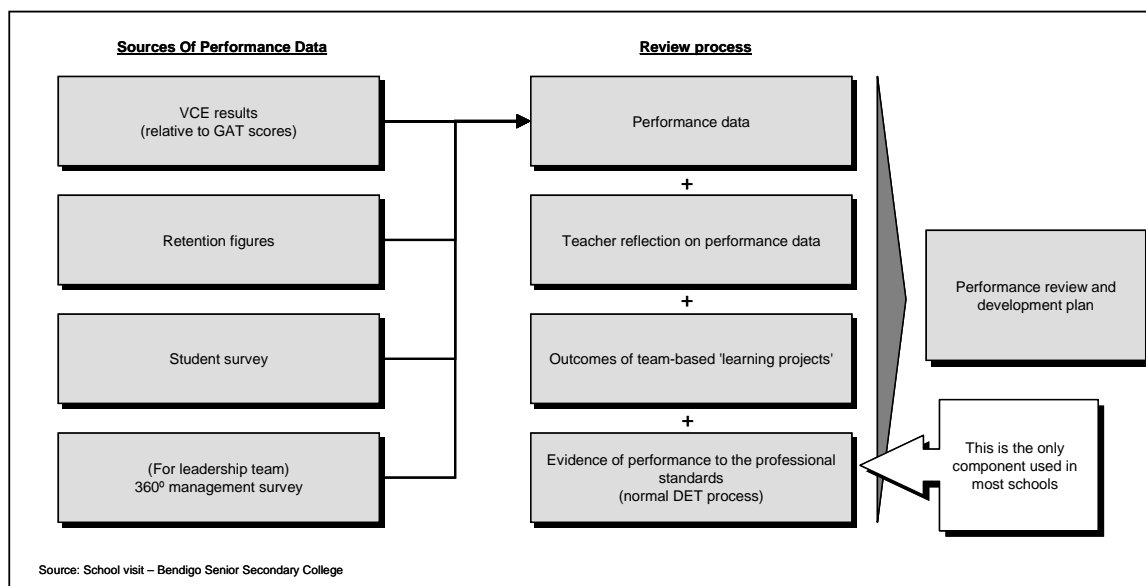
Exhibit 11: Relationship between effective performance management and school recommendation ratings



Some VGS schools have excellent performance management practices that include the use of multiple sources of data on teacher effectiveness. This is used to provide constructive and actionable feedback to teachers, which feeds directly into their personal development plans. The following data sources can and are being used in this regard in some schools:

- Student outcomes (both raw and value-added measures, or adjusted student outcomes);
- Peer observation;
- Peer feedback;
- Student feedback;
- Parent feedback;
- Attendance data; and
- Student exit surveys.

One example of excellent practice is the model used at Bendigo Senior Secondary College (Exhibit 12).

Exhibit 12: Performance management system used by Bendigo Senior Secondary College

Bendigo Senior Secondary College, like a number of other secondary colleges, uses data produced by researchers from the University of Melbourne to assess a VCE student's achievement relative to her or his potential.¹⁹ This is then used to determine whether teachers are 'adding value' in their interactions with their students. Again, in common with some other schools such as Mt Eliza Secondary College, Bendigo Senior Secondary College uses student feedback on the unit and the teacher to provide another view on teacher effectiveness.

Questions asked in the student survey include:

- 'I like this unit'
- 'This class provides a sound learning environment'
- 'My teacher
 - is well organised and prepared for lessons
 - caters for my ability level
 - provides me with valuable feedback on my work
 - is fair and reasonable to all students in this unit
 - challenges and assists me to achieve my best'
- 'I am satisfied with the effort I have made in this unit'

¹⁹ Bendigo Senior Secondary College uses students' GAT scores in this analysis. (See appendix D for examples.) Other schools – both primary and secondary – gauge value-add by a teacher through changes in students' performance on various tests conducted at the end of each year. ACER conducts these tests for a number of schools.

The specific data used by Bendigo Senior Secondary College are not the primary source of its performance and development strength – indeed, using VCE performance data alone to measure student outcomes would be inappropriate for many schools. None of the data sets are 100% accurate and others could be used in their place. The use of multiple data sets – each possibly 80% ‘correct’ – does, however, provide objective and constructive feedback, as well as the basis for teacher reflection. If this reflection takes place in advance of a teacher’s review meeting, it provides the foundation for a constructive discussion on how to leverage the teacher’s strengths and provide support in meeting her or his development needs.

This type of objective feedback and reflection on areas of strength and areas for development becomes an excellent basis for constructing a customised development plan. It also highlights areas where a teacher would benefit from observing another teacher or where she or he would benefit from mentoring or coaching. In addition, it is likely to pinpoint areas of strength, identifying teachers who could be role models, mentors or coaches.

5.3. Absence of effective mechanisms to proactively shape the number, mix and capabilities of teachers coming into the system

5.3.1. *Projected teacher supply and demand*

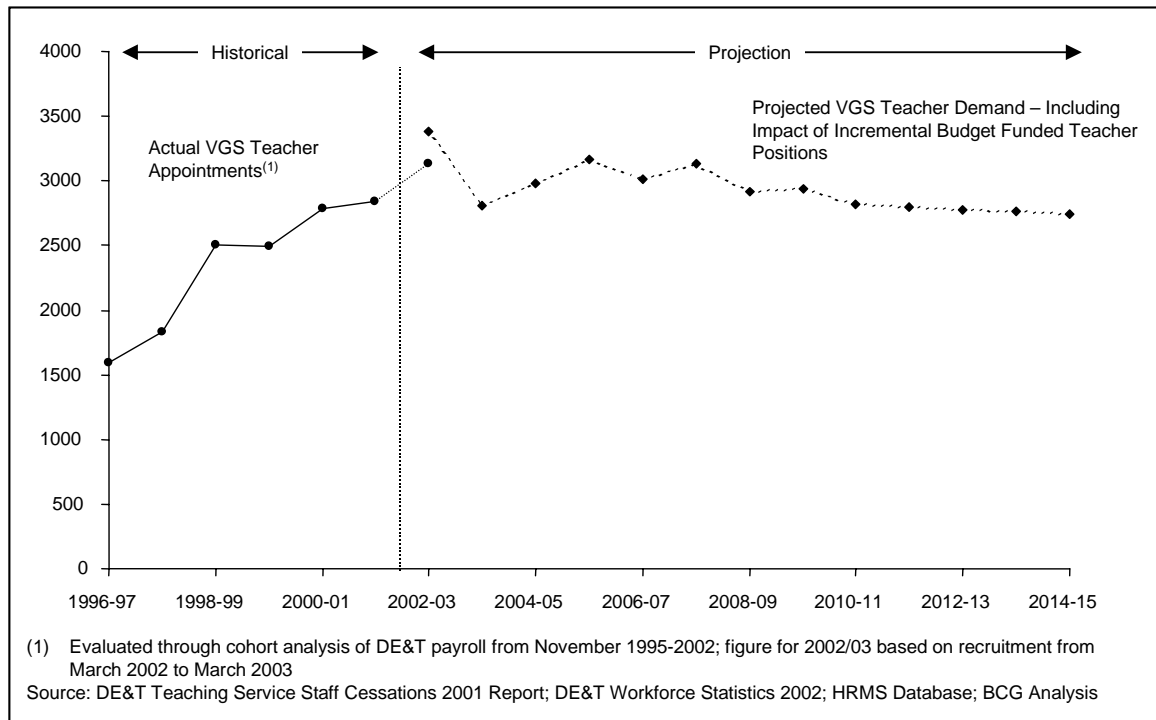
DE&T is responsible for ensuring that all Victorian Government schools have a sufficient number of appropriately qualified teachers. However, in a self-managing environment, the Department cannot mandate teacher movements or direct schools to make specific recruiting decisions. Nor can its current IT systems easily capture detailed data on school-based staff. In addition, DE&T is limited in the extent to which it can influence pre-service education enrolment levels, the mix of subject specialisations taken by students and the content of courses, as the universities are federally funded.

Quantification of supply and demand is not a simple task, given the number of variables at play. Dedicated resources in DE&T produce demand estimates for the total teaching workforce in Victoria and identify how many teachers will be needed to meet demand in each of the Government and non-government systems. In addition, a biennial survey of a sample of VGS secondary teachers is used to form a view on likely teacher demand by subject area for the 3 years following the survey. Surveys are also used to identify schools experiencing recruiting difficulties and to collect snapshot information on the numbers of and demand for casual relief teachers.

The data available through DE&T’s payroll system are of limited value in projecting teacher demand, and the Department supplements them with the survey-based data discussed above. These snapshots do not enable a comprehensive assessment of all elements of teacher demand, but do enable indicative projections for multiple segments of the teaching workforce.

Our modelling of teacher demand in the VGS system suggests that the combination of increased attrition due to an ageing teacher workforce and declining student enrolments – already evident in primary schools – will produce a peak in annual demand for new teachers of approximately 3,150 in 2007. Recent budget funding for additional teacher positions has created a 2002-03 peak in demand that is larger than the projected 2007 peak (Exhibit 13).

Exhibit 13: Projected demand for additional teacher supply, 1996-2015 (FTE)

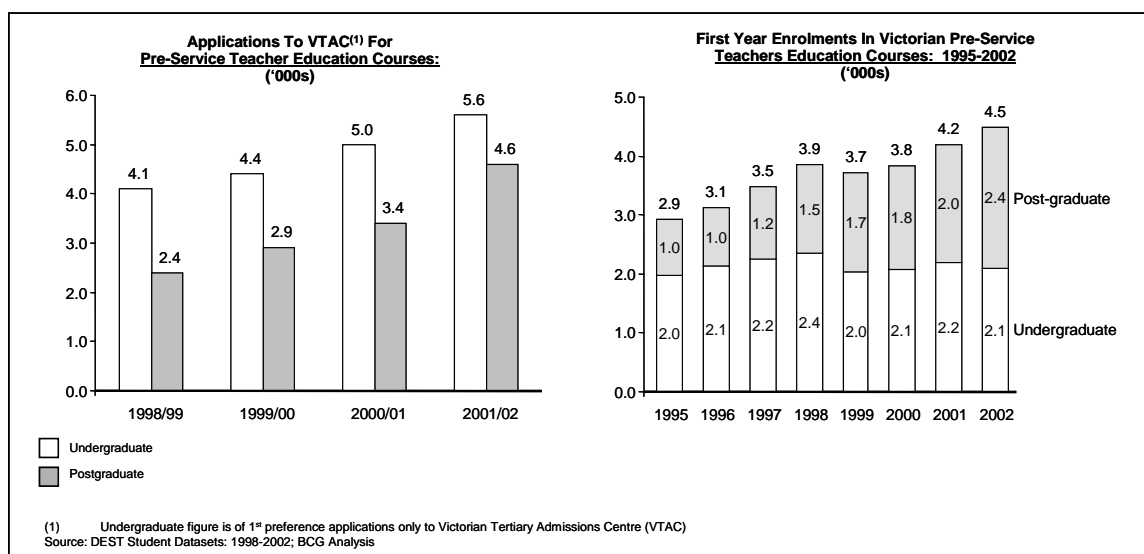


Over the past 6 years, 65% to 80% of demand for additional teachers in VGS schools has been met through the pool of recently qualified teachers entering the system for the first time. The remaining positions have been filled by returning VGS teachers and experienced teachers from outside the Government system.

In recent years there has been a rising demand for entrance into pre-service teaching courses and an increase in the number of course places offered (Exhibit 14). The Victorian Institute of Teaching's projection of graduate supply²⁰ suggests that graduate numbers will remain relatively stable through to 2007.²¹ We have used this scenario as the basis for projected graduate supply.

²⁰ Represents graduates likely to become employed as teachers immediately after completing their course. Assumed to be 80% of all graduates based on analysis of historical Graduate Destinations Survey data

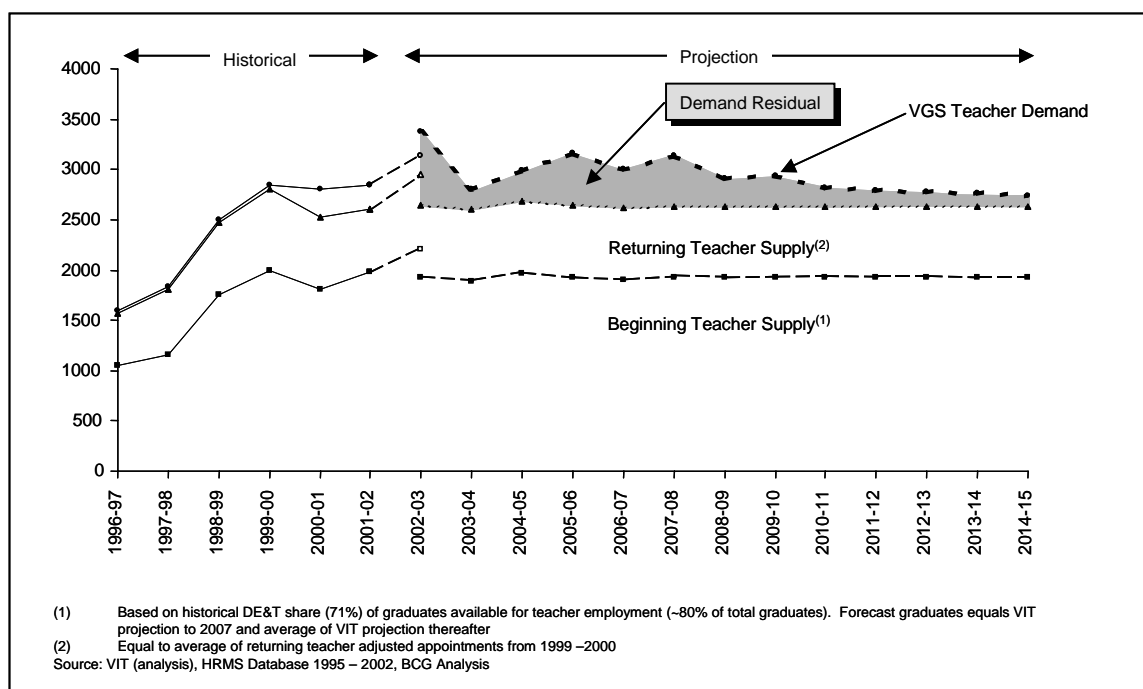
²¹ Victorian Institute of Teaching (2002)

Exhibit 14: Demand for and entry into pre-service teaching courses

Less is known about the likely flow of VGS system teachers from the other sources of teacher supply (particularly experienced teachers who have not previously worked in the VGS system). However, these sources have been quite stable over the past 6 years and there is no evidence to suggest that this is likely to change.

Our modelling of projected demand for new teacher appointments, compared with the supply of recent graduates and returning teachers, implies a demand residual peaking at slightly more than 500 teacher appointments in 2007 (Exhibit 15). The modelling does not include projections for experienced teachers entering Government schools from other systems; nor does it assume growth in graduate numbers, which may flow from the recently announced Nelson reforms.²²

²² Department of Education, Science and Training, Australia (2003), *Our Universities: Backing Australia's Future, Higher Education Reforms*

Exhibit 15: Projected teacher demand & supply (beginning & returning teachers), 1996-2015 (FTE)

The aggregate supply and demand position for VGS system teachers masks some underlying supply challenges that, without action, could cause significant teacher shortages in specific segments of the workforce. These include:

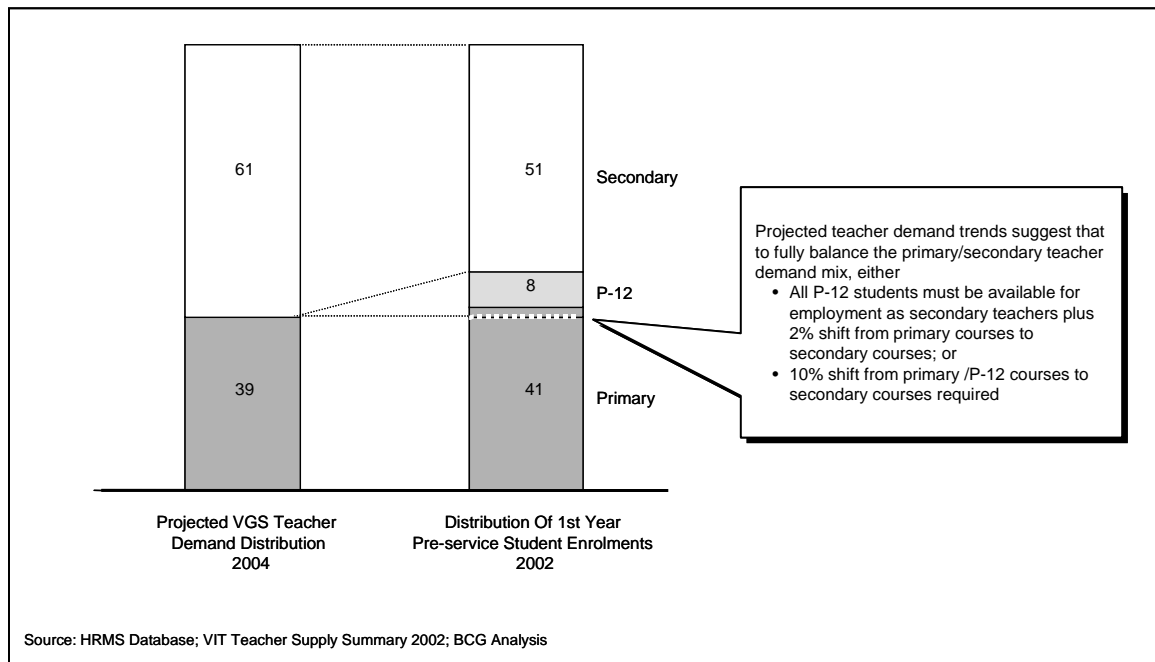
- **An imbalance between secondary and primary teacher demand and supply.** Demand for new VGS secondary teachers is projected to exceed that for primary teachers, but the distribution of new student enrolments in teaching courses does not reflect this. There is currently a 2-10% shortfall in secondary enrolments relative to the distribution of future teacher demand by school type (Exhibit 16);
- **Recruiting difficulties in some subject areas, particularly maths, technology and languages other than English (LOTE).** Given differences in the age profiles of teachers in different subject areas, attrition rates are likely to vary by subject. When this is coupled with the distribution of pre-service enrolments by secondary teaching method, a significant misalignment between the projected distribution of teacher demand and student learning area specialisations is evident (Exhibit 17). The problem will be most acute in particular subjects. For example, significantly too few pre-service students are preparing to teach Indonesian, French and Italian in relation to projected demand for these subjects in schools. The same is true for technology studies (Exhibit 18).²³

²³ Technology Key Learning Area (KLA), excluding ICT teaching method

- Continuing recruiting difficulties in some regional and rural areas.** On average, non-metropolitan schools find it twice as hard as metropolitan schools to fill teacher vacancies.²⁴ Going forward, demand for new teacher appointments in the average non-metropolitan school, as a proportion of that school's total workforce, is projected to be higher than that in the average metropolitan school. This difference may exacerbate relative recruiting difficulties for rural and regional schools.

The projected shortages in particular areas will not necessarily result in classes without teachers, but have the potential to force schools to make trade-offs in the skills and capabilities of teachers employed in these workforce segments.

Exhibit 16: Projected teacher demand and pre-service enrolments, primary versus secondary (%)



²⁴ Based on analysis of Department of Education and Training, Victoria, Workforce Analysis, Planning and Development Branch (2002) *Teacher Recruitment Difficulties Survey 2002*

Exhibit 17: Distribution of student specialisations (2002)²⁵ versus projected distribution of VGS teacher demand by key learning area (2003) (%)

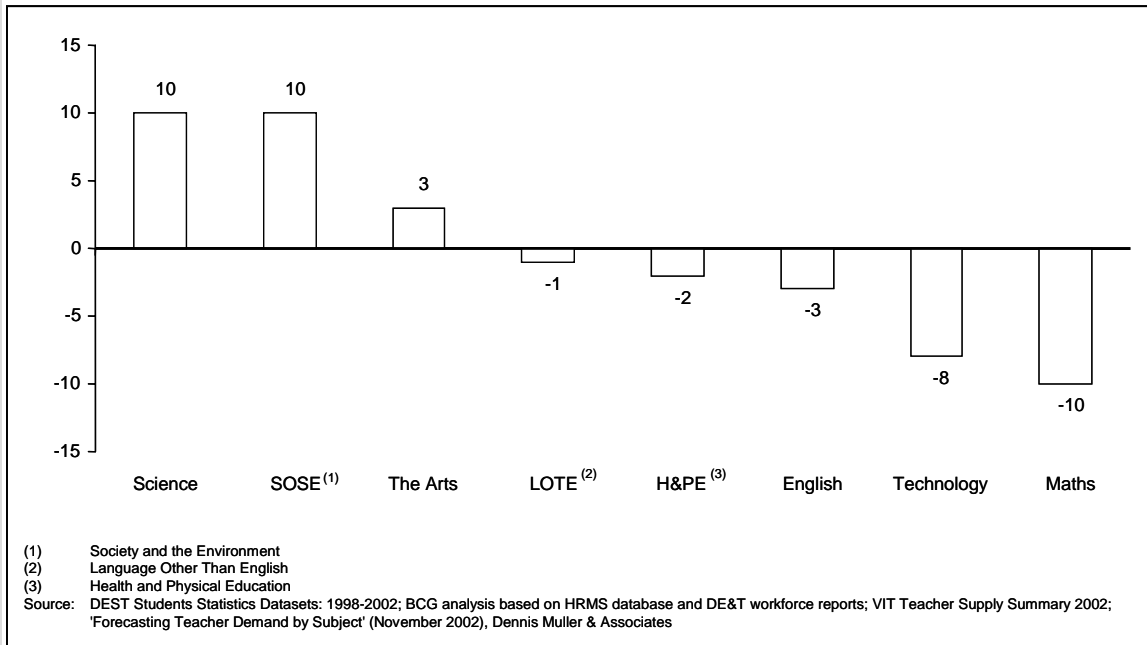
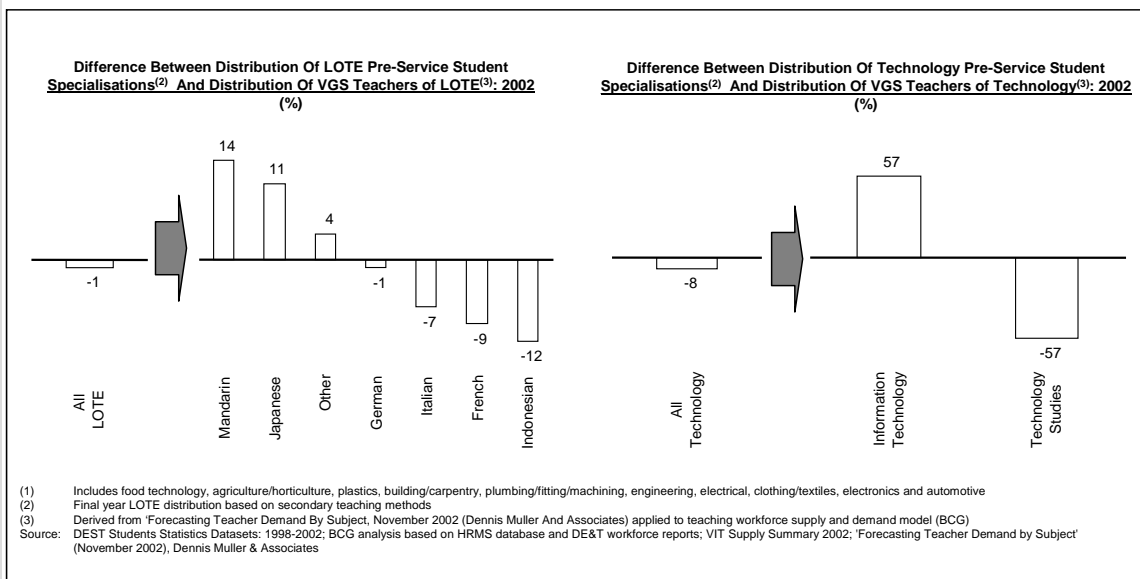


Exhibit 18: Distribution of student specialisations (2002)²⁵ versus projected distribution of VGS teacher demand within the LOTE and Technology key learning areas (2003) (%)

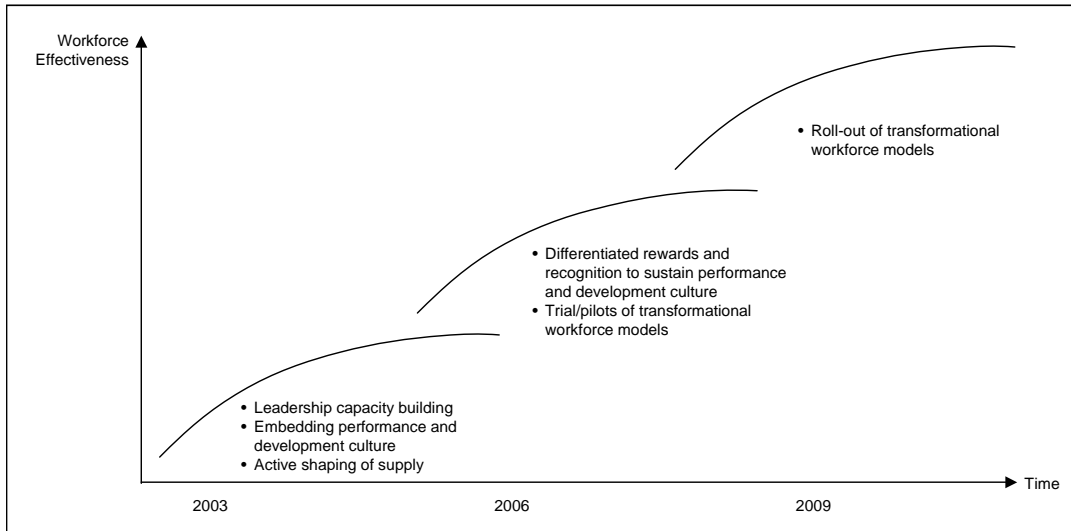


²⁵ Final year Key Learning Area (KLA) distribution based on secondary teaching methods

6. Sequencing elements of the workforce development strategy

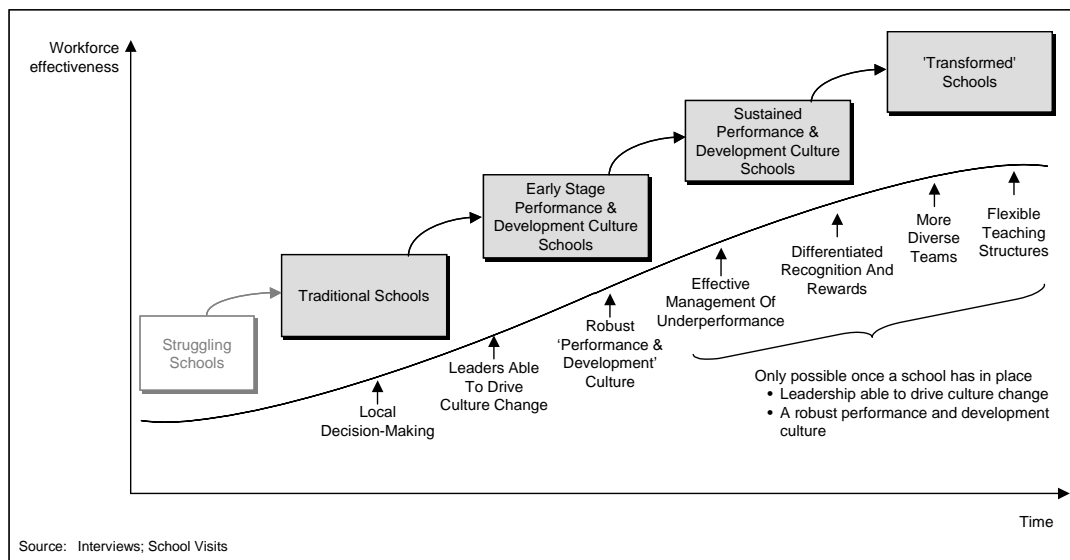
The proposed strategy has three phases, as illustrated in Exhibit 19.

Exhibit 19: Phasing of proposed workforce development strategy



The recommended strategy is phased because Victorian Government schools are at different points along the ‘school evolution’ curve (Exhibit 20). Schools that try to move towards new models of teaching and learning without effective leadership and a strong performance and development culture are likely to fail.

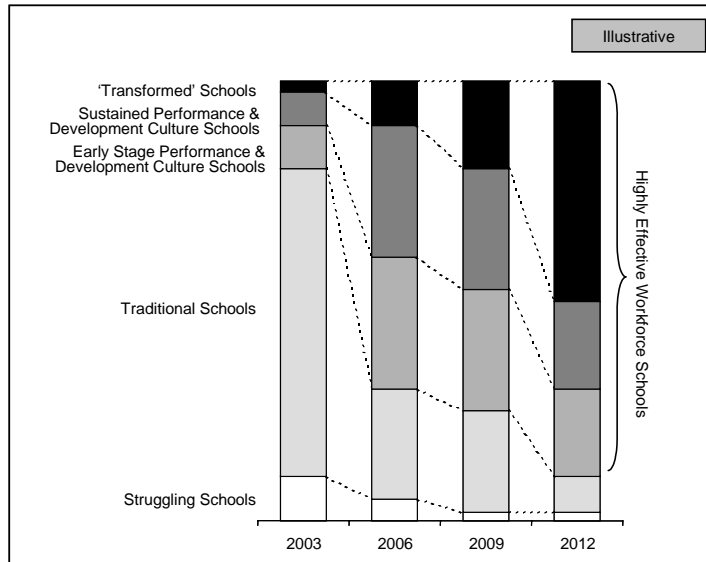
Exhibit 20: ‘School evolution’ curve



The recommended workforce development strategy is designed to manage the migration of Victorian Government schools along this curve. As illustrated in Exhibit 21, we believe that the majority of schools are in the ‘traditional’ category, with much smaller numbers in the ‘early stage’ and ‘sustained

performance and development culture' categories. A very small number of schools have elements of the transformed model²⁶ today, but none are 'fully transformed'. The major focus between now and 2006 will be to move the vast majority of schools from the 'traditional' category to the 'performance and development culture' categories, while encouraging those schools already in those categories to pilot more transformational models.

Exhibit 21: Migration of schools over the next 10 years



6.1. Strategy phases

The recommended initiatives in the first phase are around leadership capacity building, creating a performance and development culture and the proactive shaping of supply. These are designed to bring all schools towards the current workforce practices of today's best performing schools.

In the second phase, the focus is on sustaining and building on the performance and development culture platform created in the first phase. This will enable two developments that are out of reach for most Victorian Government schools today:

- The introduction of greater differentiation in rewards and recognition based on performance – including an enhanced career structure; and
- The effective management of under-performers through the use of objective data on teacher effectiveness.

The third phase is focussed on rolling out transformational workforce models. Transformation of the current workforce model has the potential to provide a significant lift in workforce performance. Such transformation could include more flexible classroom arrangements and formats, a broader mix of professionals

²⁶ By 'transformed school' we mean one that has a significantly different workforce model and significantly improved student outcomes, relative to those in schools today

in the classroom, and different models for managing the school day. Innovations such as these are being tested in various schools around the world.

The proposed step-change innovations will in many cases involve significant alteration to industrial agreements and legislative requirements. While important, they should not be the primary focus of school workforce development over the next 3-5 years. The goal should be to create the preconditions for step-change innovations across the system.

In the meantime, it is possible to explore the potential for transformation by encouraging some of the schools with a 'performance and development culture' to pilot innovative workforce models. These schools may need 'ringfencing' from some industrial and legislative requirements.

Chapters 7 and 8 describe the actions that should be taken to execute the workforce development strategy. Chapter 7 describes, in some detail, the initiatives needed to deliver the 3-5 year strategic objectives. Chapter 8 discusses, at a high level, the longer term strategic direction.

7. Strategy focus for the next 3 to 5 years

We have developed initiatives in the three areas for focus over the next 3 to 5 years. These are described below.

7.1. Leadership capacity building

Leadership capacity building requires actions in the following areas:

- First, school leadership capability should be strengthened through strategic investment in leadership development and improved leadership performance management;
- Second, a high quality leadership pool should be actively developed; and
- Third, the workload for school leaders, particularly those in smaller and isolated schools, should be reduced.

7.1.1. *Leadership capabilities: performance and development*

Build school leadership capabilities

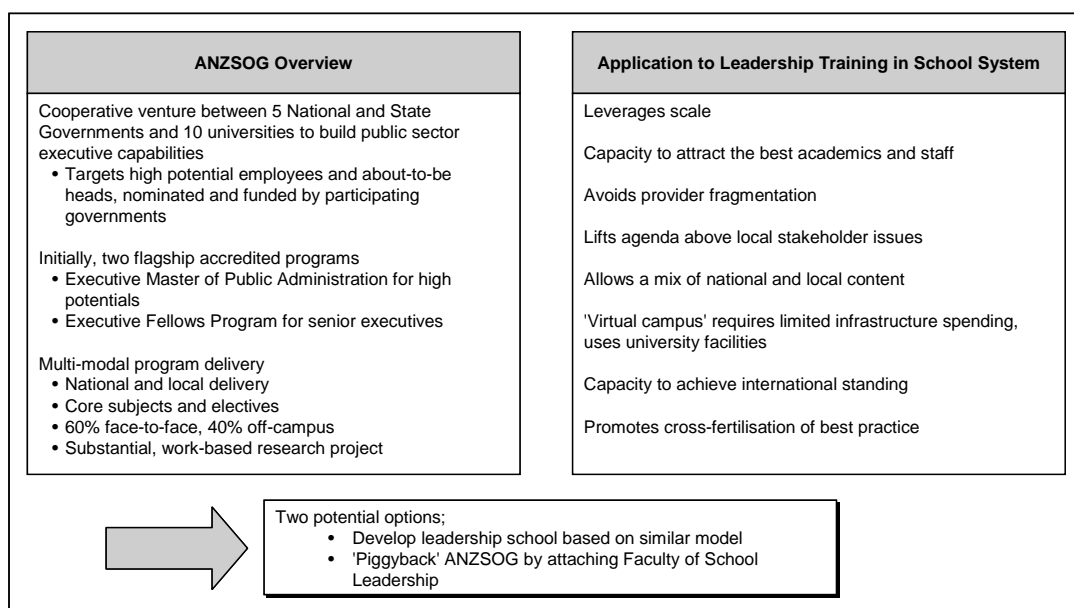
Strategic investment in leadership development should begin with a **clear top-down commitment** to the chosen strategic direction, the investment required to develop leadership capabilities and the priorities for implementation. The scope and role of any central leadership development unit should also be determined, including the number and capabilities of the resources devoted to it.

We believe that **an accreditation framework for leadership training should be developed** to ensure that all VGS leaders have the capabilities needed to run self-managing schools. While focused on the ongoing development of those core capabilities, the framework should recognise development already undertaken so as to avoid duplication of training efforts and ensure ‘transportability’ across the system. Accreditation of the training framework will provide a clear development pathway for future leaders and ensure that training components are aligned with leadership capability priorities. However, we do not believe that the development should be mandated or implemented as a preselection gateway to the principal role. This could limit a school’s ability to hire outstanding and highly capable leaders from, for example, overseas or interstate jurisdictions.

DE&T should take an active part in shaping the development of a national body for leadership development. Given the importance of school leadership, we believe significant value would be created by a leadership institute of international standing that would provide a focus for research, course design and course provision. The UK’s National College for School Leadership was created with these objectives in mind.

To achieve sufficient scale and standing, an Australian leadership institution would need to be national. We believe this is a possibility as, despite variations in the school leaders' roles across the states and school systems, the capabilities required of school leaders are largely the same. The recently established Australia and New Zealand School of Government (ANZSOG) has both national and local course delivery. As Exhibit 22 shows, many aspects of the ANZSOG model are applicable in a national body for school leadership.²⁷

Exhibit 22: ANZSOG model and applicability to school leadership training



In addition, **DE&T should establish peer and community mentor and coaching relationships for principals.** Mentors and coaches are providing professional development for some VGS system principals today. These arrangements are mostly informal, although formal mentoring and coaching programs are provided in some Regions, and programs such as Eleanor Davis exist for some groups of principal aspirants. This mirrors a trend in the business sector, where increasing numbers of executives use mentors and coaches.

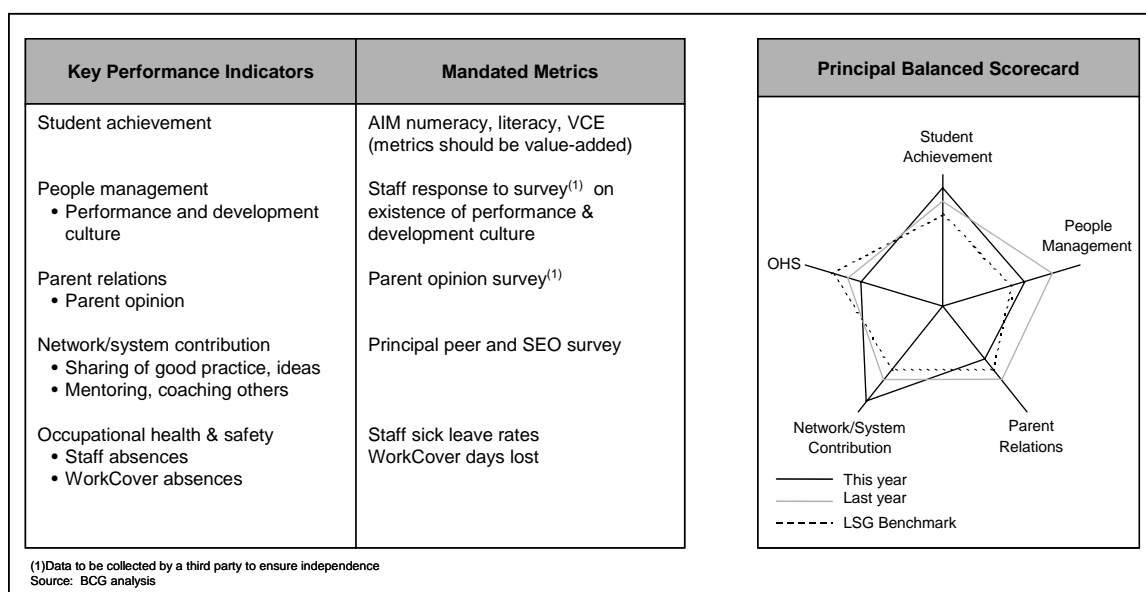
We believe that VGS system principals would derive significant benefit from mentoring and coaching support provided by existing principals, recently retired principals, or appropriately experienced people from the business or community sector. Anecdotal evidence suggests that a large number of well qualified people would be prepared to play this role. DE&T and the Regions could provide a matchmaking service. Some professional development for the mentors and coaches would also be desirable.

²⁷ While details are not yet known, the Commonwealth Minister for Education Science and Technology recently announced the intent to provide seed funding for an institution for school leadership.

Enhance leadership performance management

A cornerstone of the performance management system should be the **adoption of a broad range of consistent performance measures that reflect the multiple responsibilities of the principal role**. This approach, often described as a ‘balanced scorecard’²⁸ because it does not rely on a single dimension, is illustrated in Exhibit 23.

Exhibit 23: Illustrative framework for principal performance assessment



While the five dimensions shown in Exhibit 23 are those that we believe are the most appropriate to the leadership role, the precise dimensions are less important than the fact that they are broadly reflective of the role, are objectively measurable and can be applied to all principals.

The use of multiple measures removes the need for any one measure to be completely accurate. One of the problems of over-reliance on, say, student outcomes as the measure of principal performance is that it is virtually impossible to adjust the measure to remove all factors outside the principal’s control. Rather than discarding student outcomes measures, however, it is better to supplement with other relevant measures.

The data to populate the balanced scorecard should be independently collected and provided to the principal in advance of the annual review meeting with the Senior Education Officer (SEO) or the Regional Director. Data should be compared against trends over time and peer group benchmarks. The use of common core performance data supplemented with performance against individual goals is very common in effective organisations.

The balanced scorecard can be supplemented with performance data in relation to school-specific goals that have been agreed with the Regional Director or SEO. It

²⁸ A ‘balanced scorecard’ measures several different dimensions of performance

should be supplemented with an assessment of whether the principal has been an effective financial and asset manager – this aspect of performance represents an absolute standard that must be achieved, rather than a dimension that should be benchmarked.

This process sets up a more valuable discussion with the Regional Director or SEO as the assessment data has already been collected; the focus can be on acknowledging areas of strength and helping the principal address areas for development. The common basis for measurement also provides DE&T with a better overview of the strengths and weaknesses of the overall principal cohort.

Finally, the performance management system should be linked to key management processes affecting the principal's role. For example, it should provide the basis for approval of salary increments, contract renewals or action on the basis of unsatisfactory performance. Ultimately, the performance management system should be the direct link between DE&T and school leaders in the areas of role accountability and contract renewal review.

7.1.2. *Supply of quality school leaders*

Three areas require action to manage the supply of school leaders:

- Building a high quality leadership pool;
- Professionalising the principal recruitment and selection process; and
- Tying principal remuneration more closely to the complexity of the role.

Build high quality leadership pool

DE&T should establish an accelerated development program for high potential leaders. The 'Fast Track' program used in the UK, described in Exhibit 24, could provide a model for such a program.

Exhibit 24: Features of 'Fast Track' Program, UK

Purpose	For Teachers...	For Schools...
<p>Accelerated promotion program for high potential teachers in their first 5 years of teaching, launched in 2000</p> <ul style="list-style-type: none"> • Individualised support, mentoring and development • Multi-stage selection process including 2-day residential assessment program <p>Long term aim for participation of 5% of the workforce</p> <ul style="list-style-type: none"> • 300 participants in first two years, 2000 applicants in 2003 	<p>Additional salary increment of £1,400 - £2,000pa, laptop and ICT facilities</p> <p>Additional professional development outside school hours</p> <ul style="list-style-type: none"> • Courses, conferences, mentoring, secondments, membership of working groups, links with professional development providers <p>Additional whole of school responsibilities and objectives</p> <p>Expected to move every 2-3 years</p> <p>Fast Track job matching service</p>	<p>Schools apply to create a 'Fast Track' position</p> <ul style="list-style-type: none"> • Must support ethos of program and provide appropriate opportunities <p>Central funding of £3,000pa to cover salary increment and additional costs</p> <p>Recruitment matching service through web and area co-ordinator</p> <p>Provides schools access to pool of highly talented and motivated teachers</p>
<p>Capacity to provide an attractive entry option for high potential candidates from external sources</p>		

Source: Department for Education and Skills, UK

Professionalise principal recruitment process

To increase the professionalism and effectiveness of the principal selection process, we recommend that DE&T **establish a panel of recruitment services to support principal selection panels**. In addition, the Department should **re-examine the composition of selection panels** in order to strengthen the recruiting capabilities of the panel members.

Match principal remuneration to role complexity

Principals' salaries should reflect the complexity of the principal role. We recommend that **DE&T consider redesigning remuneration bands to reflect complexity above and beyond school size and raising upper bands over time**. In addition, the Department should introduce greater flexibility in principal remuneration to take account of unique factors in some school settings.

7.1.3. *Reduce leadership workload demands*

DE&T should **conduct an audit to determine how to reduce the workload impact of demands from the centre**. The audit should identify processes or requirements that can be eliminated or simplified. Based on audit recommendations, processes should be streamlined and the Department's interactions with principals coordinated to remove duplication and ensure process efficiency.

DE&T should also **provide support to small schools or networks of small schools** where lack of scale is reflected in a very heavy administrative workload for leaders. Service centres, possibly similar to the Local Administration Bureau models trialled in one of the Regions, should be used.

7.2. Creating a performance and development culture

To promote the creation of a performance and development culture across the VGS system, DE&T should take action to enhance school leadership capabilities, as described in Section 7.1, and also:

- Support the development and transfer of excellent performance and development practices across all schools; and
- Intervene selectively and strategically in the provision of professional development for teachers.

7.2.1. *Support the development and transfer of excellent performance and development practices*

Our recommendations on building a performance and development culture are in two areas:

- The introduction of an accreditation scheme for 'performance and development culture' schools, with the objective of accrediting all schools by 2006; and

- Three initiatives to support the transfer of excellent practices, including the establishment of a performance and development knowledge centre, funding for innovation in approaches to performance and development and a recognition program for excellent practices.

We recommend that DE&T **develop and implement an accreditation scheme** for in-school performance and development culture. A possible starting point for the criteria and methodology is shown in Exhibit 25.

In our view, only a few schools today would meet the standards needed for accreditation, but most could do so within 3 years. It will be critical to select an external accrediting body that has credibility with schools.

Consideration should also be given to providing additional professional development funding for accredited performance and development schools. This would not only provide an incentive to seek accreditation but would also ensure that professional development funds are directed to the schools that will provide the highest returns.

Exhibit 25: Potential accreditation criteria for performance and development

Element	Metric	Self Assessment	External Verification
Induction for beginning teachers	All beginning teachers participate in an effective mentoring program	Submission describing mentoring program and testimonials by beginning teachers	Selected interviews with beginning teachers
Multiple sources of feedback on teacher effectiveness	Use of three of the following sources of data as part of annual review of which the first is mandatory: <ul style="list-style-type: none"> • Adjusted student outcomes data • Student feedback • Parent feedback • Observation data • Attendance data 	Submission describing sources of data used and how they are used, including sample of how data is provided to teacher	Selected interviews with teachers
Customised development plans based on individual development needs	Each teacher has a development plan that clearly links to their own development issues	Submit process for preparing development plans, and sample development plan	Review of sample of development plans (randomly selected)
Quality professional development to meet those needs	Each teacher participates in professional development that helps improve their effectiveness as teachers	Description of professional development at the school with table describing professional development undertaken by each teacher. Can include observation of fellow teachers; coaching; mentoring etc	External survey of teachers; Selected interviews with teachers
Belief by staff that the school has a performance & development culture	Staff feel that the school culture is supportive of personal growth and development	Internal survey results	External survey of teachers; Selected teacher interviews

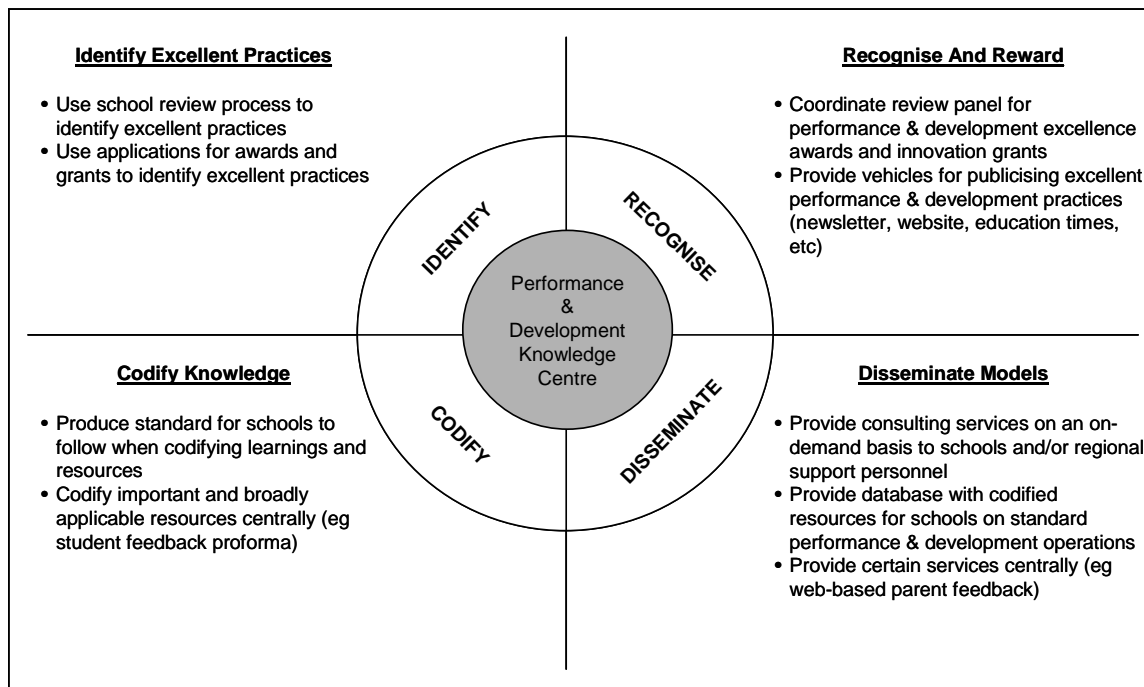
Source: BCG Analysis

It is critical that teaching staff recognise and trust the robustness and integrity of teacher effectiveness data. Clear protocols should be developed around data collection to protect confidentiality. For example, feedback data on individual teachers should be available only to the individuals concerned and their supervisors in the school (usually the head of department and the principal). There is no need for DE&T to have access to teacher-specific data.

Support for knowledge transfer should be provided through three mechanisms. Firstly, DE&T should **create a performance and development knowledge centre to support knowledge transfer**. This would entail a small staff of specialist performance and development consulting staff who would identify,

codify and disseminate excellent practices. These staff could be seconded from schools with excellent practices. Exhibit 26 outlines key elements of the knowledge centre role.

Exhibit 26: Elements of knowledge centre role



Secondly, to encourage further innovation in approaches to performance and development, DE&T should consider providing funding to schools or groups of schools. Most of this activity – particularly in relation to data on teacher effectiveness – should take place in 2004 so that schools can draw on the more successful practices in 2005 and 2006. The funding program should acknowledge the responsibilities of funded schools to transfer effective innovations and act as ‘teaching schools’ for other schools in the VGS system.

Thirdly, we recommend that DE&T introduce a recognition program to raise awareness of excellent performance and development practices. Recognition could be in the form of an award to recognise and publicise excellent practices.

7.2.2. *Provide selective strategic intervention in teacher professional development*

We recommend the DE&T limit its own involvement in professional development to a small number of key strategic issues at a time. These will change over time, should be kept to a small number, should be announced as far in advance as possible, and should be maintained for long enough to ensure that real progress is made towards the desired goals. DE&T should either provide a development program to support these priorities or encourage schools to incorporate them into their own programs.

DE&T should also **support broad adoption of induction mentoring for beginning teachers across all schools**. While this has been successfully adopted by some VGS schools, the Department has a role to play in ensuring that understanding of successful models is shared across the system and that good mentoring practices are more widely adopted.

7.3. Active shaping of supply

Given the likely pressures on teacher supply in some key learning areas and schools, DE&T will need to take a more proactive role in shaping supply. Action is required in the following areas to:

- Ensure appropriate teacher supply composition through initiatives to enhance teaching workforce monitoring and projection capabilities, engage at a senior-level with teacher training providers and target initiatives to support increased supply in segments where shortages are identified;
- Ensure appropriate distribution of teacher supply through a range of initiatives to reduce recruiting difficulties experienced in individual schools; and
- Enhance the efficiency of recruiting processes to reduce the time and costs of school-level recruiting activities.

7.3.1. *Ensure appropriate teacher supply composition*

To ensure appropriate composition of teacher supply, DE&T should:

- Enhance its demand and supply monitoring and projection capabilities;
- Engage at a senior-level with university education faculties to support delivery of DE&T's teacher training requirements; and
- Implement targeted initiatives to address identified supply issues.

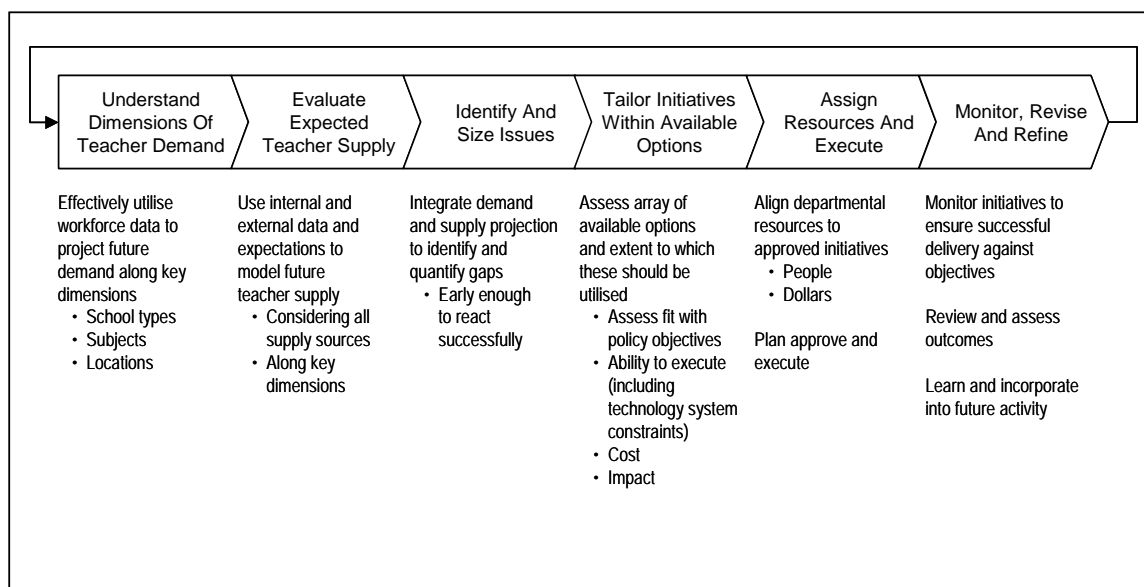
Enhance teacher demand and supply monitoring and projection capabilities

To enhance its teacher demand and supply monitoring and projection, DE&T should extend its workforce planning analyses and make more effective use of these analyses through improved reporting. It should also provide workforce planning data and tools to schools to help them plan for their likely recruiting needs.

The first step toward **improved workforce planning analysis** is to enhance the quality of the data on which the analysis is based. Several options exist to improve the information available on the DE&T workforce. These range from incremental changes to refine existing collection systems such as surveys, through to significant investment in the Department's payroll system to provide comprehensive information on individual teachers, such as the subjects they teach, their teaching qualifications and their pathway into the VGS system. (Little is known about these details at present). These options are the subject of a recent business case review and are not detailed further in this report. We believe, however, that there is scope to improve workforce planning analysis, whatever solution on information enhancement is adopted.

Processes should be developed and adopted for agreeing on and prioritising the workforce analyses to be performed to ensure that analytical resources remain focused on key workforce planning objectives. In addition, the outcomes of workforce planning analyses should be regularly reviewed to test their efficacy and ensure continuous improvement. These reviews should be a key element of the workforce planning process as shown in Exhibit 27.

Exhibit 27: Proposed workforce planning process



The second area of focus is **improved reporting** to ensure that DE&T's position on workforce requirements is clear to both internal and external stakeholders. Messages must be consistent and packaged in clear reporting formats, and content should be focused on identified workforce planning issues. The first step is to assess current report content and formats to ensure that they support workforce planning strategic objectives and effectively communicate DE&T's position. Reports should then be progressively revised based on the outcomes of this assessment.

The third focus is **improved school-based workforce planning** to help schools understand their likely recruitment needs in advance and to prepare effectively to meet those needs. The Department should develop workforce planning tools and provide indicative data on different workforce segments (such as the likelihood of attrition) that each school can use to understand how its teaching workforce profile could affect its recruiting needs over the next several years. This tool could take a similar form to the School Global Budget Ready Reckoner now used for school-based budget planning. Use of such a tool could also enable DE&T to capture schools' workforce planning assessments and extend its understanding of the recruiting situation in individual schools.

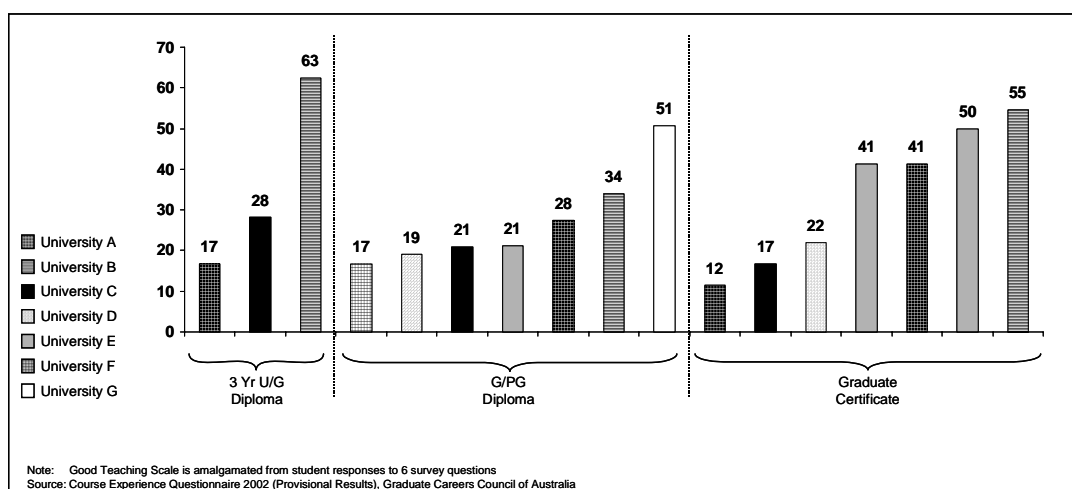
Senior-level engagement with university education faculties

Senior DE&T representatives should actively engage with senior university management and senior education faculty members to encourage and support the alignment of pre-service study specialisations with schools' needs. This dialogue should be supported by analysis that lays out the needs of the VGS system and, if necessary, by the commitment of funds to support promotional campaigns and scholarships to attract student teachers in specific subject areas.

The objectives of this engagement should be to **reach agreement with the universities on the required pre-service subject specialisation mix** and to collaboratively **develop and support initiatives to attract the number of students needed to meet demand in specific areas of shortage**. These initiatives could include general marketing campaigns to boost demand for training in selected specialisations, targeted marketing to attract selected segments (for example, encouraging engineers to consider becoming mathematics teachers) or the provision of scholarships to eligible students who are willing to specialise in areas of shortage.

A secondary objective of senior-level engagement with education faculties should be to **provide DE&T's assessment of pre-service course quality**. This should be developed from existing course assessment materials, such as those produced by the Graduate Careers Council of Australia (Exhibit 28) and through collecting schools' views on the skills and competencies of recently employed beginning teachers. The assessment should be focused on DE&T's needs as a major employer of teachers, and should complement VIT's role in developing professional standards and accrediting pre-service education courses.

The responsiveness of each university in delivering the agreed student mix and acting on course quality feedback should be monitored and fed back in subsequent senior-level discussions.

Exhibit 28: Course experience questionnaire – good teaching scale mean²⁹

Targeted initiatives to address identified supply issues

Beyond developing and implementing initiatives to address identified supply issues in pre-service courses, the Department should **offer programs to retrain experienced teachers to work in areas with teacher supply shortages**. This group will supplement numbers from the beginning teacher pool and help maintain the experience base in specialisations with high attrition rates.

DE&T has conducted teacher retraining programs previously, and funds have been allocated for the Rural Retraining Program from 2004/05 on. The outcomes of this and all other teacher retraining conducted by DE&T should be rigorously reviewed to ensure that retrained teachers are employed in positions that utilise their new skills and that they remain employed in the VGS system after their retraining is completed.

7.3.2. Ensure appropriate distribution of teacher supply

To support schools that are experiencing recruiting difficulties, DE&T should consider a range of incentives to attract appropriately skilled and qualified teaching staff.

Allowances for teachers staffed in remote³⁰ and special schools are under review. No non-financial incentives are offered to encourage teachers to accept employment in less attractive locations. In addition, there is little that the principal of a school with recruiting difficulties can do to alter employment conditions and make a vacant teaching position more attractive.

We believe the Department should **investigate the widening of financial incentives and the introduction of non-financial incentives to attract teachers to eligible schools**, as determined by the Department. In addition, principals'

²⁹ Mean of student responses on a 5-point scale, redistributed so responses of 1, 2, 3, 4 and 5 equal -100, -50, 0, 50 and 100 respectively

³⁰ As defined by DE&T

ability to attract teachers to hard-to-fill positions should be increased, for example by allowing them to offer a higher than normal salary increment during the teacher's tenure at their school. Other incentives could include accelerated access to long-service leave entitlements for time spent at an eligible school, or paid sabbatical leave after a set period in an eligible school. Ideas such as these should be developed and tested through pilots (perhaps in one DE&T Region) before full rollout across the state.

DE&T should **develop consistent criteria for determining which schools should be eligible for teacher employment incentives**. It should also consider expanding eligibility beyond remote schools to include some schools in outer-suburban growth areas where recruiting difficulties can also occur.

The Teaching Scholarship Scheme, which provides a guarantee of ongoing employment and provides a \$3,500 payment to scholarship holders, appears to have been successful in assisting schools with recruiting difficulties to attract and employ graduate teachers.³¹ The targeting of this program has recently been refined and this refinement will continue over the coming year. We believe this program should be continued.

Student participation in practicum placement³² is a requirement for graduation from all Victorian pre-service teacher education courses and for VIT teacher accreditation. Practicum placement is a key component of preparing student teachers for their role in the classroom. These placements also provide schools with the opportunity to engage with student teachers, identify talented students, encourage them to consider employment in the participating school, and ultimately to offer them employment.

Pre-service student teachers are sometimes reluctant to accept specific practicum placements. In particular, the cost of travel to and accommodation in some rural and remote schools make these placements less attractive to student teachers. To encourage more students to accept placements in these schools, DE&T should **commit funding for accommodation in and travel to and from rural and remote areas for practicum placement in eligible schools**. School eligibility should be linked to the level of difficulty experienced in filling offered practicum placement opportunities. These schools should be encouraged to top-up the support provided by the Department through their existing school budgets and to leverage their links with local communities to provide positive practicum experiences for student teachers. Finally, DE&T should also consider travel subsidies to cover the commuting costs of students accepting practicum placements in some outer suburban areas.

DE&T does not publish its expectations regarding schools and experienced teachers³³ in relation to practicum placements. Schools are not obliged to provide practicum opportunities, and ensuring that student teachers have a valuable classroom experience and are appropriately supervised is not a formal role expectation for experienced teachers.

³¹ Cameron, J W, Auditor General Victoria (2001)

³² School-based teacher training conducted in classrooms under the supervision of experienced teachers

³³ Experienced teachers with responsibility and leading teachers, for example

The Department should **develop a formal policy on its expectations of student teacher practicum provision in Government schools**. This policy should be communicated to principals, teachers and education faculties. It should specify school and teacher responsibilities, and encourage education faculties to involve their student teachers in practicum placements in diverse school environments. The policy should be supported by DE&T-developed materials that guide schools in developing relationships with universities and provide case studies from a diverse range of schools with these types of relationships in place.

Effectively conveying DE&T's practicum expectations should both increase Government schools' access to student teachers for recruiting purposes and improve the quality of teacher training practicum placements.

7.3.3. *Enhance efficiency of recruiting processes*

Steps are underway to remove some legislative hurdles to swift promotion and the recent development of an online recruiting database has been well received by schools. Further steps should be taken to reduce both the time and costs involved in school-based recruiting.

The Department should **review current recruiting regulations, requirements and processes to identify opportunities to eliminate unnecessary, costly, time-consuming or counter-productive recruiting practices**. Part of this review should focus on identifying existing levels of flexibility in recruiting and the identifying good in-school practices in recruiting.

Opportunities to develop applications and tools to reduce recruiting costs should be evaluated and implemented if effective. Possible examples include mechanisms for the electronic submission of applications for multiple positions or enhanced search capabilities on recruiting databases.

Finally, **policies should be adopted to provide schools that are experiencing recruiting difficulties with additional recruiting support and the flexibility to meet their recruiting needs**. Options to be developed and piloted include the enabling of school 'cluster-based employment'. In this option, a cluster of schools can offer one full-time position that would otherwise be offered as a number of small, part-time positions by individual schools. It may also be useful to offer a cluster- or region-wide guarantee of ongoing employment where a particular school faces declining or highly variable enrolments. This would enable the school to advertise a position as 'ongoing' rather than 'fixed-term', which is likely to be more attractive to potential applicants.

8. Longer-term strategic direction

Leadership capacity building and the creation of a performance and development culture will create the platform for the next evolution in workforce effectiveness. Action in two major areas will provide a further lift in workforce effectiveness and student outcomes. They are:

- Differentiated recognition and rewards, based on performance; and
- Step change innovations in the workforce model.

A performance and development culture that includes richer and more robust data on teacher effectiveness will enable objective decision-making on rewards and recognition for high performance. This will, for example, make it possible for schools to make objective decisions about which teachers are eligible for higher increments in the upper pay bands – something most Victorian Government schools cannot do today.

A more robust performance and development culture will also make it possible to offer a greater variety of non-financial rewards and recognition for high-performing teachers. These could include, for example, scholarships or sabbaticals to undertake professional development over and above that offered at the school level.

A performance and development culture will also enable more effective management of under-performers. In schools with a performance and development culture, under-performers will be provided with objective data on their areas of under-performance and be given the opportunity to address them. Many will address performance issues once presented with clear data and support but, for those who not, there will be an objective basis for performance based dismissals.

Schools with highly effective leadership and a performance and development culture will also be better placed to pilot and then implement step change workforce models that significantly lift workforce effectiveness. It is difficult to be specific about these models, but they are likely to draw upon some of the themes covered in the discussion on directions in education and schools (Section 4.2). These include:

- Greater integration with the community;
- A broader mix of professionals in schools, enabling teachers to make use of academics, other content specialists, social workers, psychologists and teaching assistants in delivering the best outcomes for their students;
- More flexible approaches to class formats and timetabling; and
- The creative use of ICT to deliver new forms of collaboration and learning.

The implementation of new workforce models will require changes to pre-service training and the professional development of in-school staff (teachers and others). They will also require more sophisticated knowledge management systems, including more powerful networks, to support transfer of innovative and excellent practices through the system.

The step change innovations that are successfully piloted are likely to produce a number of different models that will be relevant to different segments of the Government schools sector. Their presence will require greater flexibility than is currently allowed in industrial agreements, legislation and Government regulations.

To facilitate this next stage of workforce development the Department should:

1. Examine the best model for introduction of differentiated recognition and rewards, including but not limited to an improved career structure;
2. Encourage schools that have demonstrated a sustained performance and development culture to pilot step change innovations in workforce models, with the benefit of exemptions from current regulations;
3. Remove industrial and legislative restrictions to allow a move to these future workforce models; and
4. Based on evaluations of pilot outcomes, encourage the roll-out of workforce models that deliver significant gains in student achievement.

9. Appendices

Appendix A: Organisations and individuals consulted in course of project

We consulted widely in the Victorian Government sector, and in particular in the Department of Education and Training, including regional offices, the Department of Treasury and Finance and the Department of Premier and Cabinet. We also spoke with the following elected representatives:

The Hon. Lynne Kosky, Minister for Education and Training

The Hon. Jacinta Allan, Minister for Education Services

The Hon. Victor Perton, Shadow Minister for Education

The Hon. Peter Hall, National Party Spokesman for Education

We consulted the following individuals in education sector organisations:

Professor Kwong Lee Dow, Chairman, Victorian Curriculum and Assessment Authority

Mr Andrew Ius, Chief Executive Officer, Victorian Institute of Teaching

Dr Helen Praetz, Chairperson, Victorian Qualifications Authority

Dr Dennis Gunning, Director, Victorian Qualifications Authority

Ms Viv White, Chief Executive Officer, Victorian Schools Innovation Commission

The Hon. Dr Barry Jones, Chair, Victorian Schools Innovation Commission

Ms Ellen Koshland, Deputy Chair, Victorian Schools Innovation Commission

Mr Alister Maitland, Deputy Chair, Victorian Schools Innovation Commission

Professor David Stokes, Director, Victorian Schools Innovation Commission

Dr Lawrence Ingvarson, Head of Teaching and Learning Division, Australian Council for Educational Research

Mr Nick Thornton, Chief Executive Officer, Australian Principals Centre

We consulted the following individuals in the Victorian university sector:

Professor Brian Caldwell, Dean, Faculty of Education, The University of Melbourne

Professor Sue Willis, Dean, Faculty of Education, Monash University

Professor Shirley Grundy, Dean, Faculty of Education, Deakin University

Professor Richard Bates, Deakin University

Professor Richard Teese, The University of Melbourne

Dr Richard Cotter, The University of Melbourne

Dr Jack Keating, The University of Melbourne

We spoke to the following individuals from education-related peak bodies and associations:

Ms Mary Bluett, Branch President, Australian Education Union, Victorian Branch

Mr Brian Henderson, Branch Vice President, Secondary, Australian Education Union, Victorian Branch

Mr Peter Steele, Branch Vice President, Primary, Australian Education Union, Victorian Branch

Ms Helen Rix, Principal Class Organiser, Australian Education Union, Victorian Branch

Mr Andrew Blair, President, Victorian Association of State Secondary Principals Inc

Mr Fred Ackerman, President, Victorian Primary Principals Association

Mr Wally Gatt, Executive Officer, Victorian Primary Principals Association

Mr Steven Franzi-Ford, President, Associations of School Councils in Victoria

Ms Jacinta Cashen, President, Victorian Council of School Organisations

Ms Gail McHardy, President, Parents Victoria

Ms Helen Steen, President, Association of Business Managers

We consulted the following individuals in the Victorian non-Government school sector:

Mrs Susan Pascoe, Executive Director, Catholic Education Commission of Victoria

Ms Michelle Green, Chief Executive Officer, Association of Independent Schools of Victoria

Mr David Loader, former Principal of Wesley College

We consulted with the following overseas experts:

Professor David Hopkins, Director, Standards and Effectiveness Unit,
Department for Education and Skills, UK

Mr Stephen Kershaw, Director, School Workforce Unit, Department for
Education and Skills, UK

Ms Charlotte Rendle-Short, Deputy Chief Executive Officer, The Church
Schools Company, UK

Mr Ralph Tabberer, Chief Executive, Teacher Training Agency, UK

Ms Sue Williamson, Specialist Schools Trust, UK

Dr Barry McGaw, Director, Directorate for Education, OECD

Dr David Istance, Principal Administrator, Centre for Educational
Research and Innovation, OECD

Dr Phillip McKenzie, Principal Administrator, Education and Training
Policy Division, Directorate for Education, OECD

We visited the following schools:

Bayswater Secondary College

Bellfield Primary School

Bendigo Primary School (Violet St)

Bendigo Senior Secondary School

Box Hill Senior Secondary College

Broadmeadows Primary School

Brighton Beach Primary School

Edge Hill State School, Cairns, Queensland

Eltham High School

Essendon North Primary School

Eumemmerring Secondary College

Fawkner Secondary College

Fountaingate Primary School

Glen Waverley Secondary College

Gladstone Park Secondary College

Heatherhill Secondary College

Kurnai College

Lalor Secondary College

Moreland City College

Mount Eliza Secondary College

Pascoe Vale South Primary School

Port Phillip Specialist School

Seaford North Primary School

South Gippsland Secondary College

Strathmore Secondary College

Sunshine East Primary School

While any errors or omissions are our own, the following individuals provided invaluable advice and feedback on our emerging findings and recommendations.

- Tony Mackay, Director of the Centre for Strategic Educational Thinking, Melbourne
- Vic Zbar, Zbar Consulting
- Professor Glyn Davis, Vice-Chancellor, Griffiths University, Queensland

Appendix B: Initiatives to execute workforce development strategy

Leadership Capacity Building	
Key Recommendations	Initiatives
Build leadership capabilities through performance and development	<p>1.1 Improve strategic investment in leadership development:</p> <ul style="list-style-type: none"> a) Enhance the strategic management of leadership development at the centre b) Build an accredited framework for the provision of leadership development (linked to defined capabilities) c) Actively participate in shaping the development of a national body to provide certified school leadership training d) Establish peer and community mentor and coach relationships for principals <p>1.2 Introduce a balanced scorecard approach to leadership performance management</p>
Manage the supply of quality leaders	<p>1.3 Introduce an accelerated development program for high potential leaders</p> <p>1.4 Introduce flexibility to and increase upper levels of leadership remuneration to better reflect role complexity</p> <p>1.5 Professionalise the principal recruitment and selection process</p>
Reduce leadership workload demands	<p>1.6 Simplify and coordinate interactions with schools to reduce workload demands</p> <p>1.7 Introduce 'service centres' for networks of small schools to address administration scale inefficiencies</p>

Creating a Performance and Development Culture

Key Recommendations	Initiatives
Support the development and transfer of excellent performance and development practices	2.1 Develop accreditation scheme for 'performance and development culture schools' ³⁴ 2.2 Support the transfer of innovative performance and development practices <ul style="list-style-type: none"> a) Performance and development 'knowledge centre' b) Innovation funding for new performance and development approaches c) Recognition program for excellent practices
Provide selective strategic intervention in teacher professional development	2.3 Focus DE&T intervention in professional development on a small number of key priorities each year 2.4 Support broad adoption of induction mentoring for beginning teachers across Victorian Government schools
Enhance school leadership capabilities in managing performance and development	2.5 Introduce performance and development criteria into leadership performance management ³⁵ 2.6 Introduce performance and development elements into leadership professional development ³⁵

³⁴ Government should consider linking accreditation with additional professional development funding for schools

³⁵ Rolled into leadership initiatives 1.1b and 1.2

Active Shaping of Supply

Key Recommendations	Initiatives
Ensure appropriate teacher supply composition	<p>3.1 Enhance demand and supply monitoring and projection capabilities</p> <ul style="list-style-type: none"> a) Extend current workforce planning analysis (including consideration of technology systems change) b) Focus reporting on key workforce planning strategic issues c) Support improvement of school-based workforce planning <p>3.2 Engage in high-level advocacy with teacher training providers to support delivery of DE&T's teacher requirements</p> <ul style="list-style-type: none"> a) Senior-level engagement with university faculties on key issues such as subject mix b) Senior-level engagement with university faculties to provide feedback on course quality <p>3.3 Support targeted teacher retraining for qualified teachers to gain an additional specialisation in an approved area of need</p>
Ensure appropriate distribution of teacher supply	<p>3.4 Review and increase incentives for teacher employment in schools experiencing recruiting difficulties</p> <p>3.5 Encourage effective practicum placements across all Victorian Government schools</p> <ul style="list-style-type: none"> a) Provide financial support for student teachers to undertake practicums in rural or outer suburban growth areas b) Establish DE&T requirements and expectations for Government schools and teachers around participation in and provision of effective practicum placement opportunities <p>3.6 Provide direct recruiting assistance and develop enhancements to enable recruiting flexibility and overcome recruiting difficulties</p>
Enhance efficiency of recruiting process	<p>3.7 Review and revise current recruiting processes and requirements to reduce time and cost involved in school-level recruitment (eg regulations, procedures, data support)</p>

Appendix C: BCG engaging for results survey questions

Collective Commitment to Objectives

The Principal or Assistant Principal is visibly committed to our school's objectives
 The specific objectives for my 'area' are clearly communicated
 I understand our school's overall performance objectives
 I am adequately informed about what's going on in this school
 My 'area's' objectives are challenging but realistically achievable
 As an 'area' we have clear plans in place to meet our objectives

Sharp Individual Accountabilities

I know what is expected of me in my role
 I understand how my work contributes to achieving the school's objectives
 I understand the boundaries within which I must operate
 I understand the outcomes that I am expected to achieve
 Staff in this school accept responsibility for delivering outcomes
 People in my 'area' are committed to delivering high quality outcomes

Effective Performance Management

I know how my performance will be measured
 I receive useful feedback on my performance
 School leaders are open to receiving upward feedback from me
 At this school staff recognition and rewards are clearly tied to performance
 A staff member's poor individual performance is not tolerated in this school
 The Principal or Assistant Principal quickly takes corrective action if our area's performance slips

Platforms For Collaboration

Our processes facilitate collaboration with other 'areas'
 Our processes facilitate collaboration with other schools
 There are adequate mechanisms in place for staff to share ideas and good practices with others
 School leaders actively encourage and support us to work collaboratively with other 'areas'
 In my area we get the support we need from other 'areas' to achieve our objectives
 People always put total school performance in front of 'area' and personal interests

Capable Workforce

Our recruiting processes select the right people for the right jobs
 Staff in my 'area' have the right mix of knowledge, skills and capabilities to do their jobs
 School leaders have the skills to meet the challenges our school faces
 The training and development programs I am offered are relevant and effective
 We do a good job keeping our best staff members
 High performing staff in this school are given special opportunities for development
 My job makes good use of my skills and abilities

Shared Vision, Values, Pride

I believe in, and am inspired by, what this school is trying to achieve

I am proud to work for this school

The values of this school really mean something to the people who work here

There are clear consequences for people who do not live by our school's values

I have a clear understanding of our school's values

The school leaders are good role models of our school's values

Empowerment

I have sufficient autonomy to fully demonstrate my abilities

I believe my contribution really makes a difference to the school's performance

I am encouraged to take initiative

School leaders expect me to take calculated risks, knowing I might sometimes make mistakes

Good ideas for improvement are usually implemented in my 'area'

I have the resources I need to perform my role effectively

I have developed strong friendships at work

Recognition and Appreciation

School leaders give me the recognition I deserve

High performing 'areas' receive appropriate recognition for their work

In my 'area' we celebrate our successes

School leaders appropriately recognise superior performance

Supportive Environment

School leaders act with honesty and integrity in all dealings with others

People in my 'area' trust and support each other

I am informed about the rationale behind decisions that affect me

School leaders care about my well-being

Within my 'area' there is open and honest communication between staff

Communications from school leaders are consistent at all levels

School leaders respect my opinions, even when they differ from theirs

Pathways for Personal Growth

I receive the development support I need to learn and grow

I have an effective mentor within the school

There are equal opportunities for advancement in our school regardless of gender, ethnicity and religion

The people I work with are considerate of my life outside work

The career opportunities within Victorian Government Schools are attractive to me

School leaders ensure I am challenged in my role

Overall Satisfaction

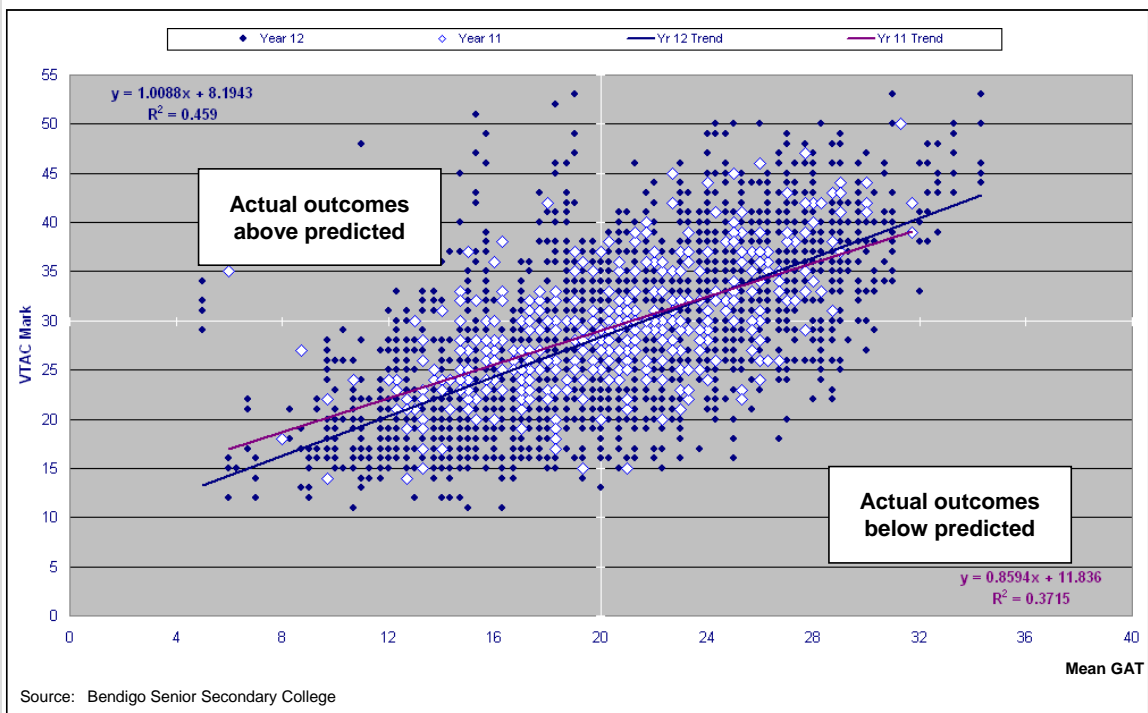
Overall, I am satisfied working here

I would recommend this school to friends as a great place to work

Appendix D: Examples of GAT adjustment to student VCE results

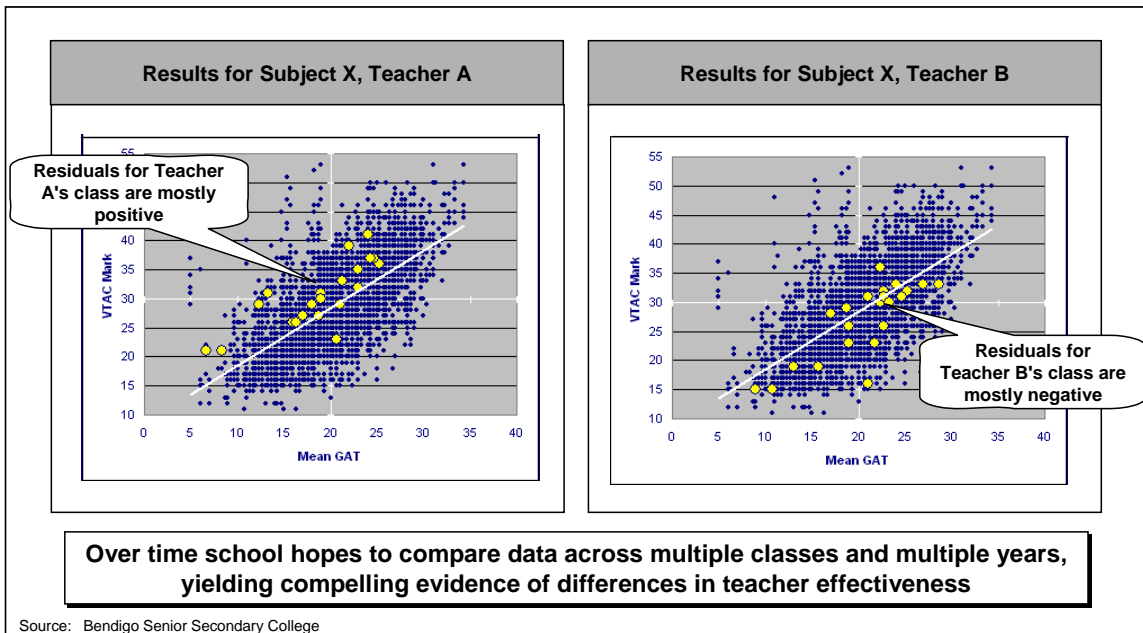
A number of Government schools use student outcomes data adjusted by the University of Melbourne to estimate value added measures of student achievement. The charts compare actual performance of students (as measured by VTAC mark) with the students' GAT test scores (taken earlier in the year). Each dot represents a student. The lines, one for Year 11 students and one for Year 12 students, are lines of best fit for the data set. Dots above the line may be interpreted to have achieved better than expected VCE scores, based on the GAT; those below the line, worse.

Whole year level GAT-adjusted scores



These data can also be examined on a teacher-specific basis, as shown in the chart below.

GAT-adjusted scores filtered by teacher



One can also use the data to understand outliers. For example, one can look to see whether a student in Teacher B's class who has 'underachieved' relative to the GAT score, has significantly underachieved his or her potential in other subjects. In this way, it is easier to understand whether underperformance is likely to be driven by student specific factors, or class specific factors.

While by no means a perfect instrument, this type of detailed analysis of value-add, when used as one of several sources of data, can provide rich material for helping shed light on teacher effectiveness.

Appendix E: Case studies of excellent practices at Victorian Government schools

Ongoing coaching through observation at Bellfield Primary School

The principal regularly visits teachers' classrooms. He observes teaching and examines the students' work. This allows him to give rich constructive feedback and tailored suggestions on how teachers can address specific challenges. It also enables him to encourage staff and reinforce areas of strength. In our focus groups, staff told us that they initially found this confronting but now find it worthwhile and non-threatening, since it is not punitive but constructive.

"Whole of day" recruiting at Bendigo Senior Secondary College

Five candidates per position are shortlisted and all invited to attend on one interview day. They are provided with an introduction to and tour of the school, then a panel of five teachers conduct a group discussion with all candidates. This is followed by a group discussion with a panel of five students carefully selected for this task, observed by the teacher selection panel. One-on-one interviews follow, before the teacher selection panel makes a decision on the preferred candidate. This recruiting model has been well supported by both successful and unsuccessful candidates.

Leadership feedback at Glen Waverley Secondary College

A feedback group is selected for each leadership team member, comprising her or his closest colleagues. The group convenes at year-end to review the leadership team member's performance. Using an external facilitator and a 'transformational leadership framework', the group highlights the leader's strengths and areas for development. The facilitator documents the outcome and presents it to the leadership team member and the principal. The materials are fed directly into the leadership team member's annual review and her or his performance plan for the following year.

Use of specialist welfare personnel at Gladstone Park Secondary College

Four years ago, the school used a process of consultation to agree to replace some teaching staff with professional welfare specialists. Two teaching positions that included a part-time commitment to welfare issues were abolished and new positions created for three psychologists and a social worker. While there was initial opposition to the move from a minority of staff, there is now strong support for the change, largely on the basis that it has freed up teaching time by allowing teachers to refer students to true specialists.

Mentoring of new teachers at The Grange P-12 Primary Campus

Each new teacher is assigned a mentor who has 3 to 4 years' experience. Using larger classrooms, the mentor and new teacher 'team teach' in both classes at Years 1 and 2. Jointly responsible for the teaching, learning and assessment of these students, they prepare teaching plans together and form a professional learning team for all professional development. New teachers are also given extra time to undertake directed professional development. The model is well supported by both the new and the experienced teachers in the school.

Learning transfer at Balwyn High School

Some schools are very open to learning from other schools. For example, 20 teachers from Balwyn High School recently spent a day at Glen Waverley Secondary College. While Balwyn is already a very high performing school, many of the teachers found the experience transformational and will transfer some of the practices they saw at Glen Waverley to Balwyn. This type of learning from other schools is the exception, but should be strongly encouraged.

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