

Submission to Higher Education Base Funding Review

Dr Jane Lomax Smith
Chair
Higher Education Base Funding Review

31 March 2010

Dear Dr Lomax Smith

Thank you for giving the The Australian Council of Deans of Education the opportunity to respond to the Higher Education Base Funding Review. Given the time frames and resources available the Council has concentrated its responses on Q3.1, Q3.2, Q3.4, Q4.1, and Q4.2 as we believe they are critical to the future of the discipline of Education. We also believe that the issues of scholarly activity warrant further consideration but, in the interests of brevity, we have decided not to respond to Q3.5 at this time.

We are happy to provide any additional information or comment that you might require in support of our proposition that the Discipline of Education should be considered for funding at the level of Cluster Funding 5.

Yours sincerely,



Professor Toni Downes
President of the Australian Council of Deans of Education

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Executive Summary

1. Teaching is not alone in being substantially recast by the knowledge economy, but its particular relation to knowledge makes the profession pivotal to economic prosperity and social cohesion. Much has changed in the profession and in the preparation of graduates for the profession since 1988 when the current funding model was first conceived.
2. The Higher Education Base Funding Review provides ACDE with a welcome opportunity to demonstrate that the discipline of Education must be recognised as a professional discipline that requires specialist teaching facilities, high levels of ICT infrastructure, well supported professional partnerships and staffing profiles and student to staff ratios that enable the discipline to meet the full range of expectations, standards and challenges of the profession it serves and the changing landscape of higher education.
3. This is in stark contrast to current arrangements that treat the discipline of Education as a foundational and interdisciplinary social science with a component of work place learning,
4. The House of Representatives 2007 Inquiry into Teacher Education Report, *Top of the Class*, described teacher education as **badly underfunded and recommended**:
 - a. *that from 2008, the Commonwealth should increase the Commonwealth Contribution Amount for an Equivalent Full-Time Student Load in the Education cluster (to) the same level as that applying to the Foreign Languages, Visual and Performing Arts cluster [Recommendation 11, p 113] and*
 - b. *Commission an examination of the cost of providing practicum and increase the amount of the loading for practicum to fully reflect its costs [Recommendation 12, p 117].*
5. To ensure a strong evidence base for our work, ACDE commissioned Phillips KPA to undertake three case studies of current levels of expenditure across a range of teacher education programs in three institutions in three different states. We include that work for your consideration and draw on it where appropriate, in support of our comments. We also received submissions from 20 individual universities, as well as detailed submissions from each of our State and Territory Members
6. Our research *clearly demonstrates that across diverse programs and institutions the current costs of pre-service teacher education programs mostly exceed the funding received.*
7. The current funding arrangement results in teacher education programs being highly constrained and with limited capacity to innovate, change and improve programs at scale and with sustainability.

8. In this submission ACDE argues that the **discipline of Education** needs to be recognised not just as a foundational and interdisciplinary social science with a component of work place learning, but as a clinically-based interdisciplinary professionally oriented field of study.
9. Indeed it must move to becoming a **professional discipline** that is properly resourced and funded to produce graduates teachers who will add capacity to the current and future teaching workforces and deliver better schooling outcomes for all students in a more diverse, complex, global and digital world.
10. The Council believes it has provided a convincing case for consideration of funding the discipline of Education at the level of Cluster Funding 5.

Q3.1 Do the current funding relativities reflect the relative cost of delivering undergraduate courses in particular disciplines? What, if any, relative weightings should be afforded to various discipline groups and why?

*Today's teachers must deal with rapidly changing discipline and pedagogical knowledge; with increasing student diversity; and with new information and communications technologies. These changes demand unprecedented professionalism, and a complex range of knowledge and skills. The traditional view of educators as carers and nurturers has never seemed so inadequate. High quality education must be delivered by professionals, and backed by research and evidence, if the promise of lifelong and life-wide learning is to be fulfilled. **New Teaching, New Learning (ACDE 2004)***

The history of relative funding for Education 1988 -2010

1. Since the current funding model was first conceived in 1988 there has been significant change in both the preparation and expectations of graduate teachers.
2. The current arrangements treat the discipline of Education as a social/behavioural science with a practicum component. Appendix A provides a brief history of the funding of the discipline of Education from 1988 through to 2010. Though additional funds have been received on two occasions to support the costs and improvement of professional experience, the funding history demonstrates that each time there is a higher education review of relative funding the discipline slips back relative to the funding provided to the Humanities and Social Sciences. Once the professional experience component is taken into consideration the discipline of Education receives demonstrably less income than the Social Science discipline to which Education has been historically linked.
3. These arrangements have left preparation of teachers highly constrained and institutions with reduced flexibility to innovate, change and improve programs. It has also limited the capacity of our teaching institutions to prepare confident graduates who can respond to the multiple education settings of the 21st century.
4. The 2005-2006 review of Teacher Education in Australia undertaken by the House of Representatives, concluded the need for a different conceptualisation of teacher education programs that included:
 - a) **specialist teaching facilities, equipment**, materials and technical support to support the study of curriculum and pedagogies related to the various curriculum taught in Australian states and territories;
 - b) **high levels of ICT infrastructure**, equipment and software as found in educational settings, so that beginning teachers would be confident and competent in the learning technologies of the 21st Century.

- c) **well supported professional partnerships** that enable the delivery of innovative and high quality work integrated learning in a variety of education settings including those relating to government priorities with regards to social inclusion, participation and raising standards in low SES, remote, very remote and Indigenous communities;
 - d) **funding the very high direct and indirect costs** of quality professional experience placements, and;
 - e) **facilitating staffing profiles and student to staff ratios** that enable the practical, professional and partnership components high quality teaching and student learning experiences.
5. We have previously referred to the 2007 *'Top of the Class'* Report that described teacher education as badly underfunded and recommended that the Commonwealth, from 2008:
- a) increase the Commonwealth Contribution Amount for an Equivalent Full-Time Student Load in the Education cluster (to) the same level as that applying to the Foreign Languages, Visual and Performing Arts cluster [Recommendation 11, p 113], and;
 - b) Commission an examination of the cost of providing practicum and increase the amount of the loading for practicum to fully reflect its costs [Recommendation 12, p 117].
6. Neither of these issues was addressed by the Bradley Review of Higher Education and they remain critical to the future of high quality 21st century teacher education. However, two years on from the Bradley Review, these issues are even more acute as the field moves to an Australian School Curriculum, National Standards for Teachers (including Graduate Teacher Standards) and National Program Standards that need to be met in order for University programs to maintain their accreditation.
7. Furthermore, the teaching profession requires undergraduate and postgraduate professional-entry programs capable of graduating very highly skilled beginning teachers who can draw on theory, research and evidence to continually improve their practice in the light of increasingly rapid and complex changes, including:
- a) the successes in increasing retention rates in senior secondary schooling;
 - b) the increasing diversity of cultural and language backgrounds of communities in early childhood and school populations ;
 - c) an increased emphasis on the benchmarking of educational outcomes of children through national testing and international comparisons;
 - d) the comparisons of their students' performances in literacy and numeracy through the My Schools Website;
 - e) the Federal Government's national agendas on social inclusion, and;
 - f) 'Closing the gap(s)' for Indigenous Communities.

The Case Studies of program costs

8. The independently commissioned Phillips KPA report demonstrates that the cost of providing pre-service teacher education in general is in excess of the funding provided by both the

Commonwealth and student contributions. These costs are for 2010 and have been compared with the total level of funding per EFTSL for Commonwealth supported students in respect of the Education discipline. The methodology and findings are presented in full in Appendix B.

9. Accepting the limitations that teaching units are only able to expend available funds on their programs and can only manage their budget by making decisions on discretionary costs, after fixed costs are accounted for, there are interesting comparisons both within and between institutions. Table 1 shows that there are substantial differences in three significant costs drivers – the numbers of students on each course, the level of casual academic staffing, and the expenditure on professional experience placements – between the three Australian Universities covered in the Phillips KPA report commissioned by ACDE.

Table 1: The numbers of students, costs and staffing profiles of Education courses at three Australian Universities

	Total EFTSL	Total cost per EFTSL	Cost per EFTSL for non-casual staffing	Ratio of casual academic to contract academic staff costs	Placement costs per EFTSL (Note 1)
University of South Australia					
Bachelor of Education (Junior Primary, Primary)	469.3	\$14,765	\$2,239	0.82	\$915
Bachelor of Science, Bachelor of Education	25.1	\$19,158	\$5,471	0.02	\$759
Master of Teaching (Junior Primary, Primary)	94.0	\$17,119	\$3,822	0.73	\$1,125
Queensland University of Technology					
Bachelor of Education (Early Childhood)	312.3	\$15,192	\$4,666	0.11	\$804
Bachelor of Applied Science (Human Movement Studies)/ Bachelor of Education (Secondary)	43.5	\$18,390	\$4,512	-	\$1,951
Graduate Diploma in Education (Primary)	52.1	\$20,255	\$5,631	-	\$1,530
Monash University					
Bachelor of Primary Education	139.7	\$13,830	\$2,882	0.32	\$1,977
Bachelor of Arts/Bachelor of Education (Secondary)	80.5	\$16,749	\$4,139	0.20	\$2,314
Graduate Diploma of Education (Secondary)	319.4	\$14,684	\$4,520	0.13	\$1,929

Source: Costing data by ACDE from Phillips KPA Report

Note 1: Placement costs include both external costs and staff costs relating to the coordination of placements.

10. Though Table 1 shows significant variations in overall costs per EFTSL there is some consistency in outcomes when comparisons are made across the three different course types. This strongly suggests that universities are forced to trade off priorities such as employing academic staff on contracts or increasing funding on supporting professional experience in an attempt to drive down overall costs.
11. The findings of the Phillips KPA report lead to the following points being drawn from the cost outcomes:
- a) The average cost per EFTSL across the selected courses at all three institutions is above the level of combined Commonwealth and maximum student contribution received in 2010 for delivering these courses.
 - b) The margins of the average cost per EFTSL above the funding are 3.1 per cent at Monash University, 7 per cent at the University of South Australia (UniSA), and 12.9 per cent at Queensland University of Technology (QUT). The variations are mainly due to the differences in staffing costs/EFTSL and the level of employment of casual academic staff.
 - c) The cost per EFTSL in the undergraduate Bachelor of Education courses is above the funding level at both UniSA and QUT, but is below the funding level at Monash, even though both UniSA and QUT would have efficiencies because of their higher student load in these courses. Monash has very low staffing costs/EFTSL compared to the other two institutions.
 - d) The cost per EFTSL in the education component of the double degree is above the funding level at all three institutions. The margin in excess of the funding level is 16.9 per cent at Monash, 28.3 per cent at QUT, and 33.7 per cent at UniSA.
 - e) The cost per EFTSL of the education component of the double degree is much higher than the cost of the single undergraduate degree. At Monash and QUT the cost differential is in excess of 21 per cent, and it is almost 30 per cent at UniSA. Common to all three courses are small cohorts; high specific course costs, including professional experience; and the use of contract academic staff rather than casual academic staff. The small student load in these types of programs is a feature of secondary teacher education double degrees that are each a specialist program in their own right.
 - f) The cost per EFTSL for graduate entry teacher education courses is above the funding level at all three institutions. This margin varies between 2.5 per cent at Monash, 19.5 per cent at UniSA, and 41.3 per cent at QUT. The relatively small margin at Monash may be explained in part by the significantly higher student numbers and associated benefit of economies of scale. The selected postgraduate course at Monash had a student load of 319 EFTSL compared with 94 EFTSL in the course costed at UniSA, and 52 EFTSL in the QUT course.
 - g) The cost per EFTSL for the graduate entry teacher education courses is higher than the cost of the single undergraduate degree course at all three institutions. This cost differential varies from 6.2 per cent at Monash, to 15.9 per cent at UniSA, and 33.3 per cent at QUT.
 - h) Professional placement costs are a significant component of course costs. When external practicum costs are combined with the costs of coordinating all aspects of student professional placements, the overall costs of administering the professional experience

represents on average 13 per cent of the total direct costs of the selected courses at QUT, 14.1 per cent at UniSA, and 29.2 per cent at Monash.

12. In these three case studies, the results show that, regardless of the funding levels and the economies each institution makes through student to staff ratios and the use of casual academic teaching staff, costs of pre-service teacher education are generally in excess of the level of funding currently provided via Commonwealth and student contributions. The disparity is larger both for double degree programs and two of the three graduate entry programs, due to the impact of the relative cost of the professional practice component which is condensed across a shorter time frame.
13. In an effort to explore relative costs with one of the disciplines sitting currently in Cluster 5 a direct comparison was made with a postgraduate Clinical Psychology course at Monash University. The findings are set out in Table 2.

Table 2: Characteristics and Costs across Education and Clinical Psychology Programs at Monash University

	Education			Clinical Psychology
	B.Ed	Double Degree	Grad Dip	Masters
FTE Academic Staff	6.01	3.74	14.9	3.09
EFTSL	139.7	80.5	319.4	54.5
Student to staff ratio	23.23	21.54	21.43	17.62
Total cost per EFTSL	\$13,830	\$16,749	\$14,684	\$16,911
Cost per EFTSL for non-casual staffing	\$2,882	\$4,139	\$4,520	\$6,350
Cost per EFTSL for Placement costs (Note 1)	\$1,977	\$2,314	\$1,929	-
Ratio casual academic to contract academic staff costs	0.20	0.13	0.13	.07

Source: Costing data by ACDE from Phillips KPA Report

14. The analysis in Table 2 demonstrates that the difference between per EFTSL costs lies primarily in the staffing costs per EFTSL and the significantly higher ratio of contract academic to casual academic staff in this program. Given that all of these costs are within the one teaching unit, it is interesting to see the impact of greater use of casual academic as opposed to contract academic staff in Undergraduate Teacher Education produces significantly lower staffing costs per EFTSL; and the efficiencies in specific course costs that are gained by the larger cohort in the Graduate Diploma.
15. All education programs, even with relatively high casual academic staff and student to staff ratios, generate greater teaching costs than the total income generated through the combination of

Commonwealth and maximum student contribution received in 2010 for delivering these courses. The only exception (Monash) has a very higher level of casual academic staff in its Education discipline compared to the Clinical Psychology discipline.

16. In summary, we argue that the case studies make a strong case for the discipline of Education to be included in Category 5 funding.

Q 3.2 What are the costs to universities of improving the quality of teaching and the quality of the student learning experience at the undergraduate level and to what extent should they be reflected in the base funding model?

Teacher education programs across the country are committed to achieving quality of both teaching and of the student learning experience. ACDE argues strongly that the base funding model should reflect the costs of improving the quality of teaching and learning in general through an overall increase in funding and through increased relative funding to reflect the particular needs of the Education discipline.

We argue through examples (in Appendix C) that the current funding levels results in less than ideal programs, where innovation and high quality initiatives are very difficult or impossible to scale up across the total suite of programs in each of the institutions.

1. Teacher education programs¹ in Australia are rarely able to achieve 'ideal' models of quality provision at scale. Limited resources continually force program leaders to maximise efficiencies and trade off priorities and opportunities to innovate and improve practice. The current level of funding does not allow for consistent quality of teaching and learning across all areas of the Education discipline. Key areas are thus consistently compromised in teacher education as a result of poor funding levels. These areas include the:
 - a) provision of specialist facilities in curriculum learning;
 - b) provision of technology-rich learning experiences for pre-service teachers;
 - c) support of ongoing school-university partnerships;
 - d) extending the learning experience of students;
 - e) resourcing of quality academic staffing, and;
 - f) Achievement of reasonable student to staff ratios.
2. These key areas are more fully discussed below. We have sought real examples of how different universities have used scarce resources to innovate and enhance quality in small areas of their programs or with small cohorts of students. In some examples universities have costed strategies to improve the quality of teaching and learning in their contexts. Increased base funding would enable these strategies to be more scalable and hence deliver a more consistent quality of graduate. These examples are included in Appendix C.

¹ Although this question specifically refers to the undergraduate level it should be noted that many initial teacher education programs are now offered at the postgraduate level (Diplomas of Education, Masters of Teaching), and that the same challenges and cost structures relate to both undergraduate and postgraduate programs. The comments below therefore relate to initial teacher education programs both undergraduate and postgraduate.

Provision of specialist facilities in curriculum learning

3. Currently, and under the draft Program Standards for National Accreditation of initial teacher education programs proposed by AITSL (2011), teacher education programs must offer content and pedagogical experiences relating to state/national curriculum areas. While some of these learning experiences can be undertaken in generic lecture/tutorial rooms, others need specialist facilities and equipment. They are particularly required for:
 - a) Science (labs and relevant activity spaces);
 - b) Physical Education (gymnasias and/or movement and dance spaces);
 - c) Design and Technology (workshops and equipment rooms);
 - d) Visual and Performing Arts (wet areas and spaces for Art; sufficiently equipped performance areas for Dance and Drama, and suitable areas for Music), and also;
 - e) Information and Communication Technologies (ICT) facilities such as computer labs, electronic whiteboards, laptops and tablet computing devices to replicate provision in schools.
4. All institutions require the full cross section of these facilities, as Primary pre-service programs must prepare graduates to teach across all of these curriculum areas. Institutions with Secondary programs have additional costs related to the nature and scope of the equipment and facilities required to teach to the senior secondary school curriculum.
5. These facilities are costly to establish and maintain, and due to funding constraints many have been downgraded, simply do not exist within universities, or have no funding support staff to manage equipment and materials. Normal tutorial rooms are often utilised as best they can be for these purposes, and these tutorial rooms often lack the basic ICT infrastructure to enable connected or virtual specialist learning experiences.
6. The Commonwealth Government's recent investment in school facilities and ICT infrastructure via both the Building the Education and Digital Revolutions, has resulted in most schools having superior physical facilities, learning spaces and equipment for these curriculum areas than most, if not all, Australian teacher education programs. This is less than ideal if we expect our beginning teachers to be innovators and leaders in curriculum and pedagogy.
7. The cost of providing this equipment and learning spaces must be reflected in the relative funding model. The Discipline will not deliver on the goals and objectives of the Education Revolution while Deans/Heads are required to balance their budgets based on a funding allocation equivalent to the Social Sciences that only require access to generic teaching and learning facilities.
8. An increase in the funding level of Teacher Education to Cluster 5 will enable universities to begin to improve this situation and prepare graduates in teaching and learning spaces at least equivalent to those they will encounter and work within in the early stages of their career.

Provision of technology-rich learning experiences for pre-service teachers

9. Twenty first century learning increasingly involves the utilisation of digital networks. The digital education revolution in Australia has resulted in school systems adapting to new ICT at an increasing rate. Schools are now experimenting with providing students with laptops, *iPads* and mp3 devices, while also utilising electronic whiteboards and video conferencing facilities in combination to enhance distance and 'real world' applied learning. Under the recent Federal Government Digital Revolution initiative all students in Years 9-12 have either laptops or access to 1:1 desktop computers.
10. Education programs in universities are not funded at sufficient levels to install or adopt these technologies, and many do not have access to them in either their specialist or generic teaching spaces. It is clear to the ACDE that these technologies are now fundamental to the provision of high quality, futures-oriented teacher education, and the costs of acquisition, installation and maintenance of these ICT should be reflected in the base funding model. Appendix C includes compelling examples of how teacher education programs could use additional funding to present a leading-edge ICT experience for their students.

Support of ongoing school-university partnerships

11. Many universities place a high priority in establishing meaningful partnerships with schools and school systems as a means of improving the interface between theory and practice, and between the on-campus and the school-based component of teacher education programs. These partnerships are highly effective, as strong links between universities and schools facilitate Teacher Education programs to implement internationally agreed best practice in both the on-campus and school-based components. These approaches are advocated in Australian and International Reviews of Teacher Education and are the stated goals of AITSL. In addition to improving the quality of teacher education programs, these partnerships provide:
 - a) increased opportunities for existing school teachers to have their skills upgraded through interaction with teacher education academics resulting in an enhanced experience for mentors and students;
 - b) an increased understanding and appreciation in schools of the philosophical basis of each university's approach to teacher education and the developmental nature of the professional experience program;
 - c) an increased number of schools available to mentor pre-service education students, and;
 - d) enhanced community outreach and research opportunities.

12. Budget pressures limit the capacity of Education faculties to enact and sustain such partnership arrangements. The most effective partnerships contain features such as:
 - a) training of teachers as mentors for pre-service teachers;
 - b) time for academic staff to be critical friends to schools/school districts;
 - c) school-based university classes and seminars;
 - d) collaborative learning circles between pre-service teachers, school teachers and university teachers, and;
 - e) collaborative action research between school teachers and university teachers.
13. These partnerships enable the most effective forms of applied learning for pre-service teachers. They cost additional staff time and dedicated personnel that Education faculties cannot routinely provide within their recurrent budget, except as pilots or small-scale initiatives. Some examples of these initiatives are included in Appendix C.

Extending the learning experience of students

14. Teaching is an 'aspirational' profession and education programs around the country have noticed a steady increase in enrolments of students from low SES and other disadvantaged backgrounds, some of whom enter university via alternative pathways or articulation from a TAFE qualification. Many of these students struggle with the expectations of university learning and would benefit from well-structured learning support initiatives, particularly in their first year. The examples included in Appendix C demonstrate the value in providing additional support to such students.

Resourcing of quality academic staffing

15. The age profile of academics in the field of Education in Australian universities is the second-oldest of any discipline (Hugo, 2008). Pre-service teacher education programs require a large proportion of their staff to be academically qualified with experience and expertise in the profession. Hence the workforce will always be older than, for example, the generic social science workforce, where entry is often directly from a higher education pathway.
16. Renewing this workforce is a complex problem that requires a commitment to increase funding over the medium term. We argue that a funding commitment made now would avoid the need for a more costly approach as older staff retires.
17. Getting the mix of staff right requires the ability to attract education specialists with higher degrees who may hold leadership positions in schools and education departments. Given the differential in salaries the discipline finds it difficult to recruit and retain such academically qualified professionals to university careers. Even highly experienced professionals with no academic qualifications are difficult to recruit and retain, as they are required to take a significant pay cut estimated at \$20,000 (Cummings, 2010) and then pursue an academic qualification such as a Doctorate while working full-time.

18. Additionally, secondments from education systems into universities are expensive. Education systems require full cost recovery for the secondment of high performing teachers into fixed term positions in Education faculties. These costs equate to 125 per cent of the cost of a normal academic appointment. This context creates challenges for teaching units budgets who find they have a higher salary commitment per staff member, even though they have less academically qualified and research productive staff compared with other teaching units within their University.

Achievement of reasonable student to staff ratios

19. Financial circumstances like those described in the previous two paragraphs leads to higher-than-average student to staff ratios, and higher levels of casual academic staffing as structural features of Education units in Australian Universities. We argue that due recognition of the characteristic staff profile of the discipline of Education makes staffing more expensive than in a traditional Social Science discipline, and this needs to be taken into account in determining an appropriate level of funding for the Education discipline. The challenges of recruiting and retaining expert professionals are not unlike those in Clinical Psychology and many of the allied Health Sciences that are funded in a higher category than Education.

20. **Casual academic staffing.** A related staffing issue is the high level of reliance on casual academic staff to teach university coursework. While some level of casual academic staffing allows for changing student load and budget conditions, the employment of casual academic staff often leads to difficulties in course coordination and student support. These include: limited time for consulting with students, restrictions on outside-class meetings which are so essential in the development of shared values, pedagogical consistency and in forming a team approach in the teaching of large student cohorts. There is also a hidden cost of supporting this casual academic workforce. Their limited access to the supportive structures that exist for staff with more substantial appointments means that the latter end up providing support for casual academic staff, further straining the demands on University staff.

21. **Student to staff ratios.** Apart from the Business field, Education has one of the highest student to staff ratios of any of the disciplines in Australian higher education. See Table 3 (overleaf), which was compiled as a customised data set from the DEEWR Higher Education Statistics Collection.

Table 3: Student to staff ratios (EFTSL: FTE) by select academic organisational group, 2007 (per cent)

	Students	Staff	Student/Staff
	EFTSL	FTE	Ratio
Education	69,262.20	1,818.20	38:1
Health	99,724.10	4,075.20	24:1
Management & Comm	194,504.60	3,388.90	57:1
Nat & Phys Sciences	52,687.30	3,792.00	14:1
Society & Culture	135,983.30	6,256.90	22:1
Other academic fields (5)	163,319.90	5,704.90	29:1
Total	715,481.40	25,036.10	29:1

Source: DEEWR Higher Education Statistics Collection, 2007 in Cummings (2010).

22. Education, like all disciplines, is under pressure to increase the quality of research output. It is worth noting the recent ERA assessments for Education research which revealed a much lower sector average rating compared to other disciplines. Comparable disciplines have much lower student to staff ratios and much higher proportions of Research only staff (Education has 4 per cent, Society and Culture 12 per cent, Health 26 per cent and Natural and Physical Sciences 38 per cent - Cummings 2010) and higher RHD teaching loads than their counterparts (Hammond, Tennant et al., 2009). While this submission is not about research funding, ACDE argues that the external pressures on an already strained budget situation means that difficult trade-offs will continue to be necessary, and innovation and improvements in teaching and learning further compromised.
23. There is no prospect of reducing the student to staff ratios, the poor relativities with professional salaries, nor the older age profile of academic staff under the current base funding model. ACDE argues that this needs to be addressed so that the discipline of Education can start to build the necessary workforce capacity and improve student to staff ratios equivalent to that of Clinical Psychology and other disciplines in Cluster 5.

Q3.4 What additional costs are involved in the provision of work integrated learning and should these costs be considered in setting the level of base funding?

ACDE contends that funding professional experience is one of the major challenges in effectively preparing graduate teachers for the profession. With 10 per cent of the CGS load in Australian Universities, professional experience is a significant cost to institutions and to teaching units. On average, professional experience represents 10-15 per cent of institutions' costs, and 20-25 per cent of course costs. We argue these costs form a substantial and non-discretionary component of each teaching unit's expenditure and create significant pressures on budgets that can only be balanced through trade-offs such as very high student to staff ratios, use of casual academic rather than contract academic staff, or the limited investment in innovative approaches to curriculum, teaching and learning and building research performance and capacity.

1. The key cost components of Professional Experience are liaison with sites, teachers and student-teachers, arrangement of placements, payment of university staff to undertake school and other site visits for supervision, evaluation and assessment of pre-service teachers and providing support for students who are experiencing difficulties, and payment of supervising teachers. The costs vary across institutions and across courses due to different course profiles, and institutional contexts, the nature and location of sites, the campus, and student's home base, the level of support provided by university-based staff, mentor teacher costs and the level of difficulty in finding suitable placements.
2. The independently commissioned report from Phillips KPA (see Appendix B) found that professional experience amounted to 13 per cent of the total direct costs at course level of the selected courses at QUT, 14.1 per cent at UniSA, and 29.2 per cent at Monash. It is difficult to explain or interpret these differences given the significant differences in staffing costs (which effect total costs) within each of these institutions.
3. In order to better understand these significant differences further advice was sought from a range of universities, asking them to provide verifiable information. That information is distilled below, though the data provided needs to be read carefully as it was provided at the course, teaching unit and/or university level.
 - a) In one large regional university the Faculty expenditure attributed to professional experience in 2010 was \$2,400,965 or 21.3 per cent of total Faculty Commonwealth Grant Scheme (CGS) teacher education income. In 2011 the cost of professional experience in that Faculty has increased to 21.9 per cent of the total.

- b) In a medium-sized urban Go8 university the 2010 expenditure on the two key components of Professional Experience (direct payments to teachers and the cost of campus-based support staff) was just over one million dollars, or 12 per cent of total institutional income for initial teacher education, or 25 per cent of the total direct costs of the School of Education.
 - c) In another large urban university, the institutional expenditure was \$1,905,913 or 13.4 per cent of Institutional Commonwealth Grant Scheme income across all teacher education courses. At the Faculty/School level this converted to 23.7 per cent of total expenditure on initial teacher education.
 - d) In a smaller university, with many characteristics of a regional university (three relatively small campuses – one urban, two regional), the estimated costs, including providing full service to regional students, and effective liaison supervision to all was \$2,068,194, at least \$782,765 more than the Faculty could afford within its current budget framework.
4. Payments to teachers for supervising teaching practice often makes up the largest proportion of professional experience expenditure closely followed by university teaching and administrative staff salaries which can account for up to 30 per cent of costs. For example, one University in Victoria has the following proportions of professional experience costs (taken together, expenditure on professional experience at the teaching unit level amounts to 24 per cent of total direct teaching costs):
- | | |
|---|-------|
| Supervised teaching practice payments | - 47% |
| Contract academic staff salaries (direct costs) | - 11% |
| Casual academic staff (school support team) | - 17% |
| Partnership administration team salaries | - 16% |
| Casual admin and other costs | - 9% |
5. The shortage of supervised teacher places continues to be a significant cost to the system as the number of contacts to obtain a place can mean some 30 inquiries for an individual pre-service teacher. This is particularly the case in the secondary sector as pre-service teachers need access to classes in their major and minor teaching areas. Furthermore, the draft Program Standards for the accreditation of initial teacher education programs will increase the required number of supervised days of professional experience in many States.
6. Many faculties are dedicating resources towards the development of partnerships to ensure access to professional experience places to overcome these problems. However partnership development is not a one-off expenditure as the relationships must be continually nurtured and renewed particularly in schools where there is a turnover of staff, particularly executive staff
7. In addition, there is considerable academic effort involved in providing advice and support to students in dealing with specific challenges related to professional experience. Difficulties faced by pre-service teachers in professional experience settings inevitably are more complex and more time consuming than within-coursework challenges because they involve two institutional settings and multiple professional relationships. Such time allocations are invisible in university

workload calculations and are 'normal' but often non-costed elements in the duties of staff teaching in pre-service teacher education courses.

8. Pressure to provide effective support to professional experience and the success of pre-service teachers in their practical engagement in a range of educational settings has led to a division in research performance in Education faculties. Staff who do not participate in pre-service teacher education activity are able to take on the ordered academic life which promotes strong research activity. Academic staff, who are heavily engaged in pre-service teacher education, take on additional activities – special programs in schools, advising pre-service teachers, non-costed and unrewarded travel, for example – which substantially reduces the time available for research. But such activity is vital to the success of pre-service teacher education and the ongoing satisfaction of pre-service teachers in their courses.
9. The current funding model predominantly restricts professional experience to supervised teaching placements, which limits the opportunities for a broader approach in the educational sector. Appendix D includes examples of initiatives which have been trialled where students are given enriching Professional Experience opportunities in low-SES and remote communities.
10. It is clear that if the current system of university initiated teacher education professional experience is not replaced by an effective collaboration between schools, school systems and universities, the cost of professional experience, as well as the risks of the currently strained system of providing quality school placements, will grow exponentially. Given the lack of funding to engage in systematic innovation and improvement in this area, and the inability to scale-up successful pilots and projects, this poses a serious risk to the quality of teacher education programs into the future.
11. We believe that including the discipline of Education in Cluster 5 would allow universities to provide the appropriate level of professional experience necessary for all, rather than a minority of, graduate teachers.

Q4.1 Is there a higher relative cost for postgraduate course work degrees? If so, where is there a difference and what extent of the difference compared to an undergraduate degree in the same discipline?

Q4.2 Are there other factors that contribute to the cost of postgraduate coursework degrees that should be acknowledged in the base funding?

ACDE argues that there is a higher relative cost for both professional entry degrees and generic academic degrees. Our case studies indicate that there is a higher relative cost for the professional entry postgraduate course work degrees. They demonstrate that the extent of the difference across institutions is mitigated by the nature, scope and cohort size of the postgraduate program.

We argue that the additional costs should be acknowledged in base funding, but cannot give a supported argument for the particular level of funding. Taking into account our case studies we suggest that the funding should probably sit around 15-20 per cent above current levels.

We acknowledge that innovation at the Postgraduate level is also expensive, as it is at the undergraduate level, and we believe that overall innovation, improvement and the ability to scale successful innovations and improvements should be built into the base funding allocation for all Commonwealth supported places regardless of level.

1. The case studies of the costing of initial teacher education in three Australian universities found that the cost per EFTSL for postgraduate teacher education is higher than for undergraduate teacher education at all three universities. This cost differential varies from 6.2 per cent at Monash, to 15.9 per cent at UniSA and 33.3 per cent at QUT. The greater cost is in part due to the higher proportion of supervised professional experience in coursework in postgraduate degrees that undergraduate degrees. For example, in most undergraduate pre-service teacher education degrees 80 days of supervised placement (over the four years of the program) is mandated in most states. For double degrees and postgraduate degrees 60 days are mandated for programs that could be as short as one year or as long as two years.
2. Class sizes are often presented as a further contribution to the relative expense of postgraduate degrees with less economies of scale able to be gained by large mass lectures, and the desirability of smaller tutorial/workshop sizes. The general experience in Graduate Diplomas in Education (1 year) and Masters of Teaching (1.5 or 2 year programs), is that where there are large student cohorts or significant budgetary pressures, class sizes for tutorials/workshops are equivalent to the undergraduate programs. In some cases, universities try to increase efficiencies and reduce the cost of postgraduate programs by teaching undergraduates and postgraduates together (especially joint lectures).

3. Postgraduate initial teacher education is an area where innovative models can be trialled and findings used to further enhance undergraduate programs. One innovative program is the University of Melbourne's *Master of Teaching*. The two-year model for high achieving graduates revolves around genuine partnerships with three sectors of government and the three school systems, and high levels of support in schools. Teacher candidates spend part of every week in an early childhood centre, primary or secondary school, with a two or three week block placement at the end of most semesters and one full semester on placement so that they become part of the learning community. Teaching Fellows spend two and half days per week mentoring and supporting the candidates in a school group (ratio is 1 to 25) and, additionally, a university Clinical Specialist spends one day per week in schools to provide the link between theory and practice.
4. An external evaluation found the outcomes to be of high quality with 90 per cent of graduate teachers believing they were well prepared for teaching. The model relies on robust partnerships between the university and participating schools, and high levels of support for teacher candidates in schools. Both versions of this program, the original one funded by DEEWR, and the *Teach for Australia* mode, have received significant amounts of external funding, in some cases at 3 or 4 times the cost of postgraduate pre-service programs running in other Australian institutions. As such they represent 'what is possible' in terms of innovation and quality at the pilot or project-level in any institution where the additional funds are available.
5. Including the discipline of Education in Cluster 5 would allow these innovative and enriching initiatives to become more 'normal' and would represent the necessary support towards maintaining a world class teaching profession in Australia.

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Appendices

Appendix A: The history of relative funding for Education 1988 -2010

<p>1988-2003</p> <p>Under the Relative Funding Model:</p>	<ul style="list-style-type: none"> • Education is in the same funding cluster as the Social Studies & Behavioural Sciences. • Undergraduate teacher education places receive 100% of the funding of the SS&BS cluster (RFM weight 1.3) • Graduate entry teacher education places receive 108% of the funding for the cluster (weight 1.4), the latter helping to address the considerable additional costs of the shorter duration intensive graduate entry courses. • In 2003(?) Federal Government introduced a special 'practical component for Education and Nursing
<p>2004</p> <p>Following HESA:</p>	<ul style="list-style-type: none"> • Education (and Nursing) is precluded from charging the variable student contribution and a special 'practical component' was allocated for Education and Nursing as partial compensation. • Undergraduate <u>and</u> graduate entry Education places earn 98% of the SS&BS cluster. • The 98% is <u>inclusive</u> of a special 'practical component' to assist the funding of school placements (\$717 in 2007), the partial compensation to Education for restricting it from generating additional income through the variable student contribution.
<p>2007</p> <p><i>Top of the Class</i>, tabled:</p>	<ul style="list-style-type: none"> • Recommends that the Commonwealth fund Education at level of Foreign Language, Visual and Performing Arts (FLV&PA, cluster weight 1.6) or 122% of SS&BS cluster • Recommends commissioning an examination of the cost of providing practicum and increasing the amount of the loading for practicum to fully reflect its costs. • Recommends commissioning evaluation of the impact on teacher education courses of fixing the student contribution rate rather than allowing the variable student contribution. • Schools Division DEEWR, created IPCTE fund – where Universities received an additional \$395 per EFSTL with conditions that included increasing the minimum number of the number of days of placement. (in 2007 budget but for four years only!)
<p>2008</p> <p><i>Top of Class</i> ignored in review of HESA:</p>	<ul style="list-style-type: none"> • Education is placed back into the SS&BS cluster, effectively removing the 2003 loading for practicum (ie Education received an effective funding increase from Commonwealth of \$109 per EFTSU compared with \$840 for the rest of SS&BS) • Still precluded from charging variable HECS so student contribution for Education is \$1018 less than for the rest of SS&BS • The income for Education is only 92% of the rest of the SS&BS cluster compared with 100% for undergraduate and 108% for graduate entry in 2003. (It is only 81% of the funding of FLV&PA cluster recommended by <i>Top of the Class.</i>)

<p>2008</p> <p>The 2007 budget created a new Placement Fund for 4 years ONLY which:</p>	<ul style="list-style-type: none"> • IPCTE Provides \$395 per EFTSL to pre-service teacher education courses only results in Education coming back up to 95% of the funding for the rest of the SS&BS cluster for eligible courses and many Faculty's reported that cost of implementing the measures was greater than the additional income. Education Funding remains at 84% of funding for FLV&PA. • Continues the funding shortfall (that is, 92% of 2003 figure) for further teacher and leadership education, VET and adult learning since <u>all</u> Education courses are restricted from the variable student contribution but <u>only</u> pre-service teacher education courses can apply for the \$395.
<p>2009</p>	<ul style="list-style-type: none"> • the 2009-10 Budget the Australian Government announced that, <ul style="list-style-type: none"> ○ <i>the IPCTE program will cease from 2010 and funding will be rolled into Commonwealth Grant Scheme (CGS) funding for education places</i> ○ the ban on charging variable HECS was removed for Education and Nursing students commencing from 2010. ○ Education (and Nursing) to be in a cluster of its own from 2010: cluster 4. \$9,029. ○ In 2009 Education, along with SS&BS cluster was \$8,389, in 2010 SS&BS Cluster raised to \$8,670 an increase of \$281. Education's increase was \$640 which is less by about \$35 than increase of \$281 +\$395 ICTPE amount.

Appendix B: Phillips KPA Report on Program Costings



Australian Council of Deans of Education (ACDE)

ACDE Submission to the Higher Education Base Funding Review – Course Costings

FINAL REPORT

March 2011

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Background

Introduction

The Australian Council of Deans Education (ACDE) requested assistance from PhillipsKPA to undertake a costing of pre-service teacher education.

The purpose of undertaking this costing exercise was to compare the costs of teacher education to current funding levels and to assess any inequity in funding relative to clinical psychology when account is taken of the full costs of teacher education courses including:

- a) The costs of supporting professional placement in schools
- b) The costs of delivery associated with preparing students for teaching in specialisation areas such as, science education, ICT, visual and performing arts etc.
- c) The associated infrastructure costs to support preparing teachers to teach across a broad curriculum.

The results of this costing exercise will form part of ACDE's submission to the Higher Education Base Funding Review.

Case studies have been volunteered by 3 institutions, Monash University, Queensland University of Technology and the University of South Australia. These provide estimates of full year costs incurred in 2010 across a range of teacher education courses at both the undergraduate and graduate entry levels, using a standard methodology provided to the institutions by PhillipsKPA, to ensure a consistent approach was followed by each institution in developing cost estimates.

Summary

Introduction

A costing of various pre-service teacher education courses, and a comparator clinical psychology course has been undertaken. The costing has taken account of the direct expenses of each course, including staffing and other operating costs, practical placement costs, course development costs and faculty, school and institutional overheads. Details of the methodology used are outlined in section 3.

Courses costed

Table 1 shows the pre service teacher education courses selected for costing by the participating universities.

Table 1: Courses selected for costing

University	Course	2010 Student Load
Monash University	Bachelor of Primary Education	139.7
	Bachelor of Arts/Bachelor of Education (Secondary)	80.5
	Graduate Diploma of Education (Secondary)	319.4
Queensland University of Technology (QUT)	Bachelor of Education (Early Childhood)	312.3
	Bachelor of Applied Science (Human Movement Studies)/ Bachelor of Education (Secondary)	43.5
	Graduate Diploma in Education – Primary	52.1
University of South Australia (UniSA)	Bachelor of Education (Junior Primary and Primary)	469.3
	Bachelor of Science/Bachelor of Education	25.1
	Master of Teaching (Junior Primary and Primary)	94.0

Summary of outcomes

Table 2 shows a summary of the course costs on a per EFTSL basis across the selection of pre-service teacher education courses undertaken at each institution involved in the study. These

costs relate to 2010 and have been compared with the total level of funding per EFTSL for Commonwealth supported students in respect of the education discipline.

Table 2: Summary outcomes

Course costs per EFTSL 2010			
	UniSA	QUT	Monash
Cost/EFTSL UG single degree	\$14,765	\$15,192	\$13,830
Cost/EFTSL UG double degree	\$19,158	\$18,390	\$16,749
Cost/EFTSL PG degree	\$17,119	\$20,255	\$14,684
Average cost per EFTSL UG courses	\$15,329	\$16,180	\$14,771
<i>Combined CGS and Student Contribution</i>	<i>\$14,330</i>	<i>\$14,330</i>	<i>\$14,330</i>
Average cost per EFTSL in excess of funding	7.0%	12.9%	3.1%

The outcomes firstly show that there is some variation in courses costs per EFTSL across the three institutions. This result is not unexpected, given the different organisational structures, course structures, student profiles and financial structures that prevail at each institution. They do however display some consistency in outcomes when comparisons are made between the costs of a Bachelor teacher education course (single degree) with the costs of:

- a) an undergraduate teacher education course taken as part of a double degree program and
- b) a graduate entry level teacher education course.

The following points can be drawn from the cost outcomes:

- i. The average cost per EFTSL across the selected courses at all three institutions is shown to be above the level of combined Commonwealth and maximum student contribution received in 2010 for delivering these courses.
- ii. The margin of the average cost per EFTSL above the funding is 3.1% at Monash, 7.0% at UniSA and 12.9% at QUT.
- iii. The cost per EFTSL in the undergraduate Bachelor of Education courses is above the funding level at both UniSA and QUT, but is below the funding level at Monash.
- iv. The cost per EFTSL in the education component of the double degree is above the funding level at all three institutions. The margin in excess of the funding level is 16.9% at Monash, 28.3% at QUT and 33.7% at UniSA.

- v. The cost per EFTSL of the education component of the double degree is much higher than the cost of the single undergraduate degree. At Monash and QUT the cost differential is in excess of 21%, and is almost 30% at UniSA. A common factor driving this outcome in all three institutions appears to be the much lower student numbers, generally smaller class sizes and the impact of undertaking the required professional practice component which is condensed across two years of a double degree instead of four years in a single degree course.
- vi. The cost per EFTSL for graduate entry teacher education courses is above the funding level at all three institutions. This margin varies between 2.5% at Monash, 19.5% at UniSA and 41.3% at QUT. The relatively smaller margin at Monash is explained in part by the significantly higher student numbers and associated benefit of economies of scale. The selected postgraduate course at Monash had a student load of 319 EFTSL compared with 94 EFTSL in the course costed at UniSA and 52 EFTSL in the QUT course.
- vii. The cost per EFTSL for the graduate entry teacher education courses is higher than the cost of the single undergraduate degree course at all three institutions. This cost differential varies from 6.2% at Monash, to 15.9% at UniSA and 33.3% at QUT.
- viii. Professional placement costs are a significant component of course costs. When external practicum costs are combined with the costs of coordinating all aspects of student professional placements, the overall costs of administering the professional experience represents on average 13% of the total direct costs of the selected courses at QUT, 14.1% at UniSA and 29.2% at Monash.

Overall conclusion

In these case studies, the results overall show that the costs of pre-service teacher education are generally in excess of the level of funding currently provided via Commonwealth and student contributions. The disparity is larger both for double degree and graduate entry programs, due to the impact of undertaking the required professional practice component which is condensed across a shorter time frame. Current funding arrangements do not make any distinction between postgraduate and undergraduate coursework programs and this appears to be an issue for these programs.

Universities involved in this exercise also indicated the need to improve student outcomes in the immediate future, citing a range of activities aimed at building stronger partnerships with schools and expanding the resources available to support students undertaking practical placement. These have the potential to increase costs of teacher education programs above the current cost levels shown above.

Cost relationship to clinical psychology

An additional aspect of the study was to explore any insights that could be drawn from the participating institutions on the relationship between the costs of their graduate entry education programs to a similar level program leading to a professional qualification in the field of clinical psychology. Within the timeframe for this project, it was not possible to gather any robust information at QUT or UniSA. This was also due to different organisational ownership of the programs that prevented direct access to the level and detail of information required to undertake a sound comparison with a clinical psychology program.

It was possible to undertake this at Monash, which provided information for its Master of Psychology (Educational and Developmental) on the same basis as other courses costed.

This course showed a total cost per EFTSL of \$16,911, compared with the Graduate Diploma of Education (Secondary) at \$14,684. In the Monash study this outcome is closest to the cost of its double degree course which had a cost of \$16,749. At Monash for example, the benefits of economies of scale have been noted as a contributing factor in its lower cost outcome in the graduate entry education course, compared with QUT and UniSA. Whilst not conclusive, the Monash example suggests that the cost relativity between clinical psychology and education may be closer in the case of education programs that are offered as part of a double degree and potentially in the case of graduate entry programs that have smaller student cohorts.

Approach and methodology

Approach

The approach taken to this exercise was for the three volunteer universities to compile the costs of each course using a template developed by the consultants. The template included detailed instructions for use.

The consultants visited each university while the costings were underway, to resolve issues and provide advice to assist with full and accurate costing. In addition, further advice was provided by the consultants after draft submission of the costings for analysis.

PhillipsKPA has not undertaken any audit of the financial records of the institutions for the purposes of this study.

Methodology

This section summarises the methodology used to prepare the costings of the selected courses. 2010 financial data was used, with a share of relevant periodic costs such as course accreditation also apportioned.

Step 1: Capturing staff costs

It was important to capture the full costs of academic, sessional and professional staff who undertook activities related to the courses selected. Staff effort was captured against each course in 3 key activities:

Course/unit delivery: All activities relating to course/unit delivery including preparation and delivery of lectures, tutorials and workshops; assessment and examination; pastoral care; course/unit and related teaching administration including staffing, timetabling and related coordination. This also included scholarly activity which informs teaching in areas relevant to the courses involved, including keeping abreast of relevant literature and new research, interaction with peers and professional development.

Student placement co-ordination: All activities relating to coordination and management of professional placements, including review of student performance in professional settings.

School liaison: Activities relating to managing relationships with schools; communication and review.

The costing captured effort irrespective of funding source, and ensured that staff time spent on research and on administration not related to the selected courses was excluded from the costing.

Staff FTE was also calculated at this step, allowing for calculation of student:staff ratios.

Step 2: Capturing all other direct costs by course

These costs are those, other than staffing, which are incurred in the delivery and oversight of each course. Direct costs include:

- operating costs such as course materials, printing, advertising, course coordination costs, travel, equipment costs, student support, staff development and student laboratory costs
- course development costs, that is, those associated with developing new courses including establishment costs in course design and promotion and those related to ongoing review and update of established courses. Accreditation costs, incurred every 5 years for the selected courses, were for the purpose of the costing amortised so that one-fifth of the cost was attributed to 2010
- professional/clinical placement costs, and placement support costs.

Step 3: Allocating school and faculty overheads to each course

It was also necessary to take into account a school and faculty overhead cost to acknowledge that teaching activities should bear a portion of the costs of faculty and school administration which underpin and indirectly support these and other academic activities.

Typically, the apportionment of school overhead costs will include a share of head of school, support staff and associated expenses and faculty overhead costs will include a share of the faculty office and operating costs incurred at the faculty level.

At Monash, school and faculty overhead costs were apportioned to the courses on the basis of staff FTE.

At UniSA, school overhead costs have been allocated to each course based on the student load in the course as a share of total student load in the school. The School of Education pays a divisional levy charged on revenue earned by the school designed to meet the costs of the overall division administration. This cost has been apportioned to each course based on student load.

At QUT, school overheads (for education) have been apportioned to each course as a flat percentage (10%) of the course's total direct costs (salaries and operating). The faculty overhead has been calculated using the same approach but set at 5% of the course's total direct costs.

Step 4: Allocating institutional (university) overheads to each course

Step 4 covers the assignment of relevant university institutional costs to courses. Where possible, costs unrelated to the selected courses (such as the cost of the University's research office) have not been allocated.

The treatment of institutional overheads is different across institutions. QUT and UniSA levy faculties based on a percentage of revenue to cover institutional and other university support costs. Both universities worked to adapt these as best as possible to reflect an appropriate assignment of institutional overheads to the courses being costed. Introducing greater rigour into the costing of institutional overheads was also hampered at QUT by a reluctance of the central finance department to become involved in this exercise at this time due to a conflict with other university priorities. At QUT, there is no direct attribution of institutional overheads and centrally provided services to academic areas. These costs are covered by way of a university levy which is applied to revenue earned by each academic area. For the purposes of the QUT costing, this levy was adjusted by removing components of central costs that do not directly related to supporting the delivery of courses.

At UniSA, institutional overheads have been allocated to the courses based on an amount per EFTSL provided by central finance. The per EFTSL amount was derived from a cost calculation exercise conducted at the University which allocated costs using a series of drivers (for example students, staff and space).

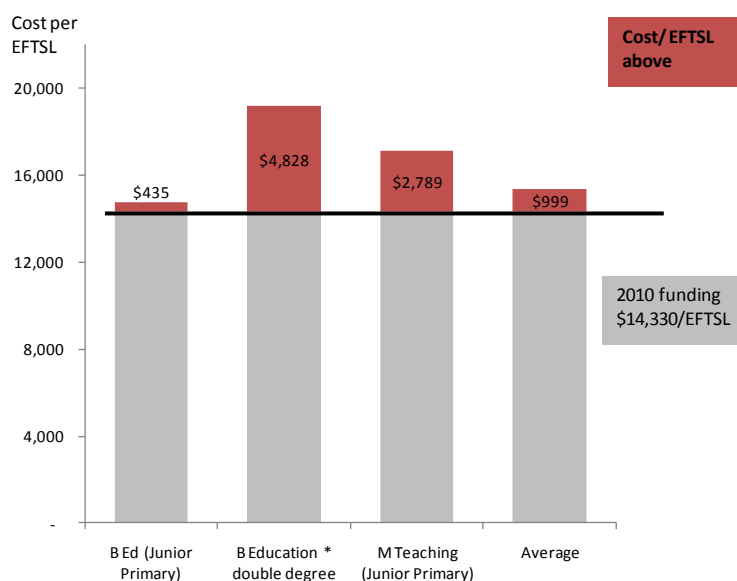
At Monash, individually identified institutional costs are apportioned to schools based on usage drivers, and as a result can be allocated to courses using these same drivers. This results in a more precise costing inclusive of all relevant overheads including space.

Course costings

The following pages show more detail of the costs of the selected course at each institution. These financial summaries provide a breakdown of the overall costs of the courses developed using the methodology outlined in section 3.2.

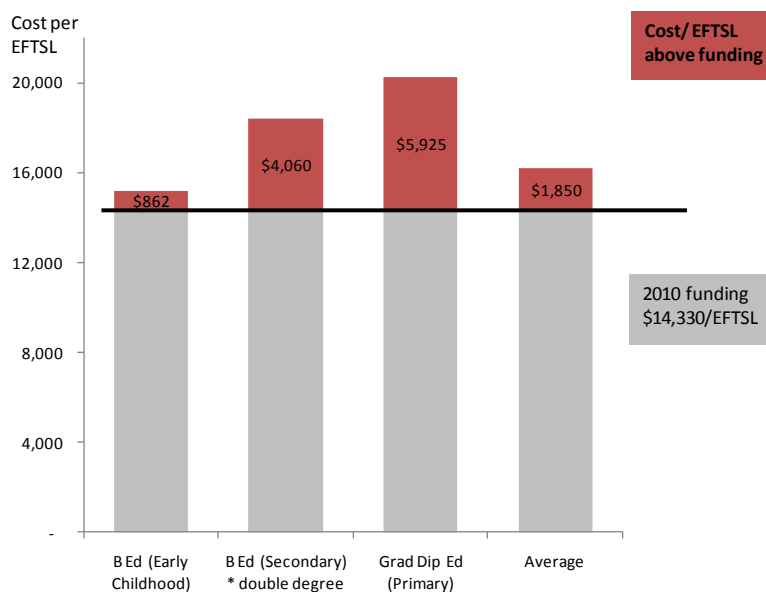
University of South Australia	Bachelor of Education (Junior Primary, Primary)	Bachelor of Science, Bachelor of Education	Master of Teaching (Junior Primary, Primary)
	\$	\$	\$
Direct Costs			
Academic staff	1,051,071	137,312	359,106
Sessional Teaching Staff	858,092	2,662	263,850
Professional Support staff	414,342	9,190	46,436
Operating Costs	197,606	7,842	38,454
Course Development Costs	77,899	50,504	42,766
Specific Course Support (<i>including professional placement costs</i>)	291,668	13,060	71,829
Total Direct Costs	2,890,679	220,570	822,440
Overheads and Support Costs			
School Overhead	170,916	6,783	33,260
Faculty Overhead	531,344	21,086	103,399
Institutional overheads and support costs	3,336,989	232,424	649,376
Total Overheads and Support Costs	4,039,250	260,293	786,035
Total Course Cost	6,929,929	480,863	1,608,475
FTE Academic staff	19.1	1.3	6.3
EFTSL	469.3	25.1	94.0
Student:staff ratio	24.6	19.2	15.0
Cost Per EFTSL (\$)	14,765	19,158	17,119
Average cost per EFTSL (\$)		15,329	

2010 course costs per EFTSL v funding



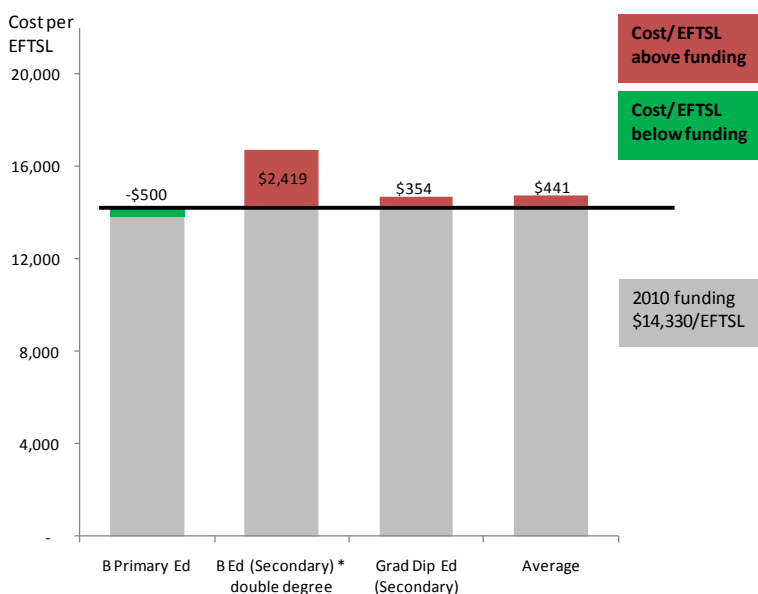
Queensland University of Technology	Bachelor of Education (Early Childhood)	Bachelor of Applied Science (in Human Movement Studies)/ Bachelor of Education (Secondary)	Graduate Diploma in Education (Primary)
	\$	\$	\$
Direct Costs			
Academic staff	1,457,085	196,278	293,527
Sessional Teaching Staff	160,083	-	-
Professional Support staff	88,787	19,368	13,191
Operating Costs	93,850	21,208	30,920
Course Development Costs	73,225	73,225	129,822
Specific Course Support (<i>including professional placement costs</i>)	284,444	136,797	113,014
Total Direct Costs	2,157,474	446,875	580,473
Overheads and Support Costs			
School Overhead	215,747	44,688	58,047
Faculty Overhead	107,874	22,344	29,024
Institutional overheads and support costs	2,262,542	286,067	388,231
Total Overheads and Support Costs	2,586,163	353,098	475,302
Total Course Cost	4,743,637	799,973	1,055,776
FTE Academic staff	15.0	1.8	2.6
EFTSL	312.3	43.5	52.1
Student:staff ratio	20.9	24.8	20.0
Cost Per EFTSL (\$)	15,192	18,390	20,255
Average cost per EFTSL (\$)	16,180		

2010 course costs per EFTSL v funding



Monash University	Bachelor of Primary Education	Bachelor of Arts/Bachelor of Education (Secondary)	Graduate Diploma of Education (Secondary)
	\$	\$	\$
Direct Costs			
Academic staff	402,645	333,155	1,443,542
Sessional Teaching Staff	130,610	65,574	191,240
Professional Support staff	50,775	24,823	95,908
Operating Costs	36,322	20,930	83,044
Course Development Costs	49,198	36,712	100,833
Specific Course Support (<i>including professional placement costs</i>)	162,712	105,450	355,200
Total Direct Costs	832,262	586,644	2,269,767
Overheads and Support Costs			
School Overhead	210,511	164,437	655,686
Faculty Overhead	276,672	171,911	685,490
Institutional overheads and support costs	612,669	425,335	1,079,021
Total Overheads and Support Costs	1,099,853	761,683	2,420,197
Total Course Cost	1,932,115	1,348,327	4,689,964
FTE Academic staff	6.01	3.74	14.90
EFTSL	139.70	80.50	319.40
Student:staff ratio	23.23	21.54	21.43
Cost Per EFTSL (\$)	13,830	16,749	14,684
Average cost per EFTSL (\$)		14,771	

2010 course costs per EFTSL v funding



Additional information from Monash on Clinical Psychology

Monash University	Master of Psychology (Educational and Developmental)
	\$
Direct Costs	
Academic staff	346,056
Sessional Teaching Staff	25,668
Professional Support staff	-
Operating Costs	14,170
Course Development Costs	36,667
Specific Course Support	-
Total Direct Costs	422,561
Overheads and Support Costs	
School Overhead	132,987
Faculty Overhead	142,265
Specific Course Support (<i>including professional placement costs</i>)	223,823
Total Overheads and Support Costs	499,074
Total Course Cost	921,635
FTE Academic staff	3.09
EFTSL	54.50
Student:staff ratio	17.62
Cost Per EFTSL (\$)	16,911

Appendix C: Examples of teacher education initiatives that would benefit from greater financial support

The examples in this Appendix highlight the key areas that are consistently compromised in teacher education as a result of poor funding levels. These include the:

- g) provision of specialist facilities in curriculum learning areas;
- h) provision of technology-rich learning experiences for pre-service teachers;
- i) support of ongoing school-university partnerships;
- j) extending the learning experience of students;
- k) resourcing of quality academic staffing, and;
- l) Achievement of reasonable staff to student ratios.

We will provide examples for each of the areas (b), (c) and (d), in turn.

Provision of technology-rich learning experiences for pre-service teachers

The following examples provide more detail of how teacher education programs would use additional funding to present a leading-edge ICT experience for their students. The first example focuses on facilities and technology upgrades, the second on support for university teaching staff, and the third on support for pre-service teachers and their mentor teachers during school placements.

1. ***Improving the quality of teaching and learning in regional campuses.*** One University with regional campuses improved the quality of delivery of teaching with the development of more innovative online course provision and interactive multimedia. The initial costing of \$1.7million covered the facilities and related technology (video conferencing facilities in each regional campus, software licence fees, upgrades to computing laboratories and staff computers, iPads pool) and specialist staffing (three educational designers, three academic advisors and two e-learning specialists). This costing is for the first year and is based on an equivalent teaching staff (continuing and casual) of 79 FTE. While some infrastructure may be a one-off expenditure, computing equipment and technology devices need to be replaced on a 2-3 years cycle, and specialist staffing and software licences would be ongoing expenses. The estimated ongoing cost per year for the teaching unit with 1000 EFSTL is \$1,006,700 (approx. \$1,000/EFSTL within the teaching-unit budget).
2. ***Enriching blended learning initiatives.*** One university has sought to improve student learning outcomes through the provision of blended learning pedagogies. These would provide students with increased flexibility to study in carefully structured ways. It would be of particular significance for students from low-SES backgrounds and primary carers who find it difficult to attend some scheduled classes because of competing work and/or family commitments, and also final year students who could thus spend more time in schools, working with teachers and pupils. Such an approach requires significant support and mentoring for staff to develop new pedagogies suited to the more flexible blended learning mode. The support includes increased

access to time and expertise. This would, for example, be used to assist staff to prepare essential teaching resources such as learning guides, text and online resources, help with the design of suitable online learning spaces, and guidance for reviewing and evaluating suitable contemporary interactive communication tools. The estimated additional cost for a medium-sized School of Education is \$135/EFTSL within the teaching-unit budget.

3. **Connected classrooms.** Applications of clever technologies can also support mentor teachers and pre-service teachers in schools during professional experience by drawing on just-in-time/as needed support. Suitable technologies include IRIS (<http://www.irisconnect.co.uk/enable/teacher-learning-communities.html>). These smart technologies can provide university-based pre-service teachers with real-time web-based access to authentic classrooms for observation and analysis, as well as providing professional learning opportunities for mentor teachers. In these ways the technology could support school-university partnerships avoiding the obstacles arising from travel costs and distance. One urban university is currently trialling the use of 'connected classrooms' but is limited to interactions between one or two classrooms at university and in schools. Advantages of IRIS over the current trial are that it is portable and uses generic web based connections as well as inherent flexibility of access in time and space. The unit cost of IRIS is approx. \$8000. Based on 10 units (\$80,000) and with student load of 750 EFSTL the cost is estimated at \$108/EFTSL within the teaching-unit budget.

Support of ongoing school-university partnerships

There are additional costs involved in delivering programs which establish meaningful partnerships with schools and school systems but these are hugely beneficial in improving the interface between theory and practice. Some small-scale examples of these programs are included below:

4. **Schools Partnership Facilitators.** One university has developed four partnership arrangements (involving 38 students) and hopes to expand the initiative as funds become available. Currently, the resources needed to expand the program are not available and the program is in 'maintenance' mode. Because the Schools Partnership Facilitator is employed as a consultant, the scope of the initiative matches the resources available. Current budget is \$25,000 per annum for 4 schools and 38 students, or \$660/EFSTL.
5. **School partnership liaison officers** Another university used additional school placement funding to employ two part-time school partnership liaison officers for two years (1.2 FTE at a cost of \$113,000 per annum) to support the building of partnerships. Due to budget restraints and salary increases these positions were discontinued at the end of 2010. Robust partnerships with 10 schools have been developed through the work of these staff members and the remaining partnership liaison staff (0.7FTE). The initiative is now in maintenance mode.
6. **Virtual Partnerships.** Using external funding, a regional NSW university has trialled two initiatives that develop University-Professional Community Partnerships.
 - a) Virtual Synchronous Supervision of Professional Experience (VSSPE) has been initiated in several different NSW DET regions and Catholic Education schools through the use of external funding. This innovative project has resulted in many positive outcomes, including

the enhanced support for and engagement with pre-service teachers' professional experience and supervising teachers from regional, rural and remote locations.

- b) Virtual Synchronous Engagement of Experienced Practitioners (VSEEP), developed in collaboration with NSW DET, has strengthened partnerships and course outcomes by enabling experienced practitioners to actively contribute to pre-service programs. Experienced practitioners' teaching-in-action has been streamed live into pre-service lectures and tutorials through the virtual synchronous technology. Scaling up these programs to improve the overall quality in all programs for all students would require a significant, and currently not available, slice of the teaching-units' recurrent budget.
7. **Teachers as tutors.** In another University, one or two teachers have come to campus to tutor students in curriculum and pedagogy units over a semester. Students in these workshop groups value the immediacy of the connection to the classroom, and the university-based coordinators and school-based teachers have found the approach to be beneficial for their own professional learning. However, it has placed additional burdens on University-based staff to provide between-workshop student support and tutorial teaching support. The initiative was developed through a once-off innovation grant to a partner school, but is difficult to sustain as employing teachers as tutors is more expensive than other casual staff (\$350/day teaching relief versus \$250/workshop for a casual staff member, equating to 6 hours work).
8. **Lead learning managers in schools.** Another university uses some of its large casual budget to pay 'Lead Learning Managers' (LLMs) in schools to conduct five sessions (paid at \$116/hour) over the term to contextualise the professional placement in the school. Each LLM is offered a half day (with paid teaching relief, \$350/day) to attend the university to discuss placement expectations and confirm the assessment process. With over 1000 students clustered in schools this approach to 'Embedded Professional Learning' adds significant costs to teaching as it is additional to the cost of teaching on campus. For this university it is only possible because of the budget savings achieved through a high level of casual academic staffing of teaching.
9. **Service Learning Project.** One large urban university has developed authentic partnerships with schools and industry settings such as Anglicare Refugee and Migrant Service, Drug Arm Australasia and Save the Children Fund. The project is based on the recognition that professional learning is enhanced by offering authentic experiences through service-integrated learning outside schools. It allows students to think in more flexible ways about education and learning and to challenge their assumptions that may limit their openness to change, growth and personal development. Currently this is available in one core Education unit (Inclusive Education) only and a significant proportion of students (up to 50 per cent, 300 students over 80 sites) choose to undertake this pathway. Scaling the project up to cover all students and all programs would increase costs significantly as it is resource intensive to set up, develop, and manage. At present the Institution is not able to move to scale through its recurrent teaching-unit budget.
10. **Senior school students at university.** Several universities have school-university partnerships that enable senior school students to undertake university study. In one urban university the Education Faculty works with a cluster of five schools to support a group of 15-25 year 11 and 12

students to complete the equivalent of one semester of study. This partnership is enhancing opportunities for students and student teachers. It actively supports the higher-education participation agenda as the cluster schools are all in low SES areas and more students from these schools have enrolled in university. It is resource intensive as the cost of students undertaking the study is borne by the Faculty. Graduating 15 students in year 12 from an initial 25 in year 11 cost \$100,000. While the teaching unit is committed to continue this expensive but successful project, it cannot expand the program to any more low SES schools/clusters in its immediate foot-print without external funding.

Extending the learning experience of students

11. Teaching is an 'aspirational' profession and education programs around the country have noticed a steady increase in enrolments of students from low SES and other disadvantaged backgrounds, some of whom enter university via alternative pathways or articulation from a TAFE qualification. Many of these students struggle with the expectations of university learning and would benefit from well-structured learning support initiatives, particularly in their first year. The following examples demonstrate the value in providing additional support to such students.
 - a) One large regional university has costed the provision of effective learning support for these students, including provision via distance/online education, for 40 students (8 per cent of the first year cohort) supported by 8 staff. It would be characterised by its use of research-supported practices, supports that are course contextualised (not just generic) and which are applied over a sufficient period of time to ensure learning does occur (not hit and drop activities). An investment of \$250,000 would pay off in terms of student enrolments, retention and progression. The teaching unit estimates that it would cost \$125/EFSTL apportioned across all students to scale up to cover all low SES students in need.
 - b) A medium sized urban university has investigated providing ongoing support to enhance student communication skills, particularly targeting students with low SES backgrounds. This would require techniques to assess and identify students at risk, interactive online resources and a suite of workshops. The teaching unit estimates that if scaled up it would cost \$40 per EFTSL.

Appendix D: Examples of enriching Professional Experience placements

The current funding model predominantly restricts professional experience to supervised teaching placements, which limits the opportunities for a broader approach in the educational sector. This Appendix includes examples of initiatives which have been trialled where students are given enriching Professional Experience opportunities in low-SES and remote communities.

1. ***Professional Experience in Rural and remote communities.*** One urban university takes a group of second- and third-year students (up to 20) to rural and remote areas for five days of work experience. The program provides support to rural and remote schools, enhances the professional experience of the pre-service teachers, and continues the positive partnerships the Faculty has developed with the schools. The cost is around \$15,000 (\$750 per student), which mainly covers staff release and bus hire. Pre-service teachers are billeted into local community houses. To extend this to a larger number of students would take much greater organisation and budget. This is not possible under the current base funding for Education.
2. Another urban university provides funding for third- and fourth-year students to complete a two- or three-week placement in a remote school. Although some Education systems provide scholarships for students to travel to rural and remote placements, generally they only fund placements of four or more weeks. Many students are not able to relocate for that length of time but are keen to diversify their experience prior to a 10-week internship. In 2010, 12 students were provided with travel and accommodation costs (\$10,700 or, on average, \$890 a student) by the School, and the Department of Education subsequently funded a 10-week placement for 5 students (\$14,400). The program is now in its third year and several students have been offered and accepted teaching positions in these remote schools as a result of their successful placement experiences. Again, this cannot be scaled up to meet the demand for well qualified staff in these remote settings.
3. Universities in regional Australia often find it difficult to source professional experience placements for all students in their local areas. In one regional university students who choose a rural location which requires them to travel significant distances on a daily basis (over 60 km) are provided with financial support. Similarly, those that need to relocate to a rural community for a placement (usually 4-5 weeks) are provided with a maximum allowance of \$1000. The teaching unit is limited in the number of student placements it can fund from its recurrent budget. In 2009 and 2010 it was able to support just 35 and 30 students, respectively, from the 2000 students in placements each year. In addition, another 10 to 20 students are supported annually through a foundation grant, and some students also access financial support for travel (and accommodation) from other external sources such as [Victorian Practicum Project](#), [NSW DET Beyond the Line](#), and the University's Equity funding. In any year approximately 30 per cent of applicants for Faculty funds are provided with money for travel only. The average amount paid per student was \$540 in 2009 (requested average was \$680) and \$710 in 2010 (average request was \$920). Even though the Faculty is committed to preparing teachers for outer-regional, remote and very remote schools in NSW and Victoria, it does not have the capacity to provide financial support such that it can require each student to do at least one placement in a remote

or very remote setting. Even with support from Foundations and external sources of funds, the Faculty is able to support only 30 per cent of students who volunteer to do such a placement.

4. ***Experience in low-SES communities.*** One way to achieve the goal of diversifying pre-service students professional experiences is to appoint academic and professional staff dedicated to sustaining the relationship and managing the placement experiences and learning of the pre-service teachers. Such staff would work in collaboration with the partner schools and the university to design specific learning experiences and support pedagogical and curriculum innovations that are locally relevant and improve student learning outcomes. To develop the initiative at a medium-sized urban university in each of the three teacher education programs (e.g. primary, middle years and secondary) would cost about \$300,000. This would fund three fulltime level B/C positions (\$440/EFTSL). Support for travel and accommodation where necessary would cost an additional \$90/EFSTL.
5. ***Ongoing work experience.*** Several universities have developed partnerships with schools so that students can spend additional 'un-paid' days in schools. In one university, students spend one day per week on 'Work Experience' for the duration of their course. This involves a number of 'volunteer' days in the lead up to the formal placements so that students are well-accepted members of the school community before they are assessed. With over 1000 students across all initial teacher education programs, developing these partnerships and organising the students is expensive. However, the program delivers quality outcomes with above sector employment rates, and formal feedback processes allow the profession to contribute and add value to the courses. Recent budget constraints have resulted in this feedback being given via written comments, rather than by debrief workshops. The teaching unit funds this program by higher casual to continuing/contract staffing loads.
6. ***Professional development for mentoring teachers.*** This is regarded as an important strategy to enhance the quality of mentoring received by pre-service teachers in school-based settings. Most universities are unable to fund this professional development from their budgets. Many universities have static web-based support, including details of the program's ethos, background and support materials, as well as research-based articles and web links. A few universities provide a short workshop for mentor teachers as part of their partnership arrangements. One university has developed a 10-hour Professional Development course (NSWIT-accredited) with a focus on improving student learning outcomes through enhanced support for new teacher development in professional experience. As part of a one-day, face-to-face professional development mini-conference/outreach activity, mentors have the opportunity to:
 - a) share experiences, resources, insights and issues related to their support and mentoring role for pre-service teachers during professional experience;
 - b) identify and share seminal readings on mentoring;
 - c) gain insights into the expectations around mentoring established by regulatory authorities, employing authorities, universities and individual schools/workplaces;
 - d) gain insights into the expectations around mentoring held by new and early career teachers, and;
 - e) critically reflect on current practice and practice in their school or workplace with a view to determining implications and practical strategies for improvement.

7. The initiative has been found to significantly enhance the quality of mentoring provided for pre-service teachers. The cost of this course on top of staff teaching time is \$70,000 (teacher relief, venue hire, catering) for 250 mentor teachers.