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30 July 2010

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Dear Ms Gardner

Re: AEU Submission to the the Productivity Commission

Please find attached a submission from the Australian Education Union (AEU) to the Productivity Commission study into the Vocational Education and Training Workforce.

Please contact me if you have any questions in relation to this submission.

Kind regards

A handwritten signature in blue ink that reads "Pat Forward". The signature is written in a cursive, flowing style.

Pat Forward
Federal TAFE Secretary

SUBMISSION COVER SHEET

(not for publication)

Education and Training Workforce Study



Australian Government
Productivity Commission

Please complete and submit this form with your submission to:

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All

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**AEU Submission
to
The Productivity Commission study
into the Vocational Education and Training Workforce**

July 2010

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1. Executive Summary

There is an emerging consensus amongst policy makers in Australia of the critical significance of a high quality and well resourced vocational education sector to the future prosperity of an equitable Australian society. Australia's internationally renowned TAFE system is the dominant provider of high quality vocational education, yet its potential in recent decades has been gradually undermined by funding and policy neglect by successive State, Territory and Commonwealth governments. As TAFE in Australia attempts to position itself to play an important role in the emerging tertiary sector, it is increasingly apparent its institutional capability and the quality of its teaching workforce will play a crucial role in creating positive social and economic futures for citizens of all ages and regions of the nation.

In this submission, the AEU will provide substantial evidence of the significant changes which have swept across the TAFE and VET system over the last two decades. These changes continue to have far reaching consequences for the TAFE teaching workforce and the overall capability and sustainability of Australian vocational education system. It demonstrates that the Australian TAFE system – the pre-eminent public provider in the delivery of vocational education in Australia – has suffered significantly with declining government funding for VET, which has resulted in a 22% decrease in per student contact hour funding since 1997. Hence, unsurprisingly the first recommendation of this AEU submission calls for a restoration of adequate TAFE funding. Unless State, Territory and Commonwealth governments seriously address this persistent underfunding and the arbitrary consequences of government policy to impose crude 'per-hour' efficiency measures on TAFE, no strategies to improve the state of the TAFE workforce will succeed. A sustained re-investment in the public TAFE system must be the bedrock upon which a TAFE workforce renewal strategy is based.

Recommendations

Recommendation 1

Enhanced Commonwealth and State funding to rebuild and sustain the TAFE system to ensure it is able to provide the vocational capability essential to Australia's economic future

The TAFE system currently plays a crucial role in ensuring the success of government policies to improve the participation rates, qualification levels, and overall skills and capability of the Australian workforce, as well as building an equitable and sustainable Australian community. Hence it is essential governments at all levels collaborate to ensure adequate funding to rebuild and sustain the TAFE system to ensure it is able to provide the vocational capability essential to Australia's economic future.

Recommendation 2

Recognition of the long term implications of declining investment

In considering the future investment required for rebuilding and sustaining the TAFE system, State, Territory and Commonwealth governments recognise the longer term implications in the evidence presented in CEET's TAFE Funding and the Education Targets report, which demonstrates that TAFE funding would have been \$623.6m (17%) higher in 2008 if expenditure had been maintained at 2003 levels.

Recommendation 3

Collaborative workforce development strategy – making TAFE teaching attractive

That State, Territory and Commonwealth governments work collaboratively at all levels with key stakeholders, including TAFE teachers and their union, to develop a strategy for developing the TAFE teaching workforce. The focus of this strategy needs to be centred on the development of a highly qualified, capable TAFE teaching workforce, attracted and retained by attractive remuneration, sustainable workload, ongoing professional development, high level teaching qualifications, nurtured vocational knowledge, and vocationally-specific skills related to teacher's specialist area.

Recommendation 4

Restoration of adequate funding for public vocational education

That State, Territory and Commonwealth governments respond to the overwhelming weight of evidence presented in a range of recent reports, including the CEET's TAFE Funding and the Education Targets report referred to in this submission, which suggest that at least an additional \$2.2 billion (or an average increase in public expenditure on VET of an additional \$200 million each year between 2009 and 2020) would be required for the COAG targets to be met.

Recommendation 5

A new collaborative approach to TAFE teacher education for the more complex and demanding vocational education required in Australia's economic future

That State, Territory and Commonwealth governments work collaboratively with the TAFE teaching profession to develop a renewed strategy to enhance and sustain TAFE teacher education as a means of developing the vocational teacher workforce required to provide more complex and demanding vocational education required in Australia's economic future.

Recommendation 6

Principles of new approach to TAFE teacher education

This new approach to TAFE teacher education should consider the following critical principles:

- a) vocational teachers in institutional contexts have fundamentally different and significant learning and pedagogical environments to those of local workplace trainers;*
- b) that ongoing accredited professional education, including the opportunities for mentored practice and discipline engagement, is essential to skill the TAFE teacher of the challenging future environments of vocational occupations and vocational education.;*
- c) teacher education needs to include integrated formal off the job and informal on the job dimensions, to allow teachers time to critically reflect on their practice and theory with other teachers at a similar stage, and with more experienced teachers;*
- d) teaching qualifications should have embedded standards, agreed with the profession which are the aims of the qualification – the things teachers should achieve during their study and practice;*
- e) that learning design of teacher education encounter the practice of teaching, theories of teaching, learning and assessment (including theory and practice associated with specialist or industry area) and that these are approached both critically and creatively;*
- f) teachers need access to an understanding of the social, cultural and political contexts of education and teaching, and the disciplines that consider these issues;*
- g) teacher education programs are designed to reflect current and emerging labour market demands on vocational education (i.e. literacy and numeracy, green skills, innovation and creativity and OHS demands) as well as to skill teachers for the broader nature of student learning (through secondary, vocational, workplace and higher education);*
- h) it is critical for high level learning that professional capability development of teachers is not provided solely by the employer and that sufficient release time is made available to maximise the learning potential of programs;*
- i) an increasingly diverse society necessitates an expanded focus on teaching with cultural inclusion and in diverse contexts (including issues specific to Aboriginal and Torres Strait Islander students);*

- j) all teacher education in TAFE needs to reflect the broader agreed sectoral paradigms of professional pathways in tertiary education;*
- k) recognition of prior learning needs to be transparent and widely facilitated to prevent teachers undertaking irrelevant learning; and*
- l) clearer recognition of high level teaching capability in vocational education needs to be integrated through a process of registration that follows the acquisition of significant experience and qualifications.*

Recommendation 7

Developing TAFE teacher capability – high quality teaching qualifications

That State, Territory and Federal governments resource and support the development of high quality teacher qualifications in TAFE and VET, based on a three phased initial, consolidating and advanced approach. Such an approach recognises the dynamic nature of the contemporary vocational education environment, where qualifications for teaching are often acquired following initial employment, and where the importance of both education and vocation are acknowledged.

Recommendation 8

Funded, accredited professional development

Professional development for TAFE teachers should be based on accredited qualification frameworks which contribute to the completion of the initial qualification, but also to the acquisition of higher level qualifications, at least at the current seventh level of the Australian Qualifications Framework.

Recommendation 9

Creating industry experience to maintain vocational currency

That the Commonwealth government work with State and Territory governments to facilitate and resource significant industry exposure for TAFE teachers to ensure continuing current occupational knowledge in the transforming context of vocational work. Such industry experience should centre on investigating and designing new teaching and learning strategies and learning support resources which reflect innovation in the workplace.

Recommendation 10**Funding to investigate and enhance vocational teaching and learning**

That State, Territory and Commonwealth governments collaborate with the TAFE teaching profession and TAFE employers to initiate, fund and support projects which focus on teaching in vocational disciplines. This would mirror arrangements in the higher education sector supported by the Australian Teaching and Learning Council, which funds and disseminates discipline level projects to enhance teaching and learning in defined areas of significance. In addition, it is recommended that State, Territory and Commonwealth government work with local and peak industry bodies to develop a framework for funding projects which focus on innovation in the workplace and the transformation of this into the contexts of institutional vocational learning.

Recommendation 11**Vocational Teacher Registration**

That State, Territory and Commonwealth governments engage collaboratively with the TAFE teaching profession and their union to develop a framework for vocational teacher registration that acknowledges the particular nature and circumstances of TAFE and VET teaching, and that facilitates recognition of the high quality teaching practice that occurs in TAFE.

2. Introduction

It is now being widely acknowledged that significant change will occur in the Australian vocational education and training system over the next decade. It is inevitable that such change will generate the need for a significant enhancement of the capability of teachers working in the TAFE sector, which remains overwhelmingly the dominant provider of vocational education in Australia. These changes, identified by a range of recent reports¹ include:

- the consensus amongst policy makers of the need for greater participation and higher level vocational qualifications to provide the critical vocational skills for a transforming economy;
- the impact of reductions in government funding of the TAFE sector;
- governments' obsession with market design as the key policy for organising education in the sector;
- the significant generational loss of teaching capability with a rapidly ageing teaching workforce;
- the declining number of TAFE teachers that have had access to high level vocational teacher education programs, as a result of the significant decline in the numbers of TAFE teachers being able to access higher education over the last decade with the advent of the minimalist CIV TAE;
- the emerging tertiary education system and the need for the creation of valid and robust pathways between VET and higher education, whilst at the same time producing the necessary vocational capability for those facing ever more complex vocational work;
- likely redefinition of the complex and prescriptive Training Package system toward standards of occupational expectation that will require higher levels of pedagogical interpretation by teachers;
- the growing expectations shared by industry, students and TAFE institutions of the need for more sophisticated and flexible forms of delivery for vocational learning.

¹ Skills Australia, Lifting Quality in Training – Communique following the second Strategic Industry Forum 20 November 2009 accessed online 20/4/2011 http://www.skillsaustralia.gov.au/PDFs_RTFS/CommuniqueSIF.pdf, Clayton, B Practitioner experiences and expectations with the Certificate IV in Training and Assessment (TAA40104): A discussion of the issues, NCVET, 2009 accessed online 20/4/2010 <http://www.ncvet.edu.au/research/proj/nr08504r.pdf>

The Productivity Commission study into the Vocational Education and Training Workforce is to provide advice to government on:

1. Factors affecting current and future demand for the VET workforce, and the required mix of skills and knowledge:
 - change in participation in VET as a result of increasing labour market emphasis on formal training and lifelong learning;
 - change in volume and type of training delivered to each VET participant as a result of the trend towards higher level qualifications, and as a result of the impact of the Recognition of Prior Learning (RPL) and the Recognition of Current Competencies (RCC);
 - likely future patterns of training demand by industry and sector, including as a consequence of responses to emerging economic and environmental issues and to gap training and skills assessment;
 - requirement for broader skills in VET professionals as a result of increasing system focus on client needs, including flexible delivery, greater focus on employability skills, catering for a more diverse student base, and partnering with enterprises and communities;
 - demand for managerial and entrepreneurial skills as a result of growing commercial dimensions of the VET sector and strategic market positioning and branding;
 - the impact of delivery of higher level VET qualifications (e.g. Associate and Bachelor Degrees);
 - training pathways and the provision of 'second chance' education and training such as for migrant and Indigenous students.

2. The current and future supply of the VET workforce, including:
 - motivation for entering, remaining in and exiting the workforce; and
 - competition from other employers including industry and other education sectors.

3. The structure of the workforce and its consequent efficiency and effectiveness, including:
 - the extent to which job design and employment agreements in the VET sector are aligned to contemporary work practices in a commercially competitive environment;
 - the adequacy of support for high-quality professional practice, including consideration of practitioner qualifications and standards for VET practitioners across sectors;
 - the current and potential impact of workforce development activities within the VET sector on the capability and capacity of the VET workforce, including a workforce development plan; and the implications of emerging workplace and employment practices, including increasing casual and part-time employment, the 'core/periphery' model and blurring of teaching and non-teaching roles.

3. The pre-eminent role of TAFE

The TAFE sector remains the dominant provider of high quality and broadly accessible vocational education to the Australian community, despite almost twenty years of it struggling for ongoing funding under the crushing weight of governments progressively creating contrived markets for vocational education. Its ability to continue to offer such high quality vocational education is a testament to the dedication and determination of its teaching workforce who have worked hard through periods of reform and economic restraint to absorb the ever greater demands placed on their capabilities. Unlike newly emerging providers, TAFE continues to offer a broad educational framework for vocational education, including essential support infrastructure such as student services, libraries and learner support. It is this unique institutional capability based on stable high quality teaching and learning support which has been fundamental in meeting the needs of successive generations of students who have found their future vocation, and opportunities for further study as a result of their education in TAFE.

The Productivity Commission's own Report on Government Services 2010 found that the public VET system was efficient in terms of accepted measures of expenditure, and enjoyed high levels of support in terms of student and employer satisfaction.

The 2010 report showed:

- Nationally, 88.5% of TAFE graduates surveyed (by NCVER) indicated that they were either in employment and/or pursuing further study after completing a VET course in 2008, compared with 85.7% in 2004.
- Of those TAFE graduates who continued on to further study, 60.6% pursued their further study within the TAFE system, while 22.3% went on to further study at universities and 17.1% went on to further study at private providers or other registered providers.
- 62.2% of all TAFE graduates in 2008 indicated they had improved their employment circumstances after completing their course, an increase of 6.7 percentage points from 2004 (55.8%).
- 86.7% of TAFE graduates surveyed nationally indicated that their course helped (73.9%) or partly helped (12.8%) them achieve their main reason for doing the course — slightly higher than the 80.7% total reported in 2004.
- 89.1% of TAFE graduates surveyed nationally indicated that they were satisfied with the quality of their completed training. The satisfaction levels across students undertaking training with different objectives were very similar — students seeking employment related outcomes (89.1%), seeking further study outcomes (88.4%) and seeking personal development outcomes (89.1%).

This work continues in TAFE institutes across the country almost despite, rather than because of, the intervention and support of governments at State, Territory and Commonwealth level, who are only now perhaps realising the severe pressure the valuable social and economic asset that is Australia's TAFE system is now under.

TAFE teachers do not need to be told that the sector faces challenging times ahead. They live these challenges every day of their working lives in their complex interactions with the students they teach, in the productive relationships that they forge with industry in thousands of workplaces across the country, and in the collaborative relationships that they develop and maintain with their teaching colleagues. TAFE teaching is a dynamic and sophisticated endeavour. While a key theme in this submission is the way in which the profession has been challenged by a range of complex factors, including importantly by funding constraints, the most important message in this submission will be a call to governments to recognise the complex and sophisticated work of a highly professional workforce which works on a daily basis to meet the expectations of its students, the demands of industry and the policy determinations of governments. While a complex picture of lack of investment in qualifications and professional development, unrealistic expectations of ever increasing workload and the insidious impact of increasing casualisation might point to a workforce in crisis, the enduring theme of all the AEU's engagement with its TAFE teacher members is their commitment to students, and to a high quality educational experience for all those millions of people who turn to TAFE needing excellent preparation for their chosen vocation, and often a second chance or even a first chance of participating in society in a meaningful and productive way.

TAFE teachers understand the history of vocational education in Australia and they absolutely understand both the challenges and the potential that the future holds. For those who work in TAFE, current policy discussion and debate around the need for a more coherent tertiary sector, the importance of high quality and responsive vocational education, the importance of a much broader approach to the development of vocations and the crucial moves to encourage greater participation in vocational and higher education of low SES and working class students is much more than government rhetoric. All these things should be what drive the TAFE system into the future.

There is a broad consensus in the TAFE system, and in emerging economic and social research that will be presented in this submission that market design as the key policy tool in organising vocational and other education has failed. The policy drivers for the vocational education in the coming period must focus on the critical role played by public education institutions in the provision of coherent and high quality public goods – vocational pathways both into work, but also into further education. This is the way forward for an equitable and prosperous Australian society.

This submission will approach the issues outlined in the Productivity Commission study of the vocational education workforce by looking to a future framed by these critical policy concerns. This approach needs to be set in the context of the problems with previous policy directions, and the current trajectory of government policy. The inevitable conclusion that this submission reaches is the need for significant investment in a workforce development strategy for the TAFE teaching workforce which has at its core a concern with capability, but also common decency. None of the many challenges which face the Australian economy and society can be addressed effectively unless policy makers place at the centre of their considerations a well resourced, highly regarded public vocational education endeavour, situated in an enhanced tertiary sector. A professional, well qualified and fairly remunerated TAFE workforce can drive this vision into reality.

4. The impact of national policy on TAFE and the TAFE workforce – the emerging tertiary sector, national regulation, the COAG targets, and the impact of market design

4.1 *The emerging tertiary sector*

The Federal government has enacted policies aimed at blurring the sectoral divide between vocational and higher education, and creating a tertiary education sector. The logic which drives the current push, at least rhetorically, is the need to develop clearer and more integrated pathways between all education sectors for students.

However, the education sectors in Australia have developed quite differently, and have historically been “silos”, marked more by the attempts within the sectors to protect themselves from the intrusions of other education sectors, than by the desire to enable easy access and movement between the sectors by students.

In recent times, the Federal government has established the ‘architecture’ that is required for a tertiary education system by strengthening regulatory and quality assurance arrangements for all sectors. This architecture includes:

- the re-structuring of the federal Department of Education, Employment and Workplace Relations (DEEWR) so that higher education and VET are within the same ‘group’;
- a ‘strengthened’ Australian Qualifications Framework;
- a combined ministerial council for tertiary education (Ministerial Council for Tertiary Education and Employment (MCTEE));
- a new regulatory body for higher education that will eventually include VET (Tertiary Education Quality and Standards Agency (TEQSA)); and,
- the extension of income contingent loans to some VET qualifications (VET Fee Help).

Government policies that seek to create markets in education are also contributing to the blurring of the sectoral divide. Educational sectors are increasingly defined by the qualifications that are accredited in each sector and not by the type of institutions that comprise those sectors, even though most institutions are still defined by their primary sectoral location. Many of Australia's 37 public universities are registered to offer VET qualifications or have established companies to do so and by 2010, at least ten TAFE institutes were registered to offer higher education programs. Most schools now offer VET as part of their senior school certificates. To add to the complexity, the number of private providers in VET and higher education has grown considerably over recent years to be a small, if growing, part of both sectors, and many of these institutions offer both VET and higher education qualifications.

4.2 *National tertiary regulation*

In December, 2009, COAG announced that it had agreed to establish a national regulator for the VET sector. The proposed regulator is to be responsible for the registration and audit of registered training providers, and accreditation of courses to be established under Commonwealth legislation. COAG also agreed to establish a national standards council to provide advice to the Ministerial Council for Tertiary Education and Employment on national standards for regulation, including registration, quality assurance, performance monitoring, reporting, risk, audit, review and renewal of providers, and accreditation of VET qualifications. Victoria and Western Australia have decided to continue to regulate providers operating in their States and enact legislation to mirror the Commonwealth legislation (ie – not be part of the new regulator). Following this decision, on a national basis, all providers wishing to operate in more than one jurisdiction or enrol international students in post-secondary educational institutions will have to be registered through the national regulator. The COAG decision was “noted” by Victoria and Western Australia. The framework for the new national regulator is to be negotiated through an agreement between governments by the end of May 2010 and the regulator will be operational from 2011. The federal government has recently announced interim heads of both the National VET Regulator, and the National Standards Council for VET.

In the 2009 budget, following the 2008 Review of Australian Higher Education by Professor Denise Bradley (the Bradley Review) the Federal Government announced the establishment of a new national quality and standards agency. The Bradley Review proposed a significant re-design of the regulatory environment for universities and private providers of higher education and the development of a new quality assurance framework. The Tertiary Education Quality and Standards Agency (TEQSA) is a national regulatory agency and it will develop a new quality assurance framework.

TEQSA's role is to accredit providers and carry out quality audits. As well as protecting the overall quality of the Australian higher education system, encouraging best practice and streamlining current regulatory arrangements to reduce duplication and provide for national consistency, the agency will also work with universities to improve areas such as retention, selection and exit standards and graduate outcomes.

TEQSA and the national VET regulator will become a single national tertiary sector regulator in 2013, although the form of the body is unclear. Whatever the outcome of this process, it is clear that the moves to a national tertiary sector are being cemented in the regulatory reform process.

While these policies and market pressures are contributing to blurring sectoral divides, there are still important contradictions. The Federal Government will not allow public universities to offer full-fee under-graduate programs to domestic students, but the public provider in VET (TAFE) is expected to increase its proportion of full-fee paying students and income. The 'market' that is being constructed in each sector differs. More important is the insistence that VET qualifications be competency-based in an 'industry-led' system while schools and higher education have an input-based model of curriculum.

The creation of a more unified or integrated tertiary sector in Australia is a contradictory process. In his 2008 study, Tom Karmel² argues that the development of a tertiary sector means particular issues need to be addressed. These include:

- a rethink of competency;
- governance reform;
- reform of funding arrangements.

In her project for the NCVET on TAFEs' delivering higher education qualifications³, Leesa Wheelahan concludes that:

Higher education in TAFE should be established as a component of a coherent tertiary education policy framework to ensure the quality of provision and that it meets its intended outcomes. This includes consideration of the governance, policy, funding, quality assurance, curriculum and industrial frameworks required to realise academic standards and to support TAFE institutes to develop economies of scale and the expertise and culture needed to sustain higher education provision.

² Karmel, T, *Reflections on the tertiary education sector in Australia*, NCVET, 2009

³ Moodie, G, Wheelahan, L, Billet, S, Kelly, A, *Higher education in TAFE*, NCVET, Adelaide, 2009

In summary, then, there are a number of factors at work within both the VET and the higher education sectors which are forcing pressure towards a more integrated approach to a tertiary sector. Where the push for a more integrated tertiary sector is focussed on pathways for students, both between higher education and VET and between schools and TAFE, then the moves to make these pathways more permeable and coherent are positive. This is because it places the focus of the sector on those areas of the VET and higher education which have prevented participation especially from low SES, disadvantaged and working class students. Both sectors still have poor records in this area. This has been acknowledged by the Federal government which has provided incentives to universities, in the way of increased funding to increase participation at universities from low SES students. In VET and TAFE, there is greater participation by students from low SES backgrounds than at universities, as would be expected, but these students are concentrated at lower level qualifications, and are captured by the poor articulation mechanisms which currently exist between, and to some extent within the sectors.

The development and evolution of the tertiary sector in Australia should be framed by a focus on learning flows between VET and higher education and on vocational pathways between the sectors and between education and work. This will be discussed in some detail later in this submission, but it brings into sharp relief the important role that will be played in the development of this sector by the teaching workforce in TAFE. Increased demands around learning and delivery styles, the expectations of students, and the support required to guarantee a successful and high quality educational experience for vocational students must refocus policy makers on the vocational teaching workforce.

4.3 *The COAG targets and their implication for public VET funding*

The Council of Australian Governments (COAG) has set several targets to improve Australia's educational qualification profile, including:

- Halving the proportion of Australians aged 20-64 without qualifications at Certificate 3 level and above between 2009 and 2020; and
- Doubling the number of higher [VET] qualification completions (Diploma and Advanced Diploma) between 2009 and 2020.

Achieving the COAG target to halve the proportion of the population without a Certificate 3 or higher qualification and the target of doubling the annual number of Diploma completions by 2020 will require an increase in government recurrent funding of \$2.2 billion – an average increase in public expenditure on VET of an additional \$200 million each year between 2009 and 2020.

Achieving the COAG goals will therefore be challenging. It firstly requires a reversal of recent trends to reduce government funding per hour for VET and secondly it requires overcoming the fiscal constraints faced by state and territory governments.

The Australian Government will need to take a leading role in providing the resources required by the VET sector if its educational targets for improving the skills of the Australian workforce are to be met.

Employment growth, skills deepening and replacement requires a 45% increase in VET provision to 2020 after allowing for a shift in annual award completions to higher level qualifications. The increase translates to an annual compound increase of 3.4% over the 11 years 2009 to 2020. The growth is likely to reduce the proportion of 20 to 64 year-olds without at least a Certificate 3 by only a quarter. The COAG target is to reduce it by a half.

Achieving the two targets does not imply that growth in annual award completions needs to double—parts of the growth are due to the need to replace skilled workers who are retiring (or, given the scope of the target, move beyond age 64 or die) and skills deepening. Just over a third of award completions contribute to expanding the proportion of workers with qualification levels of Certificate 3 or above. Hence the targets might be achieved with an increase in VET provision of 60% to 2020, or 4.4% per annum.

The annual public funding for VET required to meet the targets is shown in Table 1.

Table 1
Projected government VET funding required to meet qualification targets, 2009 to 2020 (\$2008)

Year	'09	'10	'11	'12	'13	'14	'15	'16	'17	'18	'19	'20
Total	4,139.4	4,296.8	4,461.1	4,632.5	4,811.4	4,998.1	5,193.0	5,396.4	5,608.7	5,830.2	6,061.4	6,302.7
Increase	---	157.4	164.3	171.4	178.9	186.7	194.9	203.4	212.3	221.5	231.2	241.3

Assumes 2008 funding for 2009. Annual compound growth at 4.37% on base of \$3,605.4m with constant difference. Values in 2008\$. Values remove non-AQF award funding pro-rata with hours for 'other' and Senior Secondary Certificate provision.

The values in Table 1 recognise that not all VET provision targets AQF awards. Students in non AQF-award enrolments received 7.7% of funded hours in 2008 and a further 5.5% of hours was allowed for students studying for Senior Secondary certificates.⁴ In order to meet the targets it is only necessary to increase provision of AQF courses. Certificates 1/2 are included because despite being outside the scope of the target, they are subject to other targets and underpin many of the higher qualifications. The adjustment implies that non-award enrolments become a progressively smaller proportion of total provision.

⁴ DEEWR, *Australian National Report of the Australian Vocational Education and Training System*, Australian Government, 2008 Table A1.5

After this adjustment, the increase in public funding required to achieve the targets is 52%, which corresponds to an annual increase of 3.9% between 2009 and 2020. These increases translate into an increase in government funding for VET of \$157.4m in 2010 and progressively larger amounts in subsequent years—or an average cumulating increase of about \$200 million per year. **Postponing this increase in funding either commits governments to even greater increases later or makes it less likely that the COAG targets will be achieved.**

The expansion of participation in the VET sector implies greater social inclusion. The Bradley Review included increased funding for higher education to address the needs of the expected higher number of students from lower socioeconomic backgrounds. **Achieving the VET component of the COAG targets will require similar additional funding for increased learning support, curriculum design and professional development for teachers.**

The increased public funding for VET required to meet the COAG qualification targets is challenging. State and territory governments currently provide nearly three-quarters of public VET funding, but most jurisdictions face fiscal constraints. The Commonwealth will have to both increase its financial support for the VET sector in absolute terms and increase the relative size of its contribution compared with that of the states and territories if the COAG targets are to be met.

The COAG targets have significant implications for the VET and emerging tertiary sector that extend beyond funding. TAFE will be required to do the lion's share of the work in meeting the targets, and this will have significant consequences for the TAFE teaching workforce. These issues are dealt with in details later on in this submission.

4.4 Market design – the problem, not the solution

In *Creating markets or decent jobs?*, John Buchanan pinpoints the frustration many feel when confronted with the ongoing obsession of contemporary VET bureaucrats and policy makers with imposing further 'market reforms' on the VET sector when he argues for:

... moving beyond the market fetish that dominates much policy debate in general and training policy in particular. Instead of endeavouring to make markets run better, the chief debate should be about what kinds of jobs we want to nurture in the future.⁵

The 'market design approach' is a poor approach to policy formation for three fundamental reasons: the proponents of market reform do not always make clear what problems need fixing, scant evidence is provided for the virtues of imposing market design principles on the

⁵ Buchanan, J and Eversson, J, *Creating Markets or Decent Jobs*, NCVER, Adelaide, 2004, p.13

sector and it is presented as being the only way to achieve such things as choice and effectiveness. Through its haphazard application to the organisation of the TAFE and VET system in Australia, market design has had consequences for the TAFE teaching workforce, and is responsible in no small way for its current neglect.

The impact of competition and market reform on the TAFE system has been well documented. Damon Anderson's study of the impact of market reform on VET⁶ found that training market reform – through competition and User Choice:

- did not produce efficiency;
- did not result in a decline in training delivery costs;
- resulted in high transaction costs, greater complexity and uncertainty in quasi-markets which cancelled out any savings in streamlining internal administrative and planning systems;
- increased the reliance of a large proportion of private providers on government funding which resulted in unnecessary duplication between private and public, and between public providers.⁷

Anderson's study also showed that market reform had been accompanied by reductions in expenditure on:

- direct delivery;
- infrastructure maintenance;
- curriculum development and maintenance;
- student services.⁸

The reductions in direct delivery costs were achieved through:

- increasing class sizes;
- reducing face-to-face teaching hours;
- discontinuing courses with low enrolments;
- increasing the use of sessional teachers.⁹

Anderson's study found that more TAFEs than private RTOs engaged in cost reduction strategies in response to market competition.

⁶ Anderson, D, *Trading Places: The impact and outcomes of market reform in vocational education and training*, NCVER, Adelaide, 2005

⁷ IBID, p.28

⁸ IBID, p.29

⁹ IBID, p.25

Anderson also found that quality was compromised as a result of market reform because TAFE institutes and RTOs:

- were less inclined to share information and resources;
- diverted resources from training delivery to administration and marketing;
- have higher priority to cost-reduction than quality improvement.¹⁰

For TAFE, the main restrictions on their capacity to compete with private providers came from:

- industrial awards and conditions for teachers;
- costs of meeting community service obligations;
- geographic location;
- attracting and retaining experience and qualified teachers.¹¹

Anderson argues that in the absence of compensatory action, in rural and regional areas in particular, marketisation through competition compromises efficiency, quality, flexibility and access and equity.¹²

In 2002, Kaye Schofield was commissioned to do a study¹³ for the Victorian government in the post-Kennett era. At this stage, TAFE institutes in Victoria had been made autonomous, and had implemented market approaches to VET more completely than most other states and territories.

Schofield refers to the policies and approaches which ensued during the Kennett years which resulted in increased levels of casual employment, inadequate workforce planning strategies, and minimal investment in professional development. In arguing that the sustainability of the TAFE system is ultimately dependent on the competence of the TAFE workforce, and that staff competence will remain the single most valuable source of future value, she said that in the autonomous Victorian system:

There is strong evidence of underinvestment and inadequate planning in this area that poses a high risk to sustainability.¹⁴

Schofield argued for a model of collaboration between TAFE institutes as a way of addressing the problems which resulted from competition:

¹⁰ IBID, p.29

¹¹ IBID, p.24

¹² IBID, p.24

¹³ Schofield, K, *A new balance: investing in public infrastructure to sustain Victoria's training and skills development system*, Final Report – OTTE review 2002, Melbourne, Victoria, 2002

¹⁴ IBID, p.4

TAFE Institutes should be actively encouraged to collaborate in maintaining and enhancing high standards of professional knowledge and practice amongst all full-time, contract and sessional TAFE teachers. This will require the funding, development and implementation of strategically driven developmental activities ... across the TAFE network.¹⁵

In those states and territories which most fully implemented User Choice and competition during the 1990s under a conservative federal, and conservative state governments, the impact of these reforms were dire, threatening the financial viability of many TAFE institutes.

Marketisation and competition have had a significant impact on the costs of learning and studying for TAFE students everywhere. The TAFE Futures Inquiry¹⁶ documented high levels of student poverty, prohibitive course costs and an increased tendency to shift delivery costs directly onto students. In the Australian VET context, marketisation has co-opted human capital theory, which focuses on the individual benefits of VET qualifications, and then uses these alleged benefits to argue for increasing the proportion of funding for the system derived directly from individuals. In many states and territories, student fees and charges have risen, and many state and territory, and Commonwealth bureaucrats are openly advocating the further extension of income-contingent loans in the VET sector. This cost-shifting inherent in the market agenda undermines the important “public good” aspect of vocational education, recasting the relationship between teachers and students, reinventing students as clients and consumers.

4.5 *The 2010 Language, Literacy and Numeracy Program – a contemporary example of the effects of competition*

For many years the Language Literacy and Numeracy Program (LLNP) around Australia has provided vital opportunities to adults to improve and their reading, writing and numeracy skills, enhancing their prospects in employment, improving their life skills and acting as a strong vehicle for overcoming educational and economic disadvantage. TAFEs around Australia have played a central role in the provision of LLNP, appropriately so as organisations well connected to the community and committed to high standards. However, the provision of these programs through the TAFE sector and with it the standards of provision ensured by the link with TAFE has increasingly fallen victim to the Federal Government’s contestability agenda.

Under the Federal Government’s competitive tendering policy, NSW TAFEs and Adult Migrant English Services (AMES) have lost \$50 million over three years to private providers who have won contracts to deliver LLNP, a development which is expect to cost about 170 teaching positions. Riverina, Illawarra, South Western Sydney and Sydney Institutes of TAFE have

¹⁵ IBID, p.5

¹⁶ Kell, P, *TAFE Futures : An Inquiry into the future of technical and further education in Australia*, AEU, Melbourne, 2006

received no tenders. New England, Hunter, North Coast, Western, Western Sydney and North Coast Institutes will continue to deliver some courses, but often in a reduced capacity. This constitutes a loss of about 75% of LLNP provision from TAFE and AMES in NSW.

In Queensland, TAFEs have had their LLNP programs cut by half, from previous contracts of \$30 million to about \$15 million. TAFEs in Redcliffe, Sunshine Coast, Cairns and Rockhampton have lost out completely to private providers, while institutes in North Brisbane, South East Brisbane, South West Brisbane, Logan and the Gold Coast were awarded contracts shared with the RTO *Career Employment Australia*. Once again, this situation will inevitably cost jobs.

There were also some losses in Victoria, with Holmesglen TAFE losing its contract to a private provider, a development which is expected to impact upon 19 jobs, and Ballarat TAFE and the Gordon Institute of TAFE both losing contracts to a non-government RTO. TAFEs in regional South Australia which used to have all the LLNP contracts lost tenders in Port Lincoln, Port Augusta and Whyalla to Mission Australia. Western Australia continues in mixed TAFE and private provision, with contracts for LLNP to TAFEs apparently continuing to be renewed.

The loss of LLNP programs to the public sector, where it occurs, will inevitably mean students will be pushed into lower cost, lower quality education. Private training colleges and other non-public providers are often able to win these contracts because they pay lower salaries, run bigger class sizes and are not required to maintain the level of professional qualifications and standards that apply in TAFE. As the New South Wales Teachers Federation put it in a media release when the NSW contracts were announced:

This approach will take TAFE students down the path to the low standards and poor practice that characterise the on-the-cheap colleges for overseas students. It is a race to the bottom in educational standards.

Students who are able to study LLNP programs in TAFEs or their public sector equivalents are able to benefit from the high levels of individual support, including counselling and other services that TAFEs are accustomed to providing to their students. When they study in TAFEs they are also in a better position to more seamlessly move into other courses and programs offered in these institutes.

While calling it a 'price competitive' policy, the opening of LLNP to tender by the Federal Government entails a further privatisation of public education and a 'race to the bottom' in quality which undermines the provision of the high quality, post compulsory, 'second chance' education that TAFE provides. The Federal government used the LLNP tender process to undermine teaching qualifications, allowing CIV TAA qualified tutors to deliver LLNP under supervision. It also encouraged an undermining of TAFE teachers' salaries and quality delivery.

After one private provider won a contract to deliver LLNP it advertised for “qualified” teachers at \$35 per hour, CIV TAA qualified teachers at \$25 per hour.

The recent experiences of many private RTOs serving the overseas market is surely a shot across the bow to the Federal Government about the consequences of the kind of ‘race to the bottom’ the contestability agenda so often entails and an indication that such a ‘price competitive’ policy is not in the long term interests of the adult students such programs mean so much to.

5. The funding legacy

The impact of the market agenda on TAFE funding has been dire. In a report commissioned for the AEU by the Centre for the Economics of Education and Training at Monash University, *TAFE Funding and Education Targets* the legacy of more than twenty years of obsession with creating an “efficient” (measured by funding costs) as compared with effective VET system is revealed. In a system where employee costs are the largest component of any TAFE budget, this submission will describe how the decline in government funding of the public VET system has impacted on the TAFE workforce, and how this has been driven by an obsession within policy making with the illusory “provider capture” and the creation of a market.

5.1 Public financing of VET

Recent expenditure per public hour of VET instruction has declined almost consistently in almost all jurisdictions over the last decade or so.

5.2 Recurrent expenditure per hour

Recent government recurrent funding of VET is characterised by a near year-on-year decline relative to provision. Nationally the resources available for providing an hour of public VET have declined from \$14.80 in 2003 to \$13.10 in 2008—a decline of 11.9 per cent in 2008 dollars (Table 2)¹⁷.

Obtaining a longer time series for the change in VET funding is complicated by changes in accounting standards and, possibly perversely, efforts to improve consistency between the reporting standards of jurisdictions. Nevertheless, the recent experience of declining public expenditure per hour of public training seems consistent with longer term trends.

Table 2 includes estimates of expenditure per hour of training before 2003. These estimates are shaded in the table to indicate that they have been adjusted to make them more consistent

¹⁷ The measurement of hours of training in Victoria changed from scheduled hours in 2006 to the national standard in 2007. Although the effect of this change is unclear, the size of the change between 2006 and 2007 for Victoria suggests that measurement changes may have contributed slightly to the measured decline in funding per hour.

with recent data.¹⁸ The adjustment is empirically driven—it assumes that the percentage differences between two estimates for the same year calculated in different ways can be applied to other years. Table 2 provides a sense of the direction and magnitude of the change in funding over a longer time period.

Table 2
Government real recurrent expenditure per publicly funded annual hour, 1997 to 2008

2008\$	NSW	Vic	Qld	WA	SA	Tas	ACT(e)	NT	Aust
2008 dollars per annual hour of training									
2008	12.54	12.02	14.83	12.93	13.99	14.12	16.85	21.75	13.10
2007	13.25	12.12	14.86	14.33	15.45	14.61	16.19	21.09	13.62
2006	14.01	12.86	13.76	14.80	16.23	14.89	16.50	22.11	14.04
2005	13.97	13.05	14.91	15.75	15.57	15.11	17.67	26.58	14.39
2004	15.15	12.58	15.89	15.34	16.66	14.88	16.14	24.95	14.80
2003	14.87	12.70	15.93	16.14	16.72	14.86	16.51	27.14	14.86
2002	14.84	12.90	15.07	15.95	14.68	15.37	15.32	25.23	14.58
2001	14.47	12.67	14.73	15.04	12.30	17.16	14.95	23.75	14.09
2000	15.97	11.48	16.92	15.18	14.23	18.80	16.52	25.99	14.84
1999	17.05	11.49	16.28	15.93	13.83	19.66	20.06	25.53	15.20
1998	18.09	12.93	15.02	16.07	15.83	20.57	22.26	35.66	16.07
1997	17.71	12.96	18.06	18.10	18.23	23.75	22.66	36.99	16.85
Percentage change to 2008									
2003	-15.7	-5.3	-6.9	-19.9	-16.4	-5.0	2.1	-19.9	-11.9
1998	-30.7	-7.0	-1.2	-19.6	-11.6	-31.4	-24.3	-39.0	-18.5
1997	-29.2	-7.2	-17.9	-28.6	-23.3	-40.6	-25.6	-41.2	-22.3

Adapted from SCRGSP (Steering Committee for the Review of Government Service Provision) 2010, *Report on Government Services 2010*, Productivity Commission, Canberra (and other years). Conversion to 2008 dollars used the implicit GDP price deflator from ABS, *Australian National Accounts: National Income, Expenditure and Product 5206.0*, Table 32. Expenditure on Gross Domestic Product (GDP), Chain volume measures and Current prices, Annual Series A2304682C. The time series is consistent between 2003 and 2008 (except for Victoria and consequently Australia). Values for earlier years (shaded) have been modified as described in the text to provide values that are at best approximately consistent with the series for recent years.

The estimates in Table 2 suggest that expenditure per hour has declined over the last decade and that the decline between 2003 and 2008 followed a similar decline between 1997 and 2003. **While nationally VET expenditure per annual hour declined by about 12 per cent**

¹⁸ Values were first converted to 2008 dollars. Working back from 2008, the adjustment used the opportunity provided by estimates for the same year calculated in two different ways. An average percentage difference between estimates for common years was successively applied to the previous year. For instance, in 2008, values were provided for 2004-2008 and in 2007 values were provided for 2003-2007—the average percentage discrepancy between the 2007 and 2008 values for 2004-2007 was used to adjust the 2003 values.

between 2003 and 2008, it declined by almost twice as much (22 per cent) per hour from 1997 to 2008.

Table 3
Government real recurrent funds for VET, 2002 to 2008

2008\$	NSW	VIC	QLD	WA	SA	TAS	NT	ACT	AUS	Share
	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m	%
Australian Government										
2008	358.2	260.1	185.6	101.6	83.5	28.6	20.3	12.3	1,050.1	25.4
2007	367.4	266.7	190.4	104.2	85.6	29.3	20.8	12.6	1,077.1	25.6
2006	369.8	268.3	191.1	104.7	86.2	29.6	21.0	12.7	1,083.4	26.0
2005	372.7	270.8	191.1	105.1	87.1	29.9	21.3	12.4	1,090.3	25.9
2004	369.7	268.1	188.1	103.8	86.5	29.8	21.2	12.3	1,079.5	25.9
2003	373.6	270.9	189.6	104.8	87.5	30.3	21.5	13.4	1,091.5	25.6
2002	358.3	259.3	180.4	100.0	84.1	29.3	20.8	10.9	1,043.2	25.2
State and territory governments										
2008	1,012.7	773.9	579.5	326.6	192.5	76.4	62.3	65.4	3,089.2	74.6
2007	1,037.6	754.9	547.3	350.1	229.2	76.1	63.2	65.6	3,123.9	74.4
2006	1,066.3	742.6	477.7	367.2	218.1	70.9	64.9	68.9	3,076.7	74.0
2005	1,068.4	730.0	509.4	388.4	213.5	68.7	66.1	75.9	3,120.5	74.1
2004	1,092.4	694.2	497.2	368.9	225.6	64.4	63.7	78.0	3,084.3	74.1
2003	1,112.9	708.2	549.7	373.7	218.8	63.8	59.3	79.6	3,166.0	74.4
2002	1,060.5	716.6	570.2	355.2	208.7	66.0	57.0	65.3	3,099.5	74.8
All governments										
2008	1,370.9	1,034.0	765.1	428.1	276.0	104.9	82.6	77.7	1,139.4	100.0
2007	1,405.0	1,021.5	737.7	454.3	314.9	105.5	84.0	78.2	1,201.0	100.0
2006	1,436.1	1,010.9	668.9	472.0	304.3	100.6	85.8	81.6	1,160.1	100.0
2005	1,441.1	1,000.7	700.5	493.5	300.6	98.6	87.4	88.4	1,210.8	100.0
2004	1,462.0	962.4	685.3	472.7	312.1	94.2	84.9	90.3	1,163.9	100.0
2003	1,486.5	979.2	739.3	478.5	306.3	94.1	80.8	93.0	1,257.6	100.0
2002	1,418.8	975.9	750.6	455.2	292.8	95.3	77.7	76.2	1,142.7	100.0
% increase 2003 to 2008										
AusGov	0.0	0.3	2.9	1.6	-0.7	-2.4	-2.2	12.3	0.7	---
S/TOV	-4.5	8.0	1.6	-8.1	-7.8	15.8	9.3	0.2	-0.3	---
AllGov	-3.4	5.9	1.9	-6.0	-5.7	10.2	6.2	2.0	-0.1	---

Adapted from SCRGSP, 2010, *Report on Government Services 2010*, Productivity Commission, Canberra (and other years). Table 5A.8. Conversion to 2008\$ by the implicit GDP chain price deflator.

Public funding of VET in 2008 was \$4,118.7m.¹⁹ If funding had been maintained at 2003 levels, it would have been more than half a billion dollars (\$553.7m) higher in 2008. **If VET funding had been maintained at the levels of a decade earlier, public expenditure on VET in 2008 would have been nearly a billion dollars (\$932.9m) higher.**

The decline in funding has varied between jurisdictions. From 2003, it was greatest in Western Australia (20 per cent), the Northern Territory (20 per cent), New South Wales (16 per cent) and South Australia (16 per cent) and relatively modest in Queensland (6 per cent), Victoria (5 per cent) and Tasmania (5 per cent) while funding increased marginally in the ACT. Over the longer term from 1997, the decline in funding appears to have been greatest in Tasmania (41 per cent), New South Wales (29 per cent) and Western Australia (29 per cent). The decline in government funding in Victoria over the last decade or so (7 per cent) appears modest in context, but followed a greater decline in the mid 1990s.²⁰ While expenditure per training hour has been declining, hours per student have been increasing—from 206 in 2003 to 241 in 2008. A recent review found that this pattern persisted even after the shift to nationally consistent measures of hours and partly reflected a tendency for new modules to have longer nominal hours than the older modules they replaced.²¹ There was little evidence of any artificial increase in training hours to offset declining funding.

Table 4
Publicly funded and/or delivered VET, students and hours, 2002 to 2008

	2002	2003	2004	2005	2006	2007	2008	% change
Students ('000s)	1,220.5	1,209.3	1,127.8	1,171.5	1,198.1	1,197.9	1,197.5	-1.9%
Hours (millions)	---	278.1	279.7	286.6	294.4	307.4	314.1	12.9%

SCRGSP, 2010, *Report on Government Services 2010*, Productivity Commission, Canberra (and other years). Victoria conformed to national reporting standards of standard nominal hours from 2007.

Real government VET funding has been almost unchanged over the last five or six years—between 2002 and 2008 real government recurrent funding declined by 0.1 per cent (Table 3). This stability of funding is against a background of a small decline in student numbers (-1.9 per cent) and a substantial increase in hours (12.9 per cent) (Table 4). The latter is consistent with the decline in expenditure per hour shown in Table 2 and a slight decline in VET participation rates given population increases.

5.3 *The Commonwealth's share*

The Commonwealth's share of VET funding has also almost been unchanged in recent years at between 25 per cent and 26 per cent (Table 3). Australian Government expenditure per hour of public VET has therefore also declined in line with the substantial overall real decline of expenditure per hour of training shown in Table 2.

¹⁹ SCRGSP, 2010, *Report on Government Services 2010*, Productivity Commission, Canberra, Table 5A.1. Real recurrent government expenditure on public VET (Table 1) differs slightly from real recurrent government funds for VET (Table 2).

²⁰ Estimates of the trend for Victoria are less reliable because Victoria adopted current national reporting standards only in 2006.

²¹ Karmel, T & Mlotkowski, P 2009, *Explaining the divergence between student numbers and hours, 2002 to 2007*, NCVER, Adelaide. NCVER, Adelaide.

5.4 TAFE's share

The proportion of government VET funding received by TAFE has declined. Between 2002 and 2008 it fell from 91.6 per cent to 89.0 per cent. Payments to non-TAFE providers increased correspondingly. In the context of government funding that has been almost unchanged over that period, it represents a real decline in funding for TAFE. The trend away from funding TAFE is longer-term than is shown in Table 4. Even if the share of government funding received by TAFE had been maintained at only 2002 levels, TAFE would have received an additional \$108m in 2008.

TAFE has therefore suffered both from the overall decline in the level of recurrent public VET expenditure per hour and in the shift of recurrent government funding away from the TAFE sector. Applying both these factors to the 2008 expenditure underlying Table 2, if both expenditure per hour and TAFE's share of that expenditure had been maintained at 2003 levels, TAFE's funding would have been \$623.6m (or 17.0 per cent) greater in 2008 than it actually was.²²

Table 5

Percent of government funding received by TAFE, 2002 to 2008

	NSW	VIC	QLD	WA	SA	TAS	NT	ACT	AUS
08	92.2	87.3	85.2	86.7	92.8	92.4	89.9	86.0	89.0
07	92.1	86.4	88.1	88.8	94.0	92.9	88.8	88.8	89.7
06	93.7	86.4	92.8	88.0	94.2	93.6	90.9	95.6	91.3
05	94.9	87.8	90.2	89.9	93.7	93.1	89.8	92.4	91.7
04	94.4	88.2	88.4	89.5	93.2	93.0	87.4	94.6	91.1
03	95.6	88.8	88.4	91.2	91.3	93.6	86.1	90.5	91.8
02	96.5	88.2	86.2	94.0	89.0	92.7	88.7	91.7	91.6

SCRGSP, 2010, *Report on Government Services 2010*, Productivity Commission, Canberra (and other years). Victoria conformed to national reporting standards of standard nominal hours from 2007.

TAFE's share of funding and trends in that share vary between jurisdictions. In 2008 it was lower in Victoria (87 per cent), Queensland (85 per cent), Western Australia (87 per cent) and the ACT (86 per cent) and higher in New South Wales (92 per cent), South Australia (93 per cent) and Tasmania (92 per cent).

The national trend is replicated in only a few jurisdictions—New South Wales, Western Australia and the ACT. In South Australia TAFE's share of government funding increased (although this might change under the government's announced policy of making 50 per cent of VET funding contestable by 2012) and in other jurisdictions was almost unchanged. In the case of Victoria, the decline in TAFE's share of government funding occurred earlier.

²² The estimate is an approximation—it combines measures based on expenditure and funding, which differ slightly.

In 2008, \$3,677.7 million of the \$6,354.4 million total operating expenditure of publicly funded VET were employee costs. This is 57.9 per cent.²³ Between 2004 and 2008, the total number of reported VET students has increased by 5.6 per cent and the number of government VET students has increased by 6.2 per cent.²⁴ What this establishes is a system which continues to experience growth and where the largest proportion of operating expenditure is taken up with employee costs.

6. What impacts have funding cuts had on TAFE teachers?

In 2006, the AEU conducted an inquiry into the future of TAFE. The TAFE Futures Inquiry was conducted by Dr Peter Kell, an independent academic. The Inquiry received more than 100 written submissions. Public consultations were held around the country over a six week tour. The Inquiry visited each state and territory, including each capital city, conducting hearings in metropolitan and regional TAFE institutes. Over a thousand teachers, members of the broader community, including employers attended the inquiry hearings.

It found high levels of support for the public TAFE system, remarkable examples of engagement with industry and workplaces and a genuine sense of ownership by the community of TAFE campuses. However while there were strong and positive feelings about the value of TAFE work, there was also a strong sense that TAFE was poised at a tipping point. The Inquiry also found:

- Teachers working in industry programs around the clock with no systems in place to support them;
- Teachers faced with a growing complexity in their work, including counselling and welfare, liaising across TAFE and industry, brokering relationships with partner organizations, marketing, recruiting, and overseeing and implementing student tracking systems;
- Teachers investing their own time and money in maintaining current industry knowledge and experience, often with little support from their institutions;
- More and more teachers shouldering the responsibility for frontline employment and human resource tasks, including employing and mentoring casually employed staff.²⁵

A summary of the TAFE Futures Inquiry Report can be found at Appendix 1.

In 2010, the AEU conducted a national survey of its TAFE members. More than 2,691 people working in TAFE responded to the survey questions, providing a rich source of information about the current state of the system. A summary of the survey is attached to this submission; however several points are worth highlighting:

²³ NCVER Financial Information 2008, Table 2, p.12

²⁴ DEEWR, OpCit, p.43

²⁵ Kell, OpCit, p.27

- 53 per cent of respondents said that the overall budget in their department had decreased in the last two years;
- 49 per cent of respondents said class sizes had increased in the last two years;
- 84 per cent of respondents said that their workload had increased in the last two years.

In a troubling message to the system:

- 46 per cent of respondents said they were aware of student waiting lists in their department or TAFE;
- 58 per cent of respondents said they had been forced to turn students away in the last two years;
- The primary reasons why students were turned away (respondents could choose more than one reason) were lack of places (70 per cent), insufficient students (37 per cent) and resources (29 per cent).

Almost 70% of teachers said that their institute did not have the capacity to meet industry needs in their local community.

In 2008, the Victorian Branch of the AEU conducted its own State of our TAFEs survey. The survey was conducted in April/May 2008 and 1872 responses were collected. A summary of the report is attached to this submission.

- 80 per cent of respondents felt that their workloads had increased over the previous 12 months and half of these felt that their workloads had increased significantly (38.7 per cent);
- 80.8 per cent agreed and, of these, 41.1 per cent strongly agreed with the statement: 'The quality of education that my TAFE is delivering is being affected by a lack of funding';
- Nearly half of the respondents (48.4 per cent) also felt that budget constraints had meant that they were teaching less hours than students had paid for.

Recommendation 1

Enhanced Commonwealth and State funding to rebuild and sustain the TAFE system to ensure it is able to provide the vocational capability essential to Australia's economic future

*The TAFE system currently plays a crucial role in ensuring the success of government policies to improve the participation rates, qualification levels, and overall skills and capability of the Australian workforce, as well as building an equitable and sustainable Australian community. Hence it is essential governments at all levels collaborate to ensure adequate funding to rebuild and sustain the TAFE system **to ensure it is able to provide the vocational capability essential to Australia's economic future.***

Recommendation 2

Recognition of the long term implications of declining investment

In considering the future investment required for rebuilding and sustaining the TAFE system, State, Territory and Commonwealth governments recognise the longer term implications in the evidence presented in CEET's TAFE Funding and the Education Targets report, which demonstrates that TAFE funding would have been \$623.6m (17%) higher in 2008 if expenditure had been maintained at 2003 levels.

7. Why the future TAFE teaching workforce matters

Compared to schools, TAFE teachers face a different set of challenges: in terms of teacher preparation, qualification requirements and ongoing professional development. In many ways, TAFE teachers are dual professionals: experts in their trades or occupations as well as teachers. Moreover, TAFE teachers are developing learning for highly fluid vocational work environments that are increasingly driven by demands of innovative practice and technological transformation. These sophisticated range of professional and contextual challenges are only heightened and attenuated by the onerous expectations embodied in national policy considerations outlined above. Market reform has had the effect of fragmenting the sector, decreasing government funding, increasing reliance on fee for service activity and increasing student fees and charges.

In terms of teacher training and professional development, employers in the sector have blamed underfunding for the decline in teacher education and support.

Governments and employers in the sector have resisted funding TAFE teachers getting HE qualifications, or any serious professional development.

Yet, reforms of TAFE and VET have always taken place without any clear analysis or understanding of the knowledge, skills and capacities teachers need to have, and indeed have. Instead, a key feature of reform of the VET and TAFE sector has been the problematising of teachers or the reduction of their role to that of a passive delivery agent of pre-defined national Training Packages or competencies. Therefore, the main focus has been on debating the surface level capacities teachers need to be responsive to 'customers' in a 'market', rather than students in an increasingly challenging learning environment. The introduction of training packages has resulted in a diminution in the minimum qualifications needed for permanent TAFE teachers – from the requirement that they have a HE qualification, to the Cert IV TAA (now CIVTAE). The CIV Training and Assessment Training Package (Cert IV TAA) has become the de facto minimum (and in many cases the only) qualification for people teaching,

training and assessing in RTOs, including all TAFE institutes in Australia. In some states, the CIVTAA is the only qualification requirement.

In the context of marketisation and reduced funding, the new minimum is the maximum that employers are willing to fund. This has occurred without questions being asked about what has been lost as a result. These are changes driven by stakeholders *external* to education, without insights into teaching and learning. As knowledge has been stripped away in training packages, it has been stripped away in teaching qualifications – and this has problems because teachers don't have the same level of access to the theoretical basis of their practice as they used to.

Yet to build a strong and resilient capability for further high quality vocational outcomes and a stronger labour market capacity, it is essential the harder questions of vocational learning theory and practice and its implications for vocational teaching is a front and centre focus. Central to understanding this is engaging much more directly with the professional domains occupied by vocational teachers and elucidated by their teacher unions, the voices of both having been marginalised in the recent era at the expense of the knowledge teachers have about their own field of professional practice.

In 2010, the NCVER published research on the state of the TAFE workforce.²⁶ The work is an update and expansion of the 2004 *Profiling the national vocational education and training workforce* (NCVER 2004) commissioned by ANTA.

The study highlighted ongoing concerns about the available data on the TAFE and VET workforce and makes suggestions about how data collection could be improved. These concerns were similar in 2004 when the initial work was done, and the problem is so significant that it is even difficult to compare the outcomes of the 2004 study with the work released in 2010.

The level of casual employment and the disparity between teaching and non-teaching staff revealed in the report each have consequences for the workloads of TAFE teachers. The qualifications profile of the TAFE and VET workforce also has significant consequences for the TAFE sector in a climate where TAFE is struggling against lean and mean private providers for increasingly scarce government funding. There is an immediate threat to quality in VET when such a large proportion of the workforce has basic or no teaching qualifications, and when such a large proportion of the workforce is employed casually.

Not only is the TAFE workforce highly casualised, arguably underqualified, it is also aged. In 2008 74.7% of the national TAFE workforce was aged 40 or over, 44.45% aged 50 or over. This

²⁶ Guthrie, H (Ed), *Vocational Education and Training workforce data 2008: A compendium*, NCVER, Adelaide 2010. The publication has three main parts – *Getting the measure of the VET professional: An update, National TAFE workforce study 2008*, and *VET workforce collection: Feasibility report*.

is in contrast with the labour force generally, where in June 2008, 48.4% was aged 40 or over, and 25.4% aged 50 or over.

A significant section of the TAFE workforce is set to retire. It is highly likely that a large percentage of those who do retire will be those in permanent employment, with higher level teaching qualifications.

8. Casualisation of the TAFE workforce

The report shows high levels of casual employment in the TAFE teaching workforce nationally and in each state and territory.

In Figure 1, TAFE teachers are grouped by employment status alone. There are two categories – permanent and non-permanent. This means that in those states where there are significant numbers of contract employment, there is a much larger difference between the two figures.

The data contained in Figure 2 comes from data in the 2002 study, and shows the percentages of permanent and non-permanent employment.

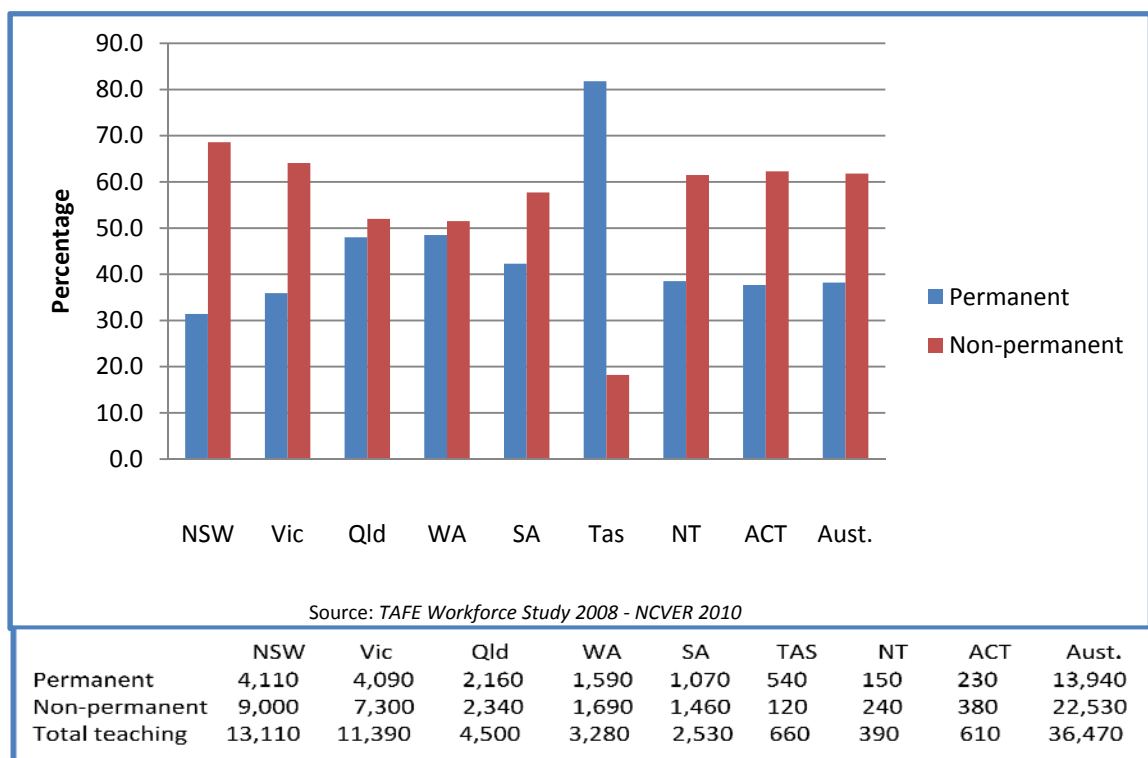


Figure 1: National, state and territory TAFE teaching workforce by staff position, 2008

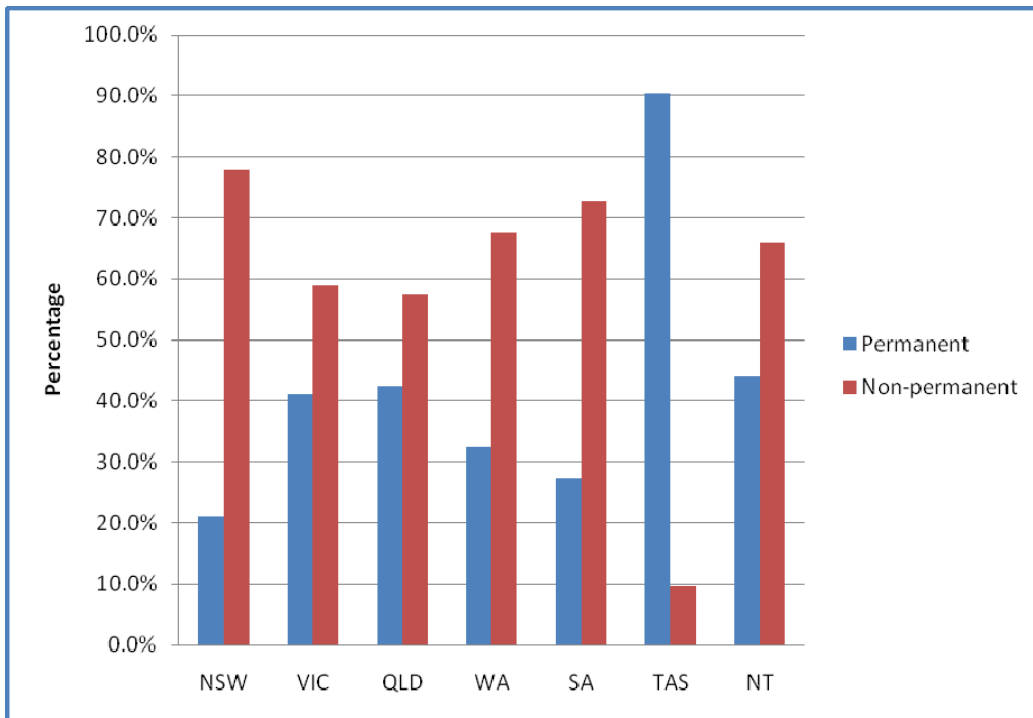


Figure 2: *TAFE teachers by employment status 2002*

Because the ACT is missing from the 2002 figures, it was not possible to compile a national comparison between 2002 and 2008.

9. Industrial matters

TAFE teachers across Australia work under industrial Awards and workplace or enterprise Agreements with their respective state, territory or college/institute employers. Their terms and conditions of employment are primarily contained in these industrial instruments.

The Productivity Commission Issues Paper raises a number of questions about the pay and conditions of TAFE teachers. The AEU's response is situated in the context of the following issues:

- the significant, and proven underfunding of the sector which is a legacy of both neglect by government, and policies of governments to increase the proportion of funds allocated for VET contestability;
- the resulting and excessive reliance on casual and insecure employment as the now dominant mode of employment in the sector;
- the neglect of teacher training and professional development;
- the proportion of the TAFE teaching workforce which is moving to retirement in the next few years; and
- the rapid growth of commercialisation, the result of successive government policies to encourage competition between TAFE and private providers.

The AEU has also established in this submission that a succession of contemporary VET policies, including the move to a more coherent tertiary sector, a move to increase participation in VET and Higher Education of students from disadvantaged and low SES backgrounds, an increase in participation in vocational education of the workforce generally, and an increase in the requirement for higher level VET qualifications will require much greater attention to the size and the skills of the TAFE teaching workforce.

Marketisation and underfunding have resulted in a diminution of TAFE teacher working conditions, a growth in workload and a downward pressure on salaries. It is certainly true that in some industries, especially those where there is significant competition in the workforce for skilled workers, like some of the traditional trades, wages offered to skilled workers to become teachers in the TAFE and VET sector are simply not attractive. When poor wages are combined with insecure modes of employment, such as casual and short term contracts, many TAFE employers and teachers in TAFE institutes responsible for employing casual and contract teachers report that the poor salaries and conditions have a significant impact on their capacity to attract new teachers. This inability of TAFE employers to attract and retain teachers has led them to seek greater output or productivity from the existing workforce. In addition, many TAFE teachers report that they are losing many of their most experienced teachers to industry.

As one teacher commented in the Victorian survey:

*It is difficult to recruit new teaching staff due to the pay levels. Why would you come into teaching for approximately \$60,000 when you can earn \$80,000 plus in industry?*²⁷

TAFE teachers are no different from employees in any other sector. They seek secure and well paid employment on good terms and conditions. The relative remuneration of casual/sessional and permanent/fixed term in the TAFE sector is generally lower than wages for similar workers in comparable industries, however the largest single differentiation goes to the question of a weighting on hours paid for teaching for preparation and for assessment and marking. Casually-employed TAFE teachers attest to the fact that they are either not paid or underpaid for the preparation and assessment work that goes into each hour of teaching work they must perform, and that they are also rarely paid for any interaction with students outside the classroom or workplace. This has a two-fold effect – it means that there is a high proportion of unpaid work being undertaken by casually-employed teachers, and that there is increased workload on teachers who are more securely employed.

²⁷ Victorian State of our TAFEs – 2008 – See summary at Appendix 3

9.1 *Increased TAFE teacher workload as a result of changes in TAFE and VET*

In many respects lecturers are at the coalface of change and their contribution to the achievement of the Government's training agenda for the future economic prosperity of the State and the welfare of South Australians should be recognised.²⁸

During 2009, the South Australian Branch of the AEU ran a case in the South Australian Industrial Relations Commission for increased salaries for their TAFE members, and more appropriate workload regulation. The South Australian TAFE system has undergone exactly the same process of change and re-organisation as TAFE systems across the country in response to the implementation of national VET policy over the last almost twenty years, outlined in this AEU submission. While there are some historic differences between states and territories, the trend across the country has been towards the development of a nationally consistent VET system, and so what differences which do exist between the states and territories are increasingly minimal. For this reason, the AEU in this submission wishes to present elements of the AEU SA Branch evidence around increased workload of TAFE teachers, and the SA Commission's response to this evidence in their decision brought down this year as an excellent and compelling example of the impact of national VET reform on the work of TAFE teachers. This has very significant consequences for workforce development of the TAFE teaching workforce nationally.

In essence, the South Australian AEU Branch, through its submissions to the Commission argued:

TAFE has been subject to considerable reform. That change and the workload impacts of it has been felt in this decade. The sources of change have been both national and South Australian. The result for TAFE lecturers and Educational Managers has been more work, work that is more complex, and significant increases in skill, responsibility and stress. As a result lecturers and Educational Managers have delivered the Employer a massive productivity bonus over the course of this decade.²⁹

In presenting evidence from TAFE teachers, and expert witnesses, the following areas were identified as having resulted in increased workload for TAFE teachers:

²⁸ Conditions of Employment for DECS and DFEEST (TAFE) employees Decision No 1, February 2010, p.788

²⁹ TAFE Workload – Submission from the SA Branch of the AEU to the SA Industrial Relations Commission – Conditions for Employment for DECS and DFEEST (TAFE) Employees (Appendix 5), p.1

1. The introduction of business like practices;
2. The significant expansion in innovative forms of teaching (often referred to as flexible delivery) and particularly e-learning;
3. The increasing diversity of TAFE SA students and the need to meet individual needs;
4. The requirement to have extensive dealings with industry;
5. The significant expansion of Training Packages and the associated curriculum development work;
6. The increase in accountability associated with the introduction of the Australian Quality Training Framework (AQTF) as well as the associated administrative burden;
7. The significant expansion in Recognition of Prior Learning (RPL) and Workplace Assessment;
8. The reduction in administrative and other support;
9. The pressure on workload arising from an aging workforce and significant numbers of experienced lecturers leaving TAFE SA in the next five years;
10. The reduction in the number of Educational Managers and the impact of "Repositioning";
11. The increase in hours worked and in curriculum hours; and
12. The implications of the Skills Strategy and the targets it sets for 2012.³⁰

Only the tenth and twelfth items were SA-specific, and it is arguable that even these two issues reflected changes which were happening in other states and territories and nationally.

The SA Skills Strategy is a policy which proposes a shift to increased contestability of government VET funding to 50% by 2012 – in the same way as at least one other state has proposed such significant policy changes, and "repositioning" is a strategy to increase the commercial performance of TAFE institutes. TAFE teachers in SA are referred to as lecturers.

The AEU SA Branch presented compelling evidence from a number of TAFE lecturers and educational managers about the impact of the items listed above on TAFE teachers' workload. They also presented evidence from a number of expert witnesses. The submission is attached as Appendix 5.

In bringing down their decision³¹, the SA Commission said:

... policy reviews and their targets and the recently announced Commonwealth funded training programs have greatly hastened the pace of change in TAFE and require it to respond to new training initiatives which present opportunities for growth now and in

³⁰ IBID, p.1

³¹ Conditions of Employment for DECS and DFEEST (TAFE) employees Decision, OpCit

the short-term... By way of summary, during the life of any award which may be made by this Commission, the management of TAFE and its educational staff will be required to respond to the following targets:

- contestable funding to increase from 25% in 2007/2008 to 48% by 2012;
- training delivery in the workplace to comprise 25% of all training by 2012;
- the uptake of e-learning in TAFE teaching and learning to double by 2012;
- Recognition of prior learning to comprise 20% of learning achievement by 2012;
- the overall target of the cost of publicly funded training to be lowered by 10% by 2012;
- TAFE to respond in terms of training to a target for increased employment participation of 78% by 2014-15 from 73.8% in 2008;
- TAFE to win funding for Commonwealth and State funded programs such as the Youth Compact and PPP which are fully contestable.³²

Each of the targets outlined above have corollaries in every state and territory in the country.

The SA Commission concluded:

TAFE must respond to all of those changes whilst at the same time maintaining its commitment to quality, compliance with AQTF criteria and its community service obligation as the public provider of VET in thin markets such as regional areas or in training areas requiring significant infrastructure which are unattractive to private RTOs and where costs may be greater and returns less.³³

In particular, and of great significance for this submission, the SA Commission said:

Having considered all of the AEU and TAFE evidence on this topic we find that these policy changes and targets will require lecturers and educational managers to undertake additional and more responsible work.³⁴

In noting the shift to increased competitive allocation of funds, the Commission commented:

The targets for reduced public funding of TAFE and the associated targets for increased e-learning, workplace assessment and the recognition of prior learning make this promotional work essential. It is the educational staff in their networking role who can advise employers who want to upskill their employees. The advice may canvas options such as RPL to reduce the duration of the employee's training or

³² IBID, p.766 -67

³³ IBID, p.768

³⁴ IBID, p.769

flexible online delivery and workplace assessment to reduce the employee's time away from the workplace.³⁵

The Commission referred to the growth of different delivery methods and contexts:

An increased uptake of e-learning, RPL and workplace assessment may also require lecturers and educational managers to acquire additional skills and undertake additional work.³⁶

The Commission summarised the issues in this way:

The ready availability of a skilled workforce is partly dependent upon TAFE responding to the targets put in place by government and TAFE cannot do so without the active involvement and cooperation of its educational workforce.

It is the lecturers, and educational leaders who will be responsible for:

- Increasing the use of e-learning and other flexible forms of instruction;
- Developing and implementing processes for RPL and workplace assessment;
- Liaising with local industry to determine and manage their training needs and expectations;
- Customising training so that student/clients may obtain qualifications or upskill to obtain additional competencies;
- Undertaking professional development so that they can participate in these activities.³⁷

Finally, the Commission argued, in acknowledging the increased need for industry liaison by TAFE teachers:

... contestability and budget pressure on publicly funded training will result in a greater need for lecturers and educational managers to tender for fee for service work, involving not only the time consuming preparation of tenders but an entrepreneurial role to actively create the opportunities to tender for such work.³⁸

The significance of the SA Industrial Relations Commission decision for TAFE teachers nationally is that the Commission both accepted the AEU's evidence of the impact of national and state VET policy changes on TAFE teachers and their workload, and made decisions about how workload regulation could be strengthened to protect TAFE teachers. This section of the

³⁵ IBID, p.772

³⁶ IBID, p.777

³⁷ IBID, p.781

³⁸ IBID, p.774

submission has had teacher workload as its focus, but the arguments around increased workload have significant implications for TAFE teacher workforce development in the associated areas of professional development and qualifications. These will be dealt with later in this submission.

Recommendation 3

Collaborative workforce development strategy – making TAFE teaching attractive

That State, Territory and Commonwealth governments work collaboratively at all levels with key stakeholders, including TAFE teachers and their union, to develop a strategy for developing the TAFE teaching workforce. The focus of this strategy needs to be centred on the development of a highly qualified, capable TAFE teaching workforce, attracted and retained by attractive remuneration, sustainable workload, ongoing professional development, high level teaching qualifications, nurtured vocational knowledge, and vocationally-specific skills related to teacher's specialist area.

10. A way forward – building a coherent future for TAFE and vocational education

In their report prepared for the Australian Education Union entitled *Education Work and Economic Renewal*, the Workplace Research Centre at the University of Sydney asks an important question:

Are uncertain times an asset not a liability for moving forward?³⁹

This analysis of the current state of TAFE and vocational education in Australia, and the system's workforce holds the risk that the problems confronting TAFE consume us, and make the possibility of conceiving a more productive future for the sector, and the Australian workforce and community that relies on it, more difficult. It is critical that the commendable targets that the government has set for increasing the skills and capability, through the achievement of higher level vocational education and training of the Australian community are seen as opportunities for the vocational education sector to reframe its future, and to deepen the engagement of students with high quality vocational education. This can only be achieved by seriously addressing the current state of the TAFE workforce.

The development of a coherent tertiary sector in Australian education cannot and will not occur by wishing it were so, by merely setting the regulatory environment, or by hoping that fiddling with the ideological framework of a market will achieve the outcomes that Australians deserve. We must move beyond the fragmented, utilitarian approach to VET, and to

³⁹ J Buchanan, J, Yu, S, Marginson, S and Wheelahan, L *Education, Work and Economic Renewal: An issues paper* prepared for the Australian Education Union, Melbourne, June 2009. p.3

qualifications, and seriously consider how in the future that Australian governments want to work to, work can become more than just endless toil, significant inequalities in society can be overcome and the education system can work with the community to build the capability and participation of citizens.

The discussion about the future of the TAFE and VET workforce must occur in this context. The logic of building the capabilities, the esteem and the professionalism of the TAFE and VET workforce as an integral part of building a new and revitalised vocational education sector within the tertiary system is inescapable. And this project cannot occur unless the TAFE workforce is acknowledged as acting, not acted upon; capable, not degraded; and a powerful agent in a process of transformation and change.

This submission presents the analysis developed by the Workplace Research Centre as a framework for rebuilding the vocational education sector in Australia, and sets this as the context for discussion about a way forward for the TAFE and vocational education workforce.

In doing this, the AEU argues that the lynchpin, the central focus, the key argument must hinge on the idea of vocations as public goods, and of the critical importance of the public TAFE system in nurturing these public goods.

10.1 *Education, Work and Economic Renewal*

In a report commissioned by the Australian Education Union in 2009, the Workplace Research Centre at the University of Sydney argues that the central problems confronting the Vocational Education and Training (VET) sector in Australia in the current circumstances are both the way in which education is approached, and a more fundamental critique of the absence of coherent vocational pathways. In tackling both these issues, the WRC paper presents a series of options for how vocational education could be organised differently which point the way forward for a much more considered approach to vocational education in Australia. An approach such as that outlined in *Education, Work and Economic Renewal* has much to commend it in the current circumstances, and it has profound implications for a workforce development strategy in the VET sector itself.

Education, Work and Economic Renewal argues convincingly that human capability should be put at the centre of policy development in VET. It argues that:

Making the improvement of human capability central to the policy mix would have major benefits for sustainability and fairness, as well as economic performance,

forming the pivot for improvements in both productivity and quality of work and job satisfaction.⁴⁰

The paper argues that there is a need to move beyond the fragmented education system in VET based on competencies, to one in which learning flows are organised on the basis of deepening human capability. This is an important way of reconceiving the current preoccupation of policy makers with the importance of pathways between VET and higher education and the push to develop a tertiary sector. *Education, Work and Economic Renewal* argues that problems with pathways for students in the contemporary VET and higher education sectors are presumed to be primarily administrative in nature, or the product of institutional intransigence.

In fact, the problems are essentially a legacy of system design. But the starkest difference between the two sectors today is embodied in their learning process. VET is increasingly structured around highly disaggregated units of competence magnifying and entrenching difference, and undermining nascent, spontaneous tendencies towards convergence between these sectors.⁴¹

The systems are organised around very different ideas of the human subject of interest, the learning process and approaches to credentialing. In Europe, a solution to this problem has seen a focus on more holistic notions of skill, where the definition of competence is linked to preparation for an occupation, rather than narrow performance outcomes. *Education, Work and Economic Renewal* argues, however that if we shift the focus of a new tertiary education system to a vision of human capability, then this will have profound implications for both higher education, and for TAFE and VET. It would require a much greater recognition of the vocational elements in higher education, and recognition that the VET and schools and university sectors have a strong general education dimension:

Placing human capability at the centre of concern in both the VET and higher education sectors has important implications for policy considerations in both sectors, but it has crucial implications for students, and for the VET workforce.⁴²

General education is central to the development of learning flows and vocational streams:

General education provides the foundation for all higher levels of education and learning. It entails the acquisition of common knowledge, promotes skills transferability, and importantly enables workers to engage their intellectual capacities to adapt to work-process, organisational, technological and social changes. While it is typically framed under areas such as numeracy, literacy, communication

⁴⁰ IBID, p.4

⁴¹ IBID, p.14

⁴² IBID, p.14

and problem solving skills, it is the universality of personal development, of the capacity to learn and acquire knowledge that underscores the importance of continuing general education to lifelong learning.⁴³

It is the shift in the VET sector to narrowly focussed competency based training that impedes learning flows and restricts the development of coherent vocational pathways:

In theory our education system should facilitate flows along these continuums as individuals develop their knowledge, skills and capacities. In reality, however current arrangements interrupt potentially useful connections and in so doing reproduce social differentiation and inequality. This is clearly evident when assessing approaches to general education in VET.⁴⁴

Education, Work and Economic Renewal argues that there is a need to re-define sectors and occupations by devoting greater care to defining and nurturing a modern notion of vocations.

The paper acknowledges that making vocations effective public goods is not an easy task, but one which requires debate, negotiation and experimentation. However, such a different approach would deliver long term gains in terms of the long term adaptability of the workers, and of workplaces. Significantly, it would have implications for the role of the public sector in vocational education.

We share the concern articulated in *Education, Work and Economic Renewal* with the preoccupation of current policy makers with contestability and market design in policy making in VET. More significantly, we think this pre-occupation has resulted in significant harm to the sector itself, and the VET teaching workforce. The impact of almost twenty years of market reform in TAFE have damaged the sector, and we want to signal, particularly in recommendations around the future development of the teaching workforce the benefits of a much broader approach to policy development in the public VET sector. As *Education, Work and Economic Renewal* says:

Only an innovative and responsive public sector can recognise, nurture and support public goods such as occupational labour markets and modern notions of vocation. A key challenge is to ensure the public sector builds the capability to help establish such social infrastructure.⁴⁵

⁴³ IBID, p.16-17

⁴⁴ IBID, p.16-17

⁴⁵ IBID. p.5

Recommendation 4

Restoration of adequate funding for public vocational education

That State, Territory and Commonwealth governments respond to the overwhelming weight of evidence presented in a range of recent reports, including the CEET's TAFE Funding and the Education Targets report referred to in this submission, which suggest that at least an additional \$2.2 billion (or an average increase in public expenditure on VET of an additional \$200 million each year between 2009 and 2020) would be required for the COAG targets to be met.

11. TAFE Teacher Qualifications – the way forward for the TAFE workforce

The transforming context of vocational (and tertiary) education represents a significant challenge to the existing skill base of teachers in TAFE. The introduction of a minimalist, workplace trainer-training focussed Certificate IV level qualification a decade ago has produced a demonstrable reduction in the capability of teachers engaged in institutionally focussed teacher education whose learning needs have been largely ignored at a sector level. The renewed challenges facing TAFE and this record of disregard for institutionally based vocational educators necessitate a fresh approach to capability development.

However, defining the nature of this approach is challenging. Teachers who are engaged in TAFE represent a heterogeneous population in ever more complex roles who increasingly need a range of capability development at the commencement and at important threshold points during their professional careers. Adding to this, widespread increases in casual and contract employment of TAFE teachers have reduced institutional willingness to engage in broad professional development and eroded reciprocal loyalties of these teachers. The extent of university provision of vocational teacher education has diminished dramatically over the last decade under the oppressive weight of the 'good enough' sense created by the Certificate IV level qualifications. Moreover, as has always been the case most teachers commence employment in TAFE with an industry qualification and experience, and with no teaching qualification or experience. Teacher education is always necessarily integrated with work, rather than preceding it as is more familiar in school education.

Recommendation 5

A new collaborative approach to TAFE teacher education for the more complex and demanding vocational education required in Australia's economic future

That State, Territory and Commonwealth governments work collaboratively with the TAFE teaching profession to develop a renewed strategy to enhance and sustain TAFE teacher education as a means of developing the vocational teacher workforce required to provide more complex and demanding vocational education required in Australia's economic future.

Recommendation 6

Principles of new approach to TAFE teacher education

This new approach to TAFE teacher education should consider the following critical principles:

- a) vocational teachers in institutional contexts have fundamentally different and significant learning and pedagogical environments to those of local workplace trainers;*
- b) that ongoing accredited professional education, including the opportunities for mentored practice and discipline engagement, is essential to skill the TAFE teacher of the challenging future environments of vocational occupations and vocational education;*
- c) teacher education needs to include integrated formal off the job and informal on the job dimensions, to allow teachers time to critically reflect on their practice and theory with other teachers at a similar stage, and with more experienced teachers;*
- d) teaching qualifications should have embedded standards, agreed with the profession which are the aims of the qualification – the things teachers should achieve during their study and practice;*
- e) that learning design of teacher education encounter the practice of teaching, theories of teaching, learning and assessment (including theory and practice associated with specialist or industry area) and that these are approached both critically and creatively;*
- f) teachers need access to an understanding of the social, cultural and political contexts of education and teaching, and the disciplines that consider these issues;*
- g) teacher education programs are designed to reflect current and emerging labour market demands on vocational education (i.e. literacy and numeracy, green skills, innovation and creativity and OHS demands) as well as to skill teachers for the broader nature of student learning (through secondary, vocational, workplace and higher education);*
- h) it is critical for high level learning that professional capability development of teachers is not provided solely by the employer and that sufficient release time is made available to maximise the learning potential of programs;*
- i) an increasingly diverse society necessitates an expanded focus on teaching with cultural inclusion and in diverse contexts (including issues specific to Aboriginal and Torres Strait Islander students);*

- j) *all teacher education in TAFE needs to reflect the broader agreed sectoral paradigms of professional pathways in tertiary education;*
- k) *recognition of prior learning needs to be transparent and widely facilitated to prevent teachers undertaking irrelevant learning; and*
- l) *clearer recognition of high level teaching capability in vocational education needs to be integrated through a process of registration that follows the acquisition of significant experience and qualifications.*

11.1 Three phases of capability development for TAFE teachers

It is significant that decisions of the Commonwealth in recent years have led to the well funded and highly regarded support for ongoing professional teacher education in primary and secondary teaching (Teaching Australia) and in higher education (the Australian Learning and Teaching Council).

Given the future significance of vocational education to Australia's economic future and TAFE's fundamental importance to the sector, the time has now come for similar funding of quality teacher education in TAFE to ensure the ambitious expectations for future skills are met. Given such demands, it is essential that at least a three phase approach is taken to developing TAFE teacher capability:

- a) The **first phase** should be a specifically designed entry-level TAFE teaching qualification (to at least AQF Level 4) for the overwhelming number of teachers working in institutional environments. It would feature:
 - an initial teacher education program for institutionally based TAFE teaching with an initiation/intensive "how to teach" unit focussed specifically on the practice of teaching face-to-face in different settings including competency based education;
 - a supervised teaching practicum that melds off-the-job and on-the-job learning;
 - introduction to theories and the related practice of vocational teaching, learning, assessment and evaluative reflection;
 - current and emerging instructional TAFE teaching environment;
 - mentoring from experienced colleagues.

- b) The **middle phase** should have the following features:
 - consolidating advanced and innovative teaching and learning practice;
 - theories of high level teaching, learning and assessment;

- specialist units dealing either with industry/subject knowledge, or context (online, distance, workplace).

c) The **third phase** should have the following features:

- specialist learner centred teaching and learning practice;
- advanced theories of expansive teaching, learning and assessment;
- specialist units dealing either with industry/subject knowledge, or context (online, distance, workplace).

Recommendation 7

Developing TAFE teacher capability – high quality teaching qualifications

That State, Territory and Federal governments resource and support the development of high quality teacher qualifications in TAFE and VET, based on a three phased initial, consolidating and advanced approach. Such an approach recognises the dynamic nature of the contemporary vocational education environment, where qualifications for teaching are often acquired following initial employment, and where the importance of both education and vocation are acknowledged.

11.2 Professional development

In most part, TAFE teaching qualifications have to be acquired on the job – that is, during a teacher’s employment. Linking professional development to the acquisition of a qualification makes the activity purposeful, and captures the notion of continuing professional development. It also overcomes the risk that professional development and the development of standards against which a teacher may be registered become disconnected from qualifications.

Professional development must also recognise the role of TAFE teachers as dual professionals, whose work requires a complex knowledge of the workplace, but also of the complex knowledge base that underpins practice and the pedagogy of teaching in the specific industry area. Sectoral expert Leesa Wheelahan argues that VET teachers ongoing engagement with their specialist industry area must go beyond only maintain industry currency:

Maintaining the (changing) knowledge base underpinning practice and pedagogy associated with different occupational area is difficult when this is not included in VET teacher education programs.⁴⁶

⁴⁶ Wheelahan, L, *The quality of teaching in VET – Literature Review*, Australian College of Educators, p.21

Professional development is a neglected but crucial feature of TAFE teaching, and it must be reconceived collaboratively with the profession, and properly resourced by governments.

Recommendation 8

Funded, accredited professional development

Professional development for TAFE teachers should be based on accredited qualification frameworks which contribute to the completion of the initial qualification, but also to the acquisition of higher level qualifications, at least at the current seventh level of the Australian Qualifications Framework.

Recommendation 9

Creating industry experience to maintain vocational currency

That the Commonwealth government work with State and Territory governments to facilitate and resource significant industry exposure for TAFE teachers to ensure continuing current occupational knowledge in the transforming context of vocational work. Such industry experience should centre on investigating and designing new teaching and learning strategies and learning support resources which reflect innovation in the workplace.

Recommendation 10

Funding to investigate and enhance vocational teaching and learning

That State, Territory and Commonwealth governments collaborate with the TAFE teaching profession and TAFE employers to initiate, fund and support projects which focus on teaching in vocational disciplines. This would mirror arrangements in the higher education sector supported by the Australian Teaching and Learning Council, which funds and disseminates discipline level projects to enhance teaching and learning in defined areas of significance. In addition, it is recommended that State, Territory and Commonwealth government work with local and peak industry bodies to develop a framework for funding projects which focus on innovation in the workplace and the transformation of this into the contexts of institutional vocational learning.

11.3 Registration

A TAFE teaching workforce in a modern VET system cannot be locked into (or out of) either sector.⁴⁷

The accreditation of teacher qualifications and registration of teachers are crucial features of the Australian school system. In the schools sector in Australia, and in education sectors in the

⁴⁷ Seddon, T et al, *Education Qualifications in the Victorian TAFE Workforce*, (Executive summary), Monash University, March 2004

UK, registration is seen as an important way to define and determine educational quality, and to build professionalism. Professional bodies are essential to the development of professional knowledge and skills, and their deployment. Wheelahan argues that ‘the establishment of a profession can contribute to increasing the skills and knowledge in an occupational area.’⁴⁸ The development, with the profession, of mechanisms for registering teachers on the basis of the qualifications required for vocational teaching will provide the capability to allow vocational teachers to work in secondary and higher education contexts, making notions of pathways more tangible in pedagogical terms. In addition, it will critically ensure the essential parity of esteem that is indispensable to the acceptance of vocational educators within domains of secondary and higher education.

Any registration must be predicated on the standards of high level practice founded in entry and mid level qualifications and affirmed in extensive practice. Moreover, such accreditation of teachers should embody an explicit and robust requirement for continuing professional development.

Recommendation 11

Vocational Teacher Registration

That State, Territory and Commonwealth governments engage collaboratively with the TAFE teaching profession and their union to develop a framework for vocational teacher registration that acknowledges the particular nature and circumstances of TAFE and VET teaching, and that facilitates recognition of the high quality teaching practice that occurs in TAFE.

12. Conclusion

It is evident to all that the challenges facing TAFE teachers over the next decade to contribute to the development of broader, higher level vocational skills are considerable, particularly given the rapid generational change this workforce will itself confront. Clearly a significant investment is essential to bring vocational teaching capability in TAFE to a level where it is able to deliver the quality of learning that provides students with the ability to negotiate emerging labour market demands and the high expectations of sustainable pathways into the new models of tertiary education.

One thing is clear....business as usual will not suffice and the dominant provider of Australia’s vocational education, the TAFE system, needs significant and immediate support to develop the teaching and system’s capability required to create the anticipated future of a high skills economy.

⁴⁸ Wheelahan, L, OpCit. p.25

TAFE Futures Inquiry

The TAFE Futures Inquiry was conducted by Dr Peter Kell throughout 2006 as part of the AEU's public education campaign. It was an independent inquiry, funded by the AEU, with terms of reference developed by the union, and with a reference group drawn from major stakeholders in the system.

The AEU invited written submissions to the Inquiry, and by the conclusion, had received more than 100. Public consultations were held around the country, and the Inquiry took to the road for a six week tour. The Inquiry visited each state and territory, conducting hearings in metropolitan and regional TAFE institutes. More than a thousand teachers attended the inquiry hearings.

The Inquiry had five Terms of Reference. They were:

What are the desirable futures for the public TAFE system in the context of its history and contemporary pressures? Specifically:

1. What is vocational education and training, what is TAFE's role in it and how does this fit into the Australian education system?
2. What are the expectations of the stakeholders of the VET system and how is TAFE currently meeting these? What impact has recent government policy had on the VET system, and what strategies could be developed for the future to strengthen TAFE's role?
3. What are the trends in VET funding, how have they affected TAFE and what models could be adopted for improved delivery of funding to TAFE?
4. What are the outstanding features of VET curriculum and pedagogy, and what are examples of good practice in TAFE?
5. What effect have recent government policies had on learning and teaching in TAFE, and what alternative scenarios could realise a TAFE system which best serves its students, the community, industry and the TAFE workforce?

The TAFE Futures Inquiry provided a compelling picture of the issues facing the public TAFE system, and TAFE teachers.

It found:

- Teachers working in industry programs around the clock with no systems in place to support them;
- Teachers faced with a growing complexity in their work, including counselling and welfare, liaising across TAFE and industry, brokering relationships with partner organizations, marketing, recruiting, and overseeing and implementing student tracking systems;

- Teachers investing their own time and money in maintaining current industry knowledge and experience, often with little support from their institutions;
- More and more teachers shouldering the responsibility for frontline employment and human resource tasks, including employing and mentoring casually employed staff.⁴⁹

The TAFE Futures Inquiry highlighted the pressures experienced by TAFE teachers. It found the TAFE system needed to:

- Immediately reduce the levels of casualisation to help improve the future of the system;
- Develop career options which take account of the emerging specialist industry functions that characterize the diverse work of TAFE teachers;
- Develop career options which allow teachers to specialize in teaching, and others to develop their expertise in other aspects of their professional work, including research and administration;
- Improve levels of resourcing and funding for ongoing research into innovative teaching and learning strategies;
- Develop partnerships with industry to allow teachers to easily move between their industry area, and their teaching employment;
- Improve the level of resourcing and the availability of professional development, particularly for casually –employed teachers;
- Support the development of professional networks of teachers, with a focus on both vocational teaching and learning, but also on their specialist industry area of expertise.

⁴⁹ Kell, P, TAFE Futures: An Inquiry into the Future of technical and further education in Australia, AEU, 2006 p.27

State of our TAFEs – National

The impact of the decline in government funding on teachers in TAFE (State of our TAFES, TAFE Futures)

This decline in government support for TAFE has been felt most keenly by the TAFE teaching workforce. In 2010, the AEU conducted its first ever national State of our TAFEs survey. The survey was open for three weeks between Monday 8 February and Monday 1 March 2010. The survey was completed by 2,691 people working in TAFE. 93 per cent of respondents were teachers and 7 per cent managers.

The survey was completed by TAFE teachers and managers from each state and territory across the country. Of those surveyed, 76.8 per cent indicated that their main position was teacher, and 13.9 per cent indicated they were Advanced Skills Teachers. 6.9 per cent said they were managers, and the remainder were either Workplace Assessors or Tutors. The majority of respondents (53 per cent) had been at their current workplace for more than 10 years, 20.6 per cent had been there for between five and ten years, and 18.2 per cent had been there between two and five years. 2.6 per cent had been there for less than a year, and 5 per cent for between one and two years.

The focus of the survey was the impact of funding and resourcing on TAFE institutes. Respondents were asked a series of questions about what their views on the level of funding which was flowing through to their teaching areas, and the impact if any of the levels of funding on the capacity of the institute to meet students demand.

Demand for Training and Education:

- 46 per cent of respondents said they were aware of student waiting lists in their department or TAFE.
- The areas where waiting lists were highest were engineering and related technologies (21 per cent), education (17 per cent) and language, literacy and numeracy (16 per cent).
- 56 per cent of respondents said student demand in their area had increased in the last two years.
- 58 per cent of respondents said they had been forced to turn students away in the last two years.
- The primary reasons why students were turned away (respondents could choose more than one reason) were lack of places (70 per cent), insufficient students (37 per cent) and resources (29 per cent).

- The main areas where students were turned away were engineering (20 per cent), education and literacy and numeracy (both 13 per cent).

Resources and Workloads

Respondents were also asked about the direct impact of funding policies on their work.

- 53 per cent of respondents said that the overall budget in their department had decreased in the last two years
- 49 per cent of respondents said class sizes had increased in the last two years
- 84 per cent of respondents said that their workload had increased in the last two years

The response to these three questions was consistent across the country:

Has the overall budget for your department in the last two years: (2,686 responded)

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA	Aust
Increased	16.4%	3.1%	27.3%	5.1%	0.9%	4.9%	6.9%	8.4%	5.3%
Decreased	20.5%	62.4%	22.7%	49.9%	71.8%	74.5%	41%	32%	52.5%
Same	35.6%	18.8%	27.3%	20.1%	12.9%	11.4%	19.5%	24.2%	19.1%
Don't know	27.4%	15.7%	22.7%	24.9%	14.4%	9.2%	32.5%	35.4%	23.1%

In your classroom delivery area, have class sizes over the last two years: (2,686 responded)

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA	Aust
Increased	43.8%	48%	50%	54.5%	52.1%	40.2%	47.7%	50.8%	49.2%
Decreased	5.5%	7.4%	0%	10.6%	8%	12%	9.5%	6.1%	8.6%
Same	50.7%	41.9%	50%	32.2%	38%	42.4%	40.1%	41.1%	39.6%
Don't know	0%	2.7%	0%	2.6%	1.8%	5.4%	2.7%	2%	2.6%

Since the start of 2008, has your workload: (2,686 responded)

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA	Aust
Increased	76.7%	88.5%	68.2%	85.2%	82.8%	80.4%	80.6%	82.2%	83.7%
Decreased	1.4%	1.5%	4.5%	2%	0.9%	3.8%	2.3%	1%	1.8%
Same	21.9%	9.4%	27.3%	11.9%	15.3%	15.8%	15.8%	16.2%	13.7%
Don't know	0%	0.6%	0%	0.9%	0.9%	0%	1.3%	0.7%	0.8%

The AEU national State of our TAFEs survey shows a system in crisis, where the impact of underfunding is felt most keenly by the teaching workforce, and where it has become clear that the effect on students is both real, and increasing. With 46 per cent of respondents saying that they were aware of waiting lists in their departments, and 58 per cent saying that they had had to turn students away from classes, the respondents own estimates of the capacity of their institute to meet industry need was consistent across the country:

Does the institute have the capacity to meet industry needs particularly in the local community? (2,686 responded)

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA	Aust
Yes	53.4%	24.6%	31.8%	30.5%	26.1%	29.9%	34.6%	32%	30.1%
No	46.6%	75.4%	68.2%	69.5%	73.9%	70.1%	65.4%	68%	69.9%

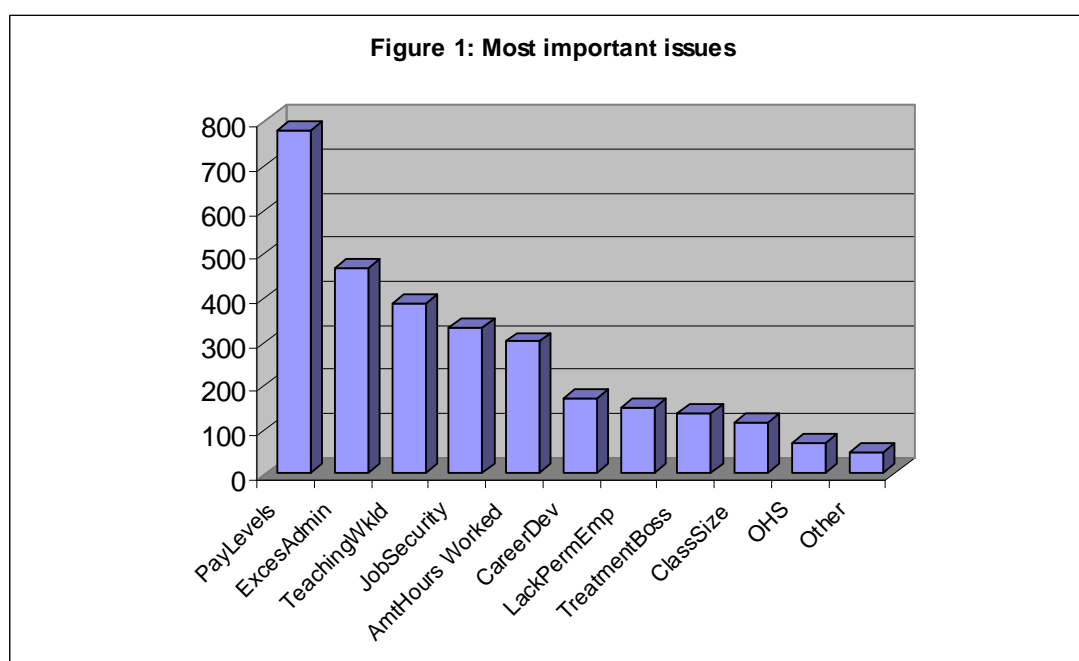
Victorian State of our TAFEs – 2008

In 2008, the Victorian Branch of the AEU conducted its own State of our TAFEs survey. The survey was conducted in April/May 2008 and 1872 responses were collected. 67% of respondents were AEU members. 82 per cent were teachers, with 14 per cent Senior Educators. 72 per cent were ongoing teachers, 18 per cent contract and 9 per cent casual or sessional.

Main issues

Respondents in the Victorian survey were asked to rank the four issues of most concern to them (from a list provided) from 1 to 4 in order of importance (1 being of highest importance).

The graph below shows the sum of inverted ranks.



As can be seen in Figure 1, 'levels of pay' was easily the most important issue. Twenty-eight per cent of the valid responses listed this issue as being the most important.

It is difficult to recruit new teaching staff due to the pay levels. Why would you come into teaching for approximately \$60,000 when you can earn \$80,000 plus in industry. - urban, ongoing TAFE senior educator

It's high time the government come to the party. We are the best performing TAFE in the country and the lowest paid. If things don't happen soon there will be no teachers or senior educators left in this state and eventually we will see Victorian teachers willing to jump the borders for better salaries. - regional ongoing TAFE senior educator

Unless my Tattslotto numbers come up I need to continue working in the TAFE sector until I turn 65. When asked by a friend about my job I replied: 'I am surviving'. Her apt comment was: 'It sounds like you are in prison doing time' ... what more can I say? - urban, ongoing TAFE teacher

If the current pay levels are not reasonably increased I will seek other employment. - urban, ongoing TAFE senior educator.

Of the 73.4 per cent of respondents who had considered leaving their jobs, 77.9 per cent agreed that a pay rise would encourage them to stay.

The next-highest ranked were the related issues of excessive administrative duties and teaching workloads. These will be discussed further below in the section on workloads.

Job security, the lack of career development, and the lack of permanent employment also featured prominently in this question. Eleven per cent of respondents listed job security as their most important issue. These issues tended to intersect; the comments below reveal their impact on workloads.

Casualisation of the workforce greatly affects the quality of programs offered and undermines TAFE Teaching as a profession. - regional, ongoing TAFE teacher

The (low) pay scale and the capping of sessional hours doesn't encourage people in the trade areas to make teaching a career. It is very hard to find good trade teachers and there is a huge shortage as we speak. If nothing is done about it, we will follow in the footsteps of New Zealand and the U.K. - urban, ongoing TAFE teacher

It's very frustrating!!! The lack of permanency is a huge issue and with the workforce demand for (my skills) you would think they would grab a chance to keep someone from that industry with 30 years experience!!! Have asked for confirmation of ongoing position ... so I can look for another job. - urban, contract TAFE teacher

Workload

Eighty per cent of respondents felt that their workloads had increased over the previous 12 months and half of these felt that their workloads had increased significantly (38.7 per cent).

Whilst I love teaching and working with students the growing administrative duties are preventing me getting on with teaching and doing my job. (I am) expected to complete them without being paid to spend extra time at work. - regional, ongoing TAFE teacher

We are expected to chase business and develop programs and still maintain standard teaching (workloads). Its a bit of a joke! - metropolitan, ongoing TAFE teacher

As is evident above, much of this extra workload was created by excessive administrative duties. Nearly 90 per cent (88.6 per cent) of respondents felt that the hours they spent on administrative duties had increased over the last 12 months. Nearly a half of the respondents felt that their administrative work had increased significantly (46.7 per cent)

Too many administrative duties take away valuable time for preparation and correction (resulting in) a lack of quality. - regional, ongoing TAFE employee

Considerable budget savings have been made at (...TAFE) by requiring teachers to take on more administration. - urban, ongoing TAFE teacher

Most respondents either felt that staffing levels had stayed the same or decreased over the last three years and over the last 12 months. Nearly half of the respondents found class sizes increasing over the last three years (49.2 per cent) whilst only seven per cent experienced a reduction in class sizes. The majority of respondents agreed that large class sizes were having a negative impact on educational outcomes (55.2 per cent).

Class sizes are too large to cover both theoretical and practical components. I have to reduce class delivery and increase the amount of work students are to complete out of class. urban, - ongoing TAFE teacher

Resources

Respondents were asked to respond to the statement: 'The quality of education that my TAFE is delivering is being affected by a lack of funding'; 80.8 per cent agreed and, of these, 41.1 per cent strongly agreed.

I don't even have a proper desk/phone/computer for every day that I work! - urban, contract TAFE teacher

Forty seven per cent of respondents felt that resource levels had decreased over the last 12 months whilst only 6.9 per cent felt that the level of resourcing had increased.

Something needs to be done because people are getting frustrated. They are always asked to do more without extra pay or resources, in fact there are less resources than before. We are passionate about our jobs but just exhausted. - urban, contract TAFE teacher

Nearly half of the respondents (48.4 per cent) also felt that budget constraints had meant that they were teaching less hours than students had paid for.

There seems to be an emphasis on balancing the budget of my area rather than on the best educational outcomes for my students who are coming back to learning after a number of years. Each one has significant issues to overcome. They are being denied 3 hours of my teaching per week and given 3 hours of 'computers', when they were enrolled to improve reading, writing and maths to obtain employment - regional, contract TAFE teacher

Morale

Nearly three quarters (73.4 per cent) of the respondents surveyed had considered leaving their jobs in the previous 12 months and less than half saw themselves working in TAFE in five years (47.4 per cent).

Over the last two years my campus has had a large turnover of staff that have moved on. It is a very fragile campus at the moment where many are unhappy, dissatisfied and are looking for other jobs. - regional, ongoing TAFE teacher

I would love to stay but I will move out to get better pay as it is (currently) too low. urban, contract TAFE senior educator

I would like to still be involved in the TAFE system in 5 years but if conditions continue as they are I do not see that it possible to stay. - urban, ongoing TAFE teacher

A large proportion (74 per cent) of the survey respondents also felt that work-related stress levels had increased over the past 12 months. Only 3.3 per cent of respondents felt that stress levels had decreased.

Continual budget cuts, and pressure to deliver more and more with extra compliance requirements, within a particularly difficult work environment ... is stressful and deskilling. - regional, TAFE employee

There is enormous stress in my area, affecting worker's health. - regional, ongoing TAFE teacher

Very few respondents (10.6 per cent) agreed that they were 'appropriately rewarded and recognised by (their) employer for the work they were doing'. Seventy per cent of respondents disagreed with the statement and 32.2 per cent of these strongly disagreed.

This TAFE Institute is top heavy. There are too many senior managers and administrative staff that are unaccountable and do not help the teachers or others at the teaching level. (There is a) total lack of understanding or the will to be understanding of the requirements of teaching duties. If you ask for assistance the common answer is 'You get paid for 1748 hours, you fix it'. - regional, ongoing TAFE senior educator

It's like Ground Hog Day. We keep asking management for more classrooms, more staffrooms, more equipment - how about replacing the overhead projector that 'went missing' 12 months ago? Morale is shot amongst 'old timers' who are true professionals and really care for their students. Our focus is not education - it is trying not to fail an audit. - urban, ongoing TAFE teacher

Conditions of Employment for DECS and DFEEST (TAFE) employees Decision No 1, February 2010 (Excerpt)

Workload consequences of these Government policy initiatives and programs

- 766 These policy reviews and their targets and the recently announced Commonwealth funded training programs have greatly hastened the pace of change in TAFE and require it to respond to new training initiatives which present opportunities for growth now and in the short-term.
- 767 By way of summary, during the life of any award which may be made by this Commission, the management of TAFE and its educational staff will be required to respond to the following targets:
- contestable funding to increase from 25% in 2007/2008 to 48% by 2012.
 - training delivery in the workplace to comprise 25% of all training by 2012.
 - the uptake of e-learning in TAFE teaching and learning to double by 2012.
 - Recognition of prior learning to comprise 20% of learning achievement by 2012.
 - The overall target of the cost of publicly funded training to be lowered by 10% by 2012.
 - TAFE to respond in terms of training to a target for increased employment participation of 78% by 2014-15 from 73.8% in 2008.
 - TAFE to win funding for Commonwealth and State funded programs such as the Youth Compact and PPP which are fully contestable.
- 768 TAFE must respond to all of those changes whilst at the same time maintaining its commitment to quality, compliance with AQTF criteria and its community service obligation as the public provider of VET in thin markets such as regional areas or in training areas requiring significant infrastructure which are unattractive to private RTOs and where costs may be greater and returns less.
- 769 Having considered all of the AEU and TAFE evidence on this topic we find that these policy changes and targets will require lecturers and educational managers to undertake additional and more responsible work. Mr Conway acknowledged that Government has stated that the organisational behaviour and the operation of TAFE Institutes need to change; to be more flexible, responsive and efficient.

His affidavit refers to the *DFEEST Skills Strategy* which states:

The bulk of the supplier reform will be in TAFE SA, the largest provider in SA. Going forward, TAFE SA will be required to balance the harnessing of scarce resources for efficient and effective service delivery with speed of action, adaptability and innovation as well as speeding up decisions.

He also confirmed that, with the change to a more demand driven system, TAFE will need to change in a more dynamic way as industry needs vary.

770 Mr Conway agreed that building partnerships with industry is a crucial part of competing successfully in a contestable market place. His evidence that TAFE programs must be based on emerging and often immediate skills shortage requirements underpins the importance of keeping in touch with industry.

771 The evidence confirms that since the setting of the *DFEEST Skills Strategy* targets in March 2008 there has been a greater demand for industry liaison. In areas of contestable funding lecturers and educational managers are now required to spend considerably more time networking with local industry groups and employers promoting TAFE's programs and methodologies.

772 The targets for reduced public funding of TAFE and the associated targets for increased e-learning, workplace assessment and the recognition of prior learning make this promotional work essential. It is the educational staff in their networking role who can advise employers who want to upskill their employees. The advice may canvas options such as RPL to reduce the duration of the employee's training or flexible online delivery and workplace assessment to reduce the employee's time away from the workplace.

773 Industry liaison is also a necessary part of the customisation of training programs so that they contain the skills and underpinning knowledge to respond to the needs of local industry. Dr Bhela gave evidence that customisation is not a new requirement but also applied to previous curriculum⁴⁶². That may be so however there has been an increased uptake of training packages over recent years. They are the predominant form of VET training in SA and industry consultation is an essential part of the introduction of AQTF requirements. Once introduced there is an obligation to undertake reviews to ensure ongoing industry relevance. This suggests significant enhancement of industry liaison for this purpose.

- 774 An equally compelling reason why industry liaison will increase is that contestability and budget pressure on publicly funded training will result in a greater need for lecturers and educational managers to tender for fee for service work, involving not only the time consuming preparation of tenders but an entrepreneurial role to actively create the opportunities to tender for such work⁴⁶³. It may be the case, as stated by Mr Casey, that TAFE SA has offered fee for service programs for 30 years, but it can be inferred from the evidence of the increasingly competitive environment in which TAFE operates that fee for service work will assume more importance.
- 775 Fee for service work involves customising a training program or devising a course for the needs of the client who might be one individual business or an industry or other focus group. Development work involves liaison with the client, visiting the workplace, identifying the training needs, negotiating the training format, duration and location. Delivering the training sometimes involves work outside the lecturer's usual span of hours.
- 776 The newly formed Business Support Unit may provide some assistance to educational managers in maintaining relationships with industry and providing leadership and advice on the complexities of preparing and developing tenders. However the establishment of such a service itself demonstrates the recent importance of this aspect of the work of the educational staff and does not detract from the evidence of the AEU witnesses as to the interaction which is required with industry in order to gain the work⁴⁶⁶. The evidence of Mr Haig and Ms Hammond confirm the increased volume of fee for service work and the pressure on staff to prepare and submit tenders.
- 777 An increased uptake of e-learning, RPL and workplace assessment may also require lecturers and educational managers to acquire additional skills and undertake additional work.

Conclusion

- 778 The plethora of reviews and programs referred to above and which have been released since March 2008 establish that the State Government has developed and commenced implementation of various policies, the overriding purpose of which is to increase the productivity and efficiency of the VET sector so that it may contribute to SA's economic prosperity. As part of that purpose the Government seeks to improve training outcomes in the VET sector, reduce the cost of training and take advantage of Commonwealth funding to provide additional training.

- 779 These might not be new concepts but from March 2008 they have been reconfigured, given renewed priority or represent fresh opportunities because of new funding options. The VET sector generally, and TAFE in particular, may have been responsive to market demands prior to March 2008, but now industry demand is a pre-eminent feature of the VET system in South Australia and will mould training outcomes in the foreseeable future. In addition reduction in the cost of VET delivery may have been on the agenda in the past but it is now an imperative not just for the more efficient expenditure of public monies but to make VET more accessible to potential students and more relevant to employers in publicly funded areas and in the other funding models such as fee for service and user choice. There have been many previous national training programs funded by the Commonwealth but the *Compact with Young Australians* and PPP present new opportunities over the next two years.
- 780 A number of these changes will impact on all RTOs operating in South Australia however TAFE's market position as the provider of 77% of publicly funded VET in SA and its role as the community training institution required to implement public policy means that it will be required to respond to the generally applicable changes and the specific targets which have been set for it in the *DFEEST Skills Strategy*.
- 781 As the various Government reports tell us, South Australia's goal for economic growth will not be achieved without an increase in employment participation which is in turn dependent upon the availability of a skilled workforce. The ready availability of a skilled workforce is partly dependent upon TAFE responding to the targets put in place by government and TAFE cannot do so without the active involvement and cooperation of its educational workforce. It is the lecturers, and educational leaders who will be responsible for:
- Increasing the use of e-learning and other flexible forms of instruction.
 - Developing and implementing processes for RPL and workplace assessment.
 - Liaising with local industry to determine and manage their training needs and expectations.
 - Customising training so that student/clients may obtain qualifications or upskill to obtain additional competencies
 - Undertaking professional development so that they can participate in these activities.

782

In addition to any contribution which this involvement may have to an increase in wages and salaries such initiatives may also have quite separate and specific workload implications. That is certainly the position of the AEU which seeks workload protections associated with these and various other aspects of the work. This issue will be dealt with in Stage II of this decision at which time we will also address DFEEST's submission that to include these specific aspects of the work, in consideration of workload protections, would be to permit to double counting.

TAFE WORKLOAD

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Introduction

1. TAFE has been subject to considerable reform. That change and the workload impacts of it has been felt in this decade.¹ The sources of change have been both national and South Australian.² The result for TAFE lecturers and Educational Managers has been more work, work that is more complex, and significant increases in skill, responsibility and stress. As a result lecturers and Educational Managers have delivered the Employer a massive productivity bonus over the course of this decade. The change experienced by TAFE staff is by nature

¹ Clayton affidavit paragraph 7 [Exhibit A13]

² Major affidavit paragraph 30 [Exhibit A8]

incremental. A reform may take some time before it has a direct affect on work. That has been the case here. The evidence shows that major institutional changes at a national level were occurring the in the 1990s. However, the evidence shows that the national reforms did not affect work until 2000 and thereafter, although there was some introduction of training packages in 1999.

2. The evidence given by the AEU witnesses are first hand accounts of the sources and affects of workloads in TAFE. None were cross examined by the Employer. The Employer through Dr Bhela, Mr Conway, Mr Casey and Ms Russell took issue in their responses with some of the evidence given. However, that evidence was responded³ to through the reply affidavits of Graham Creed, Dr Pudney, Anne Hammon, Pamela Zajac, Mark Purcell, Helen Burgess, Jo Hart, Tom Haig, David Benda and John Wishart. This evidence went unchallenged by the Employer.
3. Ms Russell said in cross examination that she had not delivered TAFE curriculum since 1997.⁴ Further, when the fact her affidavits had been responded to she said in cross examination:

“Your attention has been drawn to those of the AEU affidavits which respond to your affidavit?---Yes.

And you've had an opportunity to raise with your counsel any responses that you might have wanted to make?---Yes”⁵

4. She was not asked any questions about the responses to her affidavits by counsel for the Employer.

³ For example, *the claim a reduction is given for Lecturers who serve on quality and assurance (QAG) groups* is denied: affidavit of Graham Creed in reply (Exhibit A107) at paragraphs 17 and 18; affidavit of Pamela Zajac in reply (Exhibit A110) at paragraph 6 and 8. *The claim that lecturers are relieved from contact hour obligations to implement training packages* is denied: affidavit of Philip Hutchinson, his evidence is that he is doing it outside teaching in the evening and on the weekend; affidavit of Pamela Zajac in reply at paragraph 12; affidavit of Brian Pudney in reply (Exhibit A103) at paragraph 14; affidavit of Graham Creed in reply at paragraph 19; affidavit of Mark Purcell in reply (Exhibit A118) at paragraph 15. Dr Bhela agreed that the time release for QAG work was for QAG conveners: page 1248 of the transcript at line 15. The convener is only one member of a QAG

⁴ page 1308 of the transcript

⁵ Ibid

5. Dr Bhela had not taught since 1999 and agreed that she was not expected to have expertise in the content of the programs she managed. She was quite clear about it:

So in relation to the particular programs which you manage, you're not expected to have the expertise in those programs that a lecturer teaching in those might have?---No, certainly not the content”⁶

6. Mr Conway when asked if was happy to defer to educational managers and lecturers involved in the delivery of e-learning said: “I would defer to anyone who has practical first-hand experience, absolutely”.⁷ Mr Casey says in his affidavit that he became a manager in 1989 and is now a senior manager at TAFE North.⁸

7. The increases in workload identified in these submissions are:

- a) The introduction of business like practices;
- b) The significant expansion in innovative forms of teaching (often referred to as flexible delivery) and particularly e-learning;
- c) The increasing diversity of TAFE SA students and the need to meet individual needs;
- d) The requirement to have extensive dealings with industry;
- e) The significant expansion of Training Packages and the associated curriculum development work;
- f) The increase in accountability associated with the introduction of the Australian Quality Training Framework (AQTF) as well as the associated administrative burden;
- g) The significant expansion in Recognition of Prior Learning (RPL) and Workplace Assessment

⁶ page 1238 of the transcript.

⁷ page 1222 of the transcript

⁸ affidavit of Derrick Casey in response to the AEU application at paragraph 5.

- h) The reduction in administrative and other support
- i) The pressure on workload arising from an aging workforce and significant numbers of experienced lecturers leaving TAFE SA in the next five years.
- j) The reduction in the number of Educational Managers and the impact of “Repositioning”
- k) The increase in hours worked and in curriculum hours
- l) The implications of the Skills Strategy and the targets it sets for 2012.

A. Business Practices

- 3. Since 2000 and increasingly in recent years TAFE SA has required its education staff to take a more business-like and funding related approach in attracting, retaining and managing students which has resulted in increased work complexity.
- 4. For example, Anne Hammond, an Educational Manager, says:

“For lecturers, fee for service work requires a greater range of skills than would be necessary if they were teaching students in classrooms. The courses provided are customised for the needs of the client. The lecturer who is to teach the course must travel to the organisation and meet with its managers to identify the training needed and determine if we can meet that need. However, he or she must then develop a course based on what has been agreed, including the time-frame over which it is to be delivered. Often clients want the training delivered in a block of time at its premises to minimise down time for its staff. I have had lecturers deliver fee for service training during semester breaks, when they would otherwise be on holiday. I have also had lecturers teaching a fee for service face-to-face workshop for a full day once a month over a number of months

Obviously, paying clients want training delivered in their preferred time-frame. Usually, that time-frame does not correspond with how TAFE normally schedules lecturers work. It is common for an organisation to

want a great deal of content in a short period of time. For example, the content for a whole unit may be delivered in an intensive one day workshop. On campus that might usually be taught over a term with classes of 3 hours a week. With less face to face contact, the resources need to be well developed and lecturers must be available to provide on-going tutorial support to participants as they complete their assessment tasks. This may be by phone, email or face-to-face. The development work for a workshop plus the travel and tutorial support time is usually more than required for a normal face-to-face on campus class. The tutorial support required may be unpredictable and come in waves making it difficult for lecturers to manage their workload. For example, we operate a national training program for the electronics firm, Clipsal. Two lecturers are teaching the Certificate IV in Frontline Management. There is no face-to-face teaching. The lecturer is in Adelaide and the students are in workplaces around Australia. The teaching is being done on-line using the Janison Program with the interactive workshops run through the Centra system.”⁹

5. Graham Creed adds:

“Over the last decade but in particular during the last 3 years, there has been considerable pressure to keep students. Maintaining the financial viability of courses the program offers is a message that comes through loud and clear from the educational managers. It is at the forefront of my mind, and is a subject I routinely discuss with other lecturers.

*...each lecturer must deliver their target number of curriculum or contact hours. As a result, lecturers must, **in addition to managing a classroom, also manage their students** so that they commence the units in which they enrol and can be recorded as a completion for funding purposes.....¹⁰*
[emphasis added]

⁹ Hammond affidavit at paragraph 35 and 36

¹⁰ Creed affidavit paragraphs 39-40 [Exhibit A104]

*“I must now manage my students to maximise student completion. This is not something I had to do before 2000. Indeed, it is only in the last four or five years that it has become a significant new responsibility. **It means I am actively managing my students** so that they complete their units or if they intend to withdraw complete at least part of the unit so that the hours count towards my hours and TAFE is funded. **Before 2000 and for some time afterward, I did not really need to be concerned about funds. My job was to teach and assess the students.** There is a great deal of pressure from my managers to ensure that all of these hours are resulted each year. For this reason, I must make sure that each student completes a short piece of work at the commencement of each unit. I know that other lecturers do the same. In this way if the student doesn't finish the subject, they can be awarded a 'W' (withdraw) result, which attracts funding. I do not approve of this practice, but we have to do it to provide evidence of student participation in a unit.”*¹¹
[emphasis added]

6. The business like approaches TAFE SA lecturers must now adopt extend to actively seeking new work, selling and marketing their courses. Zajac explains:

*“... I now actively look for opportunities to secure fee for service work. It is more than an additional source of funds, it is an additional responsibility. It means identifying sales opportunities, promoting the courses we can offer and then working with industry clients to develop a course that meets their training needs. Six or seven years ago it wasn't something I had to consider. In the last four or five years, it has been targeted by the managers I have worked with as an area of work we need to grow. That pressure is only likely to intensify ...”*¹²

¹¹ Zajac affidavit paragraph 31 [Exhibit A104]

¹² Zajac affidavit paragraph 27 [Exhibit A107]. Mr Kanck also gives evidence of having to promote his course when he was an Hourly Paid Instructor: Kanck affidavit at paragraph 6.

B. E-Learning and other forms of Flexible Delivery

7. Flexible delivery covers a multitude of non-traditional forms of teaching including E-learning (e.g. online learning) and distance education. Workplace assessments and Recognition of Prior Learning (“RPL”) can also be considered forms of flexible delivery and the workload implications of the increase associated with these forms of flexible delivery are referred to separately in this submission.
8. In a 2003 report called “The Impact of Flexible Delivery on Human Resources Practices: Survey of TAFE Managers” the authors:

“found, amongst other things, that flexible delivery increased the workloads of TAFE teachers and was more complex to manage.” Clayton goes on to say “[s]ince then, non-classroom based methods of teaching have increased both in number and range of application with advances in technology.”¹³

9. Flexible delivery has increased significantly in TAFE SA and will increase in the future.¹⁴ Flexible delivery is more complex than traditional forms of teaching and requires lecturers to develop new and higher order skills.¹⁵
10. E-learning, and specifically on-line teaching, is different to traditional classroom teaching and is more demanding, more complex and requires greater effort to teach. Examples of the evidence on this point include:

“On-line teaching is quite different from traditional classroom teaching and in my experience more is required of the lecturer. The students require more teaching effort than a traditional class, measured in terms of the time devoted

¹³ Clayton affidavit at paragraph 8(b) [Exhibit A13]

¹⁴ Purcell reply affidavit paragraph 5 [Exhibit A116]. The major AEU witnesses on flexible delivery, particularly e-learning are Hart, Burgess, Pudney and Purcell. Kanck and Zajac also give relevant evidence

¹⁵ refers to a 2003 report called “The Impact of Flexible Delivery on Human Resources Practices: Survey of TAFE Managers” which *“found, amongst other things, that flexible delivery increased the workloads of TAFE teachers and was more complex to manage.” Clayton goes on to say “[s]ince then, non-classroom based methods of teaching have increased both in number and range of application with advances in technology.”*

to and frequency of student contact and the complexity of managing the group.”¹⁶

“...on-line teaching is more demanding, more complex and usually consumes more time to teach than traditional face to face teaching in a classroom...”¹⁷

“...with limited exceptions, no form of flexible delivery is labourless. Indeed, in my experience it is often more labour intensive.”¹⁸

“The fact is that e-learning is more difficult and takes more time than face to face teaching. If, as is expected, e-learning continues to move towards greater use of social networking and open source tools then even more time will be needed.”¹⁹

11. Ms Hart’s evidence is that e-learning is a more complex teaching method than classroom based teaching because:
- a) The absence of the visual cues that exist when students are physically present in a classroom requiring the lecturer to carefully monitor online students and have developed strategies to ensure their participation.
 - b) the group dynamics that can be developed in a classroom setting are much more difficult to establish making it more difficult to pace teaching and prevent student isolation.
 - c) preparation is more critical.
 - d) a lecturer needs technical skills.

¹⁶ Burgess affidavit paragraph 4 [Exhibit A114]; see also Hart affidavit paragraph 7 [Exhibit A112]: *“It is my experience both as a classroom and e-learning teacher that e-learning is more demanding and complex to teach and requires greater effort.”* and

¹⁷ Hart reply affidavit paragraph 7 [Exhibit A113]

¹⁸ Pudney affidavit paragraph 15

¹⁹ Purcell reply affidavit paragraph 14 [Exhibit A116]

- e) as students choose when and at what pace they work the lecturer works with them as individuals rather than as a group and need to receive timely responses tailored to them as individuals.²⁰
12. In addition to the teaching, the lecturer must acquire and develop new skills including in relation to developing or adapting curriculum that is appropriate for e-learning.²¹
13. Also, the fact that e-learning is delivered using technology means that when the technology relied upon fails the workload consequences for lecturing staff are significant.²² In TAFE SA the recent move to a shared services has exacerbated this problem.²³ In any event lecturers are the first point of contact for students with technical difficulties and help desks don't operate after hours.²⁴
14. Further, the economies of scale that exist in a classroom are not present, there are often time lags in communicating information and it is difficult to build rapport.²⁵
15. The employer's case is that e-learning is not new and conceptually different to traditional teaching. However, for individual lecturers who have not been exposed to e-learning it will be new and different and represent a very steep learning curve. Purcell explains:

"...for many individuals who will be required to adopt e-learning for the first time it can be radical, new and confronting. For lecturers who are unfamiliar with the technology, the forms of communication that young students might embrace such as social networking tools (for example: youtube, Facebook,

²⁰ Hart affidavit paragraph 7(a)-(f) [Exhibit A112]

²¹ Hart affidavit paragraph 8 [Exhibit A112]

²² Hart affidavit paragraph 9 [Exhibit A112], Hart reply affidavit paragraph 4 [Exhibit A113]; see also Pudney affidavit paragraph 17: *"Discussions with e-learning teachers suggest that technology troubleshooting alone can add as much as 15% to the time a lecturer consumes in teaching students"*.

²³ Pudney affidavit paragraph 17; Pudney reply affidavit paragraph 9; Purcell reply affidavit paragraph 16 [Exhibit A116]

²⁴ Burgess reply affidavit paragraph 3 [Exhibit A115]

²⁵ Burgess reply affidavit paragraph 9-11 [Exhibit A115]

*Twitter, Flickr), chatrooms, blogs and others can appear and usually are very foreign.”*²⁶

16. The lack of, and reduction in, support available for e-learning lecturers will only exacerbate the workload consequences of e-learning. What support there has been available is limited with static web based information on standard intranets.²⁷
17. Conway, giving evidence for the employer, argues that face to face teaching of students with challenging needs is more difficult. The fact that students have challenging needs is a factor that is independent from the form of delivery.²⁸ Regardless of form of delivery a lecturer needs to prepare well, cater for individual student needs be relevant and keep the student engaged.²⁹ Students with challenging needs do exist in the e-learning environment including students with disabilities (e.g. deaf students) and from a non-English speaking background that can make communication difficult.³⁰ Purcell describes the reality of E-learning in this way:

*“Teaching in this environment [the e-learning environment] is more difficult than teaching the same student cohort face to face. The fact is that effective e-learning requires interactivity between the lecturer and students. If this doesn’t occur students simply drop out. The high rate of students not completing external courses can be significantly reduced with increased lecturer involvement. Lecturers need to learn to manage the environment as well as the technology. Much of this is done after hours in my experience.”*³¹

18. It is certainly not the case as suggested by Russell, also giving evidence for the employer, that there is less preparation time required for e-learning. The amount of time required to prepare for actual teaching is not dependent upon the form of delivery of that teaching and relates to the needs of students being taught.

²⁶ Purcell reply affidavit paragraph 5 [Exhibit A116]

²⁷ Purcell reply affidavit paragraphs 6-8,10-12 [Exhibit A116]

²⁸ Hart reply affidavit paragraph 8 [Exhibit A113]

²⁹ Hart reply affidavit paragraph 9 [Exhibit A113]

³⁰ Burgess reply affidavit paragraph 4 [Exhibit A115]

³¹ Purcell reply affidavit paragraph 15 [Exhibit A116]

However, in the e-learning context because materials and resources need to be specifically prepared and adapted to be placed online this can actually increase the time taken to prepare compared to traditional classroom teaching.³²

19. The need for interactivity and the facilitation of learning applies in the e-learning context just as it does in a traditional classroom. However, the interaction with a group of e-learning students is not simultaneous nor spontaneous as it is in a classroom and it is common for lecturers to work on a one to one basis with their e-learning students. This is an inherent feature of teaching and learning that occurs when a lecturer and students are not physically present in the same physical space and use text based communication.³³ It is also an inherent feature of e-learning that students are self paced.³⁴
20. The vast majority of flexible delivery in TAFE SA is highly interactive³⁵ and where interactivity exists there are significant workload consequences as Pudney explains:

*“...where a form of delivery enhances interactivity, workload problems began to emerge for those involved in delivery. The work is hard to manage and control because it is less structured than classroom delivery and individual distance or on-line learners need educational and technical support and demand a high level of responsiveness”.*³⁶

21. As e-learning is often asynchronous and unscheduled it is often not recognised as time spent teaching by managers. Regular communication with, and the

³² Hart reply affidavit paragraphs 10-11 [Exhibit A113]; Burgess reply affidavit paragraphs 7, 14 [Exhibit A115]; see also Pudney reply affidavit paragraph 15 [Exhibit A101]: “Ms Russell appears to be assuming that e-learning is an automated delivery process. It isn’t. It is interactive and involves chat-rooms, emails and telephone communication with students. Delivery of this kind, often blended with other forms of delivery, with a reasonable amount of interactivity requires preparation. The difference is in the delivery not in the work of teaching...”

³³ Hart reply affidavit paragraph 12 [Exhibit A113]; see also Purcell reply affidavit paragraph 13 [Exhibit A116]: “While there are strategies that can be put in place to minimize common questions such as “how do I log in” **there is greater demand from students for individual attention.**” [emphasis added]

³⁴ Burgess reply affidavit paragraphs 12,13 [Exhibit A115]

³⁵ Pudney reply affidavit paragraph 18 [Exhibit A101]; Purcell reply affidavit paragraph 20 [Exhibit A116]

³⁶ Pudney reply affidavit paragraph 15 [Exhibit A101]

- provision of timely feedback and responses to, students is necessary to keep students engaged.³⁷
22. E-learning students are not, simply by virtue of the fact they are enrolled in an e-learning course, always comfortable with delivery mechanism as claimed by Russell. There may be any number of reasons why a student enrolls in an e-learning course. Also, even when students are familiar with the online environment they may still have poor literacy and language skills.³⁸ It is also not the case the students enrolled in e-learning are better learners than those who are not.³⁹
 23. E-learning lecturers require the same behaviour management skills as traditional classroom based lecturers⁴⁰ and require superior group facilitation skills given the inherent nature of the delivery method.⁴¹
 24. It is not open to the employer to criticise the evidence of Hart and Burgess on the basis that they are Western Australian TAFE lecturers. The evidence of a senior manager with specific responsibility for e-learning within his institute and an Advanced Skills Lecturer who provided support and Professional Development to TAFE SA lecturers on e-learning is that the evidence given by Hart and Burgess applies equally in TAFE SA⁴².
 25. In the near future there will be a greater work impact on TAFE SA lecturers and Educational Managers not only as a result of the target of the Skills Strategy to

³⁷ Hart reply affidavit paragraph 15-16 [Exhibit A113]; see also Pudney reply affidavit [Exhibit A101] at paragraph 18: "*the work [associated with flexible delivery] performed by lecturers outside the classroom is presently invisible*"

³⁸ Hart reply affidavit paragraph 17 [Exhibit A113]; Pudney reply affidavit paragraph 13 [Exhibit A101]

³⁹ Pudney reply affidavit paragraph 17 [Exhibit A101]

⁴⁰ Hart reply affidavit paragraph 18 [Exhibit A113]; Purcell reply affidavit paragraph 21 [Exhibit A116]; Burgess reply affidavit paragraph 16 [Exhibit A115]

⁴¹ Hart reply affidavit paragraph 19-20 [Exhibit A113]; Purcell reply affidavit paragraph 22 [Exhibit A116]; Burgess reply affidavit paragraph 15 [Exhibit A115]

⁴² Pudney affidavit [Exhibit A100] at paragraph 16 states: "*I have read the affidavits of Ms Jo Hall and Ms Helen Burgess. Both deal with the work impact of flexible delivery, particularly electronic delivery. The matters they raise are commonly raised with me by lecturers at TAFE South who use similar technologies to teach students*"; see also Purcell reply affidavit [Exhibit A116] at paragraph 9: "*I have read the sworn affidavits of both Ms Hart and Ms Burgess. I can say that the experiences they have described apply equally in South Australia.*"

significantly increase e-learning (by 100% by 2012)⁴³ but also as a consequence of the move to reduce the number of e-learning platforms from two (Moodle and Janison) to one as a savings measure. If this occurs there will be significant work involved in transferring material to the remaining platform.⁴⁴

26. The employer is well aware of the association between flexible delivery and increased workload as Major explains:

*“An important aspect of the Skills Strategy is increases in E-Learning. Workload was identified as part of the implementation plan of the Skills Strategy. In a document entitled “A Skills Strategy for South Australia's Future - Element D: TAFE SA Network Implementation Framework” dated 2 May 2008 the risk of increased workload pressure was specifically identified as part of the Implementation Framework and its likelihood and consequence was rated “high”. ... However, the risk of increased workload pressure, whether as a result of the E-Learning strategy or the Skills Strategy more broadly, has not to my knowledge been addressed.”*⁴⁵ [emphasis added]

27. Other forms of flexible delivery such as distance education have work impacts that are similar in nature to those of e-learning. Kanck explains:

*“As there is little face to face contact with students there is a need to provide all feedback in writing. I would estimate that there would be 50-60% more time required per student when dealing with distance learning students, the assignments can arrive at random times and you need to mark the assignment when it arrives.”*⁴⁶

28. Casey, giving evidence for the Employer, argues that employees choose or “self-select” to engage in alternative forms of delivery and that specialised

⁴³ Purcell reply affidavit paragraph 5 [Exhibit A116]

⁴⁴ Pudney reply affidavit paragraph 11 [Exhibit A101]; Purcell reply affidavit paragraph 17 [Exhibit A116]

⁴⁵ Major reply affidavit paragraph 85 [Exhibit A9]

⁴⁶ Kanck affidavit paragraph 36 [Exhibit A110]

professional development is made available. This is not consistent with the experience of lecturers.⁴⁷

⁴⁷ Zajac reply affidavit paragraphs 23 -25 [Exhibit A108]

C. Student Diversity

29. The increasing diversity of TAFE students is a source of increasing complexity for TAFE SA lecturers and Educational Managers.
30. The increase in student diversity is a reflection of the changing nature of TAFE education as Clayton explains:

“Traditionally, TAFE has filled the space between secondary school and work and secondary school and university. It now operates beyond those boundaries.”⁴⁸

31. The evidence of the diverse nature of TAFE SA students includes students:
- a) students from a non-English speaking background including international students;⁴⁹
 - b) students with poor numeracy and literacy;⁵⁰
 - c) aboriginal students;⁵¹
 - d) disabled students;⁵²
 - e) disengaged and disadvantaged youth;⁵³
 - f) students with health issues including mental health problems;⁵⁴
 - g) students with drug and alcohol problems;⁵⁵

⁴⁸ Clayton affidavit paragraph 8(c) [Exhibit A13]

⁴⁹ Creed affidavit paragraph 28 [Exhibit A104]; Durkin affidavit paragraphs 17 [Exhibit A147]; McGlasson affidavit paragraphs 39(d),40 [Exhibit A106]; Hammond affidavit paragraph 25 [Exhibit A102]

⁵⁰ Creed affidavit paragraphs 28, 36 [Exhibit A104];

⁵¹ Durkin affidavit paragraph 18(d) [Exhibit A147]

⁵² Durkin affidavit paragraph 18(e) [Exhibit A147]; McGlasson affidavit paragraph 39(e) [Exhibit A106]; Zajac affidavit paragraph 34 [Exhibit A107]

⁵³ Hammond affidavit paragraphs 21 [Exhibit A102]

⁵⁴ Durkin affidavit paragraph 18(f) [Exhibit A147]; McGlasson affidavit paragraph 39(f) [Exhibit A106]; Hammond affidavit paragraphs 21(a),(c) [Exhibit A102]

⁵⁵ McGlasson affidavit paragraph 39(f) [Exhibit A106]

- h) students with low levels of education⁵⁶
 - i) students in receipt of Centrelink benefits (including those that are required to attend training by Centrelink);⁵⁷ and
 - j) students with learning disorders⁵⁸
32. The evidence shows that TAFE SA students are more diverse, are more complex and have higher support needs now than in 2000 and even in the last five years.⁵⁹ For example, Creed states:
- “The student mix in the mechanical engineering program is more diverse than they were before 2000. In part, this is due to the greater range of courses we now offer. Lecturers are continually dealing with students from different backgrounds. This can include their existing education level and cultural differences including non English speaking families. Poor numeracy and literacy levels are also more common. There is no minimum entry requirement for an apprentice. As mentioned earlier, the employer selects their apprentices. This can create apprentice classes with a very broad span of numeracy and literacy skill levels between students which are often associated with an individuals learning ability.”*⁶⁰
33. As a result of more diverse students the work of lecturers and Educational Managers has become more complex. This is because there are increased behaviour and class management issues⁶¹ and a greater need for individual attention and counselling.⁶² Zajac explains:

“The mix of students increases the complexity of the class and requires greater effort and more skill to manage than a more uniform group. I need to

⁵⁶ Durkin affidavit paragraphs 18(b),(c) [Exhibit A147]

⁵⁷ Durkin affidavit paragraph 17[Exhibit A147] ; McGlasson affidavit paragraphs 39(a),(b) [Exhibit A106] ; Zajac affidavit paragraph 34 [Exhibit A107]

⁵⁸ Durkin affidavit paragraph 18(g) [Exhibit A147]

⁵⁹ , McGlasson affidavit paragraphs 39-40[Exhibit A106] ; Zajac affidavit paragraph 33 [Exhibit A107]; Hammond affidavit paragraphs 23 [Exhibit A102]

⁶⁰ Creed affidavit paragraph 28 [Exhibit A104]

⁶¹ Durkin affidavit paragraph 19[Exhibit A147] ; McGlasson affidavit paragraph 4[Exhibit A106]2 ; Zajac affidavit paragraphs 33,35 [Exhibit A107]

⁶² McGlasson affidavit paragraphs 40, 41[Exhibit A106] ; Zajac affidavit paragraph 33 [Exhibit A107]

*employ multiple teaching strategies to engage a single student group. I also expend more effort and apply greater skill in classroom management, so that all my students benefit from the course. I also have greater responsibility for my student's learning.”*⁶³

34. There is also a widening gap in ability levels within student groups which also results in the work of lecturers and Educational Managers being more complex. Creed explains:

“In the last five years I have observed a widening gap between our best and worst performing students. This gap has been observed by other lecturers including those from mechanical engineering because it has been the subject of discussion within all of the lecturer forums I am involved with. Many of the apprentices we deal with have few pre-apprenticeship skills and so start from scratch. More significantly, some have very low levels of numeracy and literacy.

*The variation in ability levels is harder to manage for a lecturer. It makes teaching the class more stressful and is more work. It is more work because the lecturer has to deploy teaching strategies and prepare work that motivates and engages poor and high performers.”*⁶⁴

35. It is not correct as suggested by Casey, giving evidence for the employer, that motivated fee for service students and professional development offered by TAFE SA alleviate the problems associated with more diverse students. Fee for service students are more motivated but also tend to be more demanding and Professional Development is of limited assistance.⁶⁵

⁶³ Zajac affidavit paragraph 35 [Exhibit A107]

⁶⁴ Creed affidavit paragraphs 36-37 [Exhibit A104]; Zajac at paragraph 35 [Exhibit A107] states: *“The mix of students increases the complexity of the class and requires greater effort and more skill to manage than a more uniform group. I need to employ multiple teaching strategies to engage a single student group. I also expend more effort and apply greater skill in classroom management, so that all my students benefit from the course. I also have greater responsibility for my student's learning.”*; see also McGlasson affidavit paragraph 44 [Exhibit A106]

⁶⁵ Creed reply affidavit paragraphs 21-22 [Exhibit A104]

36. It is also not correct, as stated by Conway giving evidence for the employer, that student characteristics are changing. Data provided by the employer shows that from 2000 to 2008 reported disabilities increased by 37% including:
- a) intellectual disabilities increased 6.9%;
 - b) learning disabilities increased 532%;
 - c) mental illness increased 214.5%; and
 - d) acquired brain injury increased 212.1%⁶⁶

⁶⁶ Major reply affidavit paragraphs 97-99 [Exhibit A9]

D. Industry

37. The requirement to deal extensively with industry is a source of increasing complexity of the work of TAFE SA VET practitioners.⁶⁷
38. Dealings with industry now include promoting programs. This is new work and a new responsibility for lecturing staff. Lecturers have become salespeople, promoting and selling qualifications. Prior to 2000 lecturers had few dealings with industry. Also, industry now expects customised training tailored to their specific needs. This is time consuming work. Creed explains:

*“ I also spend part of my time speaking to employers and firms in the industry promoting the mechanical engineering program. **This is not something I did before 2000, or even much in the first few years thereafter. It is a new responsibility.** However, I now see myself selling the qualifications we offer as well as informing employers and the industry of what we do and how we meet their training needs. A key reason for introducing the multiple types of qualification was to meet the needs of industry and at the same time increase our training market. The flexibility of our qualifications is linked to adding value to an employer's business by providing his or her workers with the skills required. However, **the active promotion of mechanical engineering is new. It may have been done by educational managers in the past, now I am doing it.** For example, I recently identified a number of employers I could target to promote the MEM 30505 Certificate III in Engineering - Technical course through personal letters. The letters have just gone out and based on past efforts I expect many enquiries about the course (usually by phone). As my name was on the letter I was the person they would ask for. In this way, I hoped to build a relationship with the employer so that they would continue coming back to me as a contact person on skills and training. It has worked this way in the past.*

Before 2000 in my experience, lecturers had few dealings with employers and firms in the industry, other than in relation to the management of apprentices.

⁶⁷

Clayton affidavit paragraph 8(d) [Exhibit A13]

*Now lecturers are far more involved. The message from governments is that training should and can be tailored to an employer's needs has raised expectations. It means increased demand for information and increased demand for courses that have options an employer can select for their employees. **Our subject matter experts routinely deal with employers and firms in the industry, as do I as Principal Lecturer.** I am also called upon by industry groups to assist their companies with training options and how they relate to qualifications. For example late last year and early this year I have met with a company to assist them in working out some specific post trade studies for a couple of their apprentices. This was a lengthy process as the managers wished to know all about the training package structure and how the higher level qualifications would be achieved. This type of activity would occur 5 to 6 times per term for me.”⁶⁸ [emphasis added]*

39. The work of promoting programs and courses is done in addition to teaching and can be performed outside normal working hours including on weekends. Kanck says:

“On top of the teaching and preparation, was the time I spent in promoting the course. I cannot now recall how much time I spent in 2003. It ranged from a few hours on my way home dropping in a brochure to a solar energy business, to 10 hours on a weekend sitting on a stall at the Uraidla Fair and the Eco Living Expo at the Showgrounds.”⁶⁹

⁶⁸ Creed affidavit paragraphs 41-42 [Exhibit A104]; see also Zajac affidavit paragraphs 40-42 [Exhibit A107] including: *“Now training packages require extensive and ongoing industry contact. It is now part of what must be done and I do it more often than I did then. It is now a regular part of what I do. I find that I am in contact with industry on a regular basis, both through the Business partners of my Virtual Enterprise, whom I speak with on at least a weekly basis, and also with local businesses through industry visit, visits to my trainees or contact for the purposes of RPL assessments. See also McGlasson affidavit paragraph 18 [Exhibit A106]; Durkin affidavit paragraph 11(d) [Exhibit A147]*

⁶⁹ Kanck affidavit paragraph 6 [Exhibit A110]; See also Zajac affidavit paragraphs 6 [Exhibit A107]

E. Training Packages

40. The work of TAFE SA lecturers and Educational Managers has become more complex and there has been more work as a consequence of changes that have occurred as a consequence of the introduction and growth of Training Packages.⁷⁰ A number of witnesses gave detailed evidence on this topic.⁷¹

Growth in Training Packages

41. Training Packages have come to dominate teaching in TAFE SA. Training Packages have been significantly increasing since 2000 both in terms of student numbers and curriculum hours. Major explains:

“Training Packages now dominant the field of TAFE learning. That dominance has unfolded throughout this decade. For example, the number of South Australian VET students enrolled in qualifications regulated by a Training Packages jumped from 8.8% in 1999 to 21.6% in 2000 and by 2007 stood at 47.1%. That is shown in the following table derived from the National Centre for Vocational Education Research (NVCER) Australian Vocational Education and Training Statistics, 2007.

National	1999	2000	2001	2002	2003	2004	2005	2006	2007
Total VET Students (m)	1,614,600	1,707,900	1,679,100	1,682,900	1,727,600	1,606,400	1,650,800	1,676,000	1,665,000
Students in National Training Package Qualifications	138,200	377,300	553,500	692,900	790,900	813,900	866,600	956,200	985,700
% of total	8.6%	22.1%	33.0%	41.2%	45.8%	50.7%	52.5%	57.1%	59.2%
<i>1999-2002: NVCER, Australian Vocational Education and Training Statistics. Students and Courses 2003 Summary p5 Table 4</i>									
<i>2003-2007: NVCER, Australian Vocational Education and Training Statistics. Students and Courses 2007 p9 Table 4</i>									
SA									
Total VET Students (m)*	133,900	146,100	143,900	140,100	122,400	122,400	125,200	121,700	123,000
Students in National Training Package Qualifications**	11,843	31,494	42,603	50,917	52,200	50,500	53,000	50,800	57,900
% of total	8.8%	21.6%	29.6%	36.3%	42.6%	41.3%	42.3%	41.7%	47.1%
<i>1999-2002: NVCER, Australian Vocational Education and Training Statistics. Students and Courses 2007, South Australia, information provided by NVCER</i>									
<i>2003-2007: NVCER, Australian Vocational Education and Training Statistics. Students and Courses 2007, South Australia Table 4</i>									

Further, the DFEST Annual Report of 2007 shows that in 2006 82.8% of South Australian VET curriculum hours, which represent hours delivered by lecturers teaching students, were delivered teaching Certificates I through to

⁷⁰ Clayton affidavit paragraph 8(e) [Exhibit A13]

⁷¹ The major AEU witnesses on Training Packages are Creed, Major, Clayton, McGlasson, Zajac, Hutchinson and Kanck. The major witnesses for the employer are Dr Bhela and Casey.

*Diploma, or higher: at page 123. These qualification types form part of the Australian Qualifications Framework. The norm is that each is subject to a Training Package.”*⁷²

42. Ms Clayton said in evidence in chief:

I think the difference is that a national curriculum you might be involved in delivering three or four modules of learning, whereas with a training package you must get across a much broader range. I'll give you an example of IT teachers who are delivering units of competency in the information technology area which are - some of them can be delivered in nine hours but you might do 10 of those and they're in technical areas and every time Microsoft has a change or Unix has a change in the way they deal with technology, those teachers must keep up with that, and they might be teaching a whole range of these. So it's somewhat more difficult, I think, than just dealing with three or four modules.

Can I just explore that a little further. When you say it's a little bit more difficult than dealing with modules, why would that be so?---One thing is the time frame. Modules tend to be quite long in length - 36, 48 hours. I don't want to really get into the nominal hours debate because that's a significant issue, I think, and it's a significant issue nationally. But these shorter modules, the modular approach, units of competency, can be done in a couple of days, some of them. They are still meaningful learning, it's just that they're in abbreviated form and I think that's the difference. You don't have a time-frame which is generous, let's put it that way.

When you refer to modules, are they a form of curriculum that preceded or exist at the same time as training packages?---Modules are still in existence in some accredited programs. They may be called "units" or "subjects" but there are still some areas of learning that are not covered by training packages and what training providers do is to develop a series of modules to address a particular learning need and have them accredited, so they run parallel with training package qualifications. You have accredited courses as well.

⁷²

Major affidavit paragraphs 33-34 [Exhibit A8]

*Before training packages were they more common, less common?---They were all - it was all modular prior to training packages so it was all, for want of a better term, long-form curriculum.*⁷³

43. Dr Bhela agreed in cross-examination that training packages are the lead framework for training in TAFE.⁷⁴
44. The experience of TAFE SA lecturers is consistent with the evidence of growth in the use of Training Packages. For example both Creed⁷⁵ and Zajac⁷⁶ describe their experiences of moving to Training Packages in about 2000. However, the evidence of Kanck is that teaching to a Training Package has only just been introduced into his area of teaching in 2009.⁷⁷

Training Packages are Very Different

45. Training Packages are clearly very different from curriculum and since their introduction they have evolved and become more complex requiring more of lecturing staff. Prior to Training Packages lecturers taught Modules. The evidence demonstrates Modules were:
- a) organised, straight forward and clearly set out;
 - b) had a syllabus and progressed logically building from less complex to more complex areas;
 - c) set out the skills knowledge and processes the lecturer would teach and assess;

⁷³ page 587 to 588 of the transcript.

⁷⁴ Transcript Bhela page 1243 lines 6-10: *“But in relation to training packages of course, they're the general framework in which training occurs in TAFE now - isn't it?---That's right. So it's right to say that training packages have become sort of the lead framework for training in TAFE?---Yes.”*

⁷⁵ Creed at affidavit paragraph 4 [Exhibit A104] states: *“In Mechanical Engineering, we began teaching the first training packages in about 2000. It was the MEM98 - Metal and Engineering training package. This was my first exposure to delivery and assessment using a training package. Before then, the courses delivered in my educational program areas were, while competency based, designed around skills modules and were quite different.”*

⁷⁶ Zajac at affidavit paragraph 13 [Exhibit A107] states: *“ When I commenced my employment with TAFE SA in 1998 a nationally accredited system of skills modules applied to business administration. The Training Packages were first introduced in about 2000.”*

⁷⁷ Kanck at affidavit paragraph 28 [Exhibit A110] states: *“To date the renewable energy course has been subject to a national curriculum comprised of subject modules. ...That system of training was ended (for renewable energy) at the end of 2008, It has been replaced by a Training Package, and has required significant changes to teaching methodology and also assessment mechanisms.”*

- d) the content and assessments were set at a national level,
 - e) they were stable and changed little:
 - f) a teaching program detailing the learning and assessment a student would perform
 - g) involved little customisation and where it occurred time away from teaching was provided to do the work.⁷⁸
46. However Training Packages have led to significant changes in the role performed by lecturers. Evidence describing the impact of Training Packages included:

*“As a teacher, I know from the descriptions applied to a unit where I need to get to with the students, but not how to get there.”*⁷⁹

*“It [the Training Package] tells me little about the required skills or the underpinning knowledge. It becomes my responsibility as a lecturer to select the content and level of complexity, as well as the lessons subject matter, the assessment methods, and appropriate practical exercises.”*⁸⁰

*“ In developing a course for the subject I have had to interpret it and work out what things I will teach and in what order I will deliver a program over the semester. The training package doesn't tell me that: it functions more as a guide. My role as a lecturer is essentially to devise a course of teaching that imparts the knowledge based on my interpretation of the training package units I am preparing.”*⁸¹

47. This significant change in the roles and work of lecturers required more work, more intense work, greater teaching effort and required lecturers to have greater responsibility for what and how their students were taught. It occurred because Training Packages:

⁷⁸ Creed affidavit paragraphs 5-6 [Exhibit A104] ; Zajac affidavit paragraph 14 [Exhibit A107]; Kanck paragraph 28 [Exhibit A110]

⁷⁹ Creed affidavit paragraph 8 [Exhibit A104]

⁸⁰ Kanck affidavit paragraph 34 [Exhibit A110]

⁸¹ Hutchinson affidavit paragraph 22 [Exhibit A111]

- a) describe a skill objective only;
 - b) use loose and vague descriptive language that requires interpretation;
 - c) are not curriculum;
 - d) require translation into a teaching program;
 - e) were much broader and could be applied to variety of contexts;
 - f) delegates course design and development to lecturers requiring them to decide what to be taught to meet the requirements of the package; and
 - g) requires customisation to meet the needs of local employers.
 - h) requires the use of different methodologies and simulated work environments⁸²
48. Lecturers have experienced the Training Packages evolving and becoming more complex over time. As the evolution occurred the differences became very apparent resulting in substantial change for lecturers.⁸³
49. Training Packages also resulted in a wider variety of qualifications being offered within disciplines and a wider variety of options within qualifications. Creed explains:

“Before 2000, we offered a single course at each qualification level: certificate I through to Advanced Diploma. Now, 2 types of every qualification are offered, except for the certificate IV and Advanced Diploma qualifications where there is only one.

The training package permits us to target specific occupations. As a result, the mechanical engineering program offers MEM20105 Certificate II in Engineering for production workers and MEM20205 Certificate II in Engineering Production Technology, which is at a higher level, for machine

⁸² Creed affidavit paragraphs 7-11 [Exhibit A104]; Zajac affidavit paragraphs 15-19 [Exhibit A107]; Kanck affidavit paragraphs 33-35 [Exhibit A110]

⁸³ Zajac affidavit paragraph 13, 19 [Exhibit A107]

*operators who need some higher level skills. These people often work in companies that manufacture components, such as Electrolux or Clipsal. In each case, the group of units selected for the qualifications differ as does the content of the teaching program to reflect the skills required by that industry. It is common for workers from 2 companies to complete the same level Certificate II, but each certificate would include its own specialisation units. In the case of a certificate I, the first type is a pre-vocational and pre-employment course for secondary school level students who have left school. The program is aimed at preparing these students for entry into a mechanical engineering trade by developing a sound set of basic skills. The other certificate I is targeted at adults who wish to enter the manufacturing industry and require some basic skills that will equip them for the jobs on offer in that industry.”*⁸⁴

50. Casey, giving evidence for the employer, sought to downplay the significance of the work changes associated with Training Packages by suggesting they are similar to short form curriculum that existed before their introduction. However, it was long form curriculum that was used by lecturers prior to the introduction of Training Packages. Creed explains:

*“In the past the development of the long form curriculum included the development of learning and assessment materials which were provided to lecturers and was better supported by the department in that the relevant staff were taken off-line to do this work. The long form curriculum was developed from the short form curriculum. It was the long form that lecturing staff taught.”*⁸⁵

51. Ms Clayton was asked about Mr Casey’s evidence. She said:

In terms of a short-form form of curriculum - was it characteristic of curriculum in TAFE or not?---No, it wasn't - short form was the starting point. If you wanted to develop a new program you generally started with a short

⁸⁴ Creed affidavit paragraphs 29-30 [Exhibit A104]

⁸⁵ Creed reply affidavit paragraph 23 [Exhibit A105]; also see Transcript XN Clayton, page 586, lines 18-29: *“short form was the starting point. ...Generally from short form it went to long form which was a much more comprehensive process of development and review, and usually involved engagement of practitioners in some form of writing of curriculum, and industry had a little bit of involvement and quite often, if it was higher level programs, universities also would have some involvement.”*

form, especially if it was for a specific client. Somebody comes in and says, "We want you to deliver such for us." Typical of that were many, many labour market programs where we had young people coming into TAFE to do specific training, and short-form curriculum were developed for those particular programs. Generally from short form it went to long form which was a much more comprehensive process of development and review, and usually involved engagement of practitioners in some form of writing of curriculum, and industry had a little bit of involvement and quite often, if it was higher level programs, universities also would have some involvement. But it went through a course approvals process and then it was delivered. But in the latter part of the 90s national curriculum became the main feature of vocational education and training. National curriculum was developed across the whole country by groups of people drawn from various states and territories, and agreement was reached with industry that the standards and the content were as they should be for particular industries. However, it determined that - industry in the end said, "We don't like these," hence the outcome was training packages, when industry then took over the development of qualifications programs.⁸⁶

Work Impact of Training Packages

52. There are significant work impacts associated with the implementation and changes to Training Packages. The work impacts are clearly demonstrated by the evidence⁸⁷ including:

"The introduction of the Package represented a significant break with the past. I had to acquire new skills and so did my colleagues. Converting to the training package environment was also a lot of work. The course devised for commencement in 2000 was new; it was a real struggle and it really required

⁸⁶ page 586 of the transcript.

⁸⁷ See McGlasson affidavit paragraphs 8-15 [Exhibit A106] and Zajac affidavit paragraphs 20-26 [Exhibit A107] for description of work involved.

*a complete re-write. In reality we were developing materials on the run, which was very stressful.”*⁸⁸

*“Then [before 2000], the job of a lecturer was largely to teach the course that had been set, manage the classroom, counsel students and mark the students work. From 2000 the lecturer's role became far more complicated.”*⁸⁹

53. The work associated with implementation of, and changes to, Training Packages is done by the lecturers who teach the particular units and have expertise in the relevant area (sometimes referred to as “subject matter experts”) regardless of classification and salary step level. After implementation of a Training Package the subject matter experts have ongoing responsibility for the Training Packages units assigned to them and everything associated with them including industry contact and AQTF processes.⁹⁰ There is no doubt the work is done by lecturers, and it is extensive. Ms Clayton used an example of the Tourism and Hospitality training package in her evidence in chief. She said:

I just stop you there, Ms Clayton. I think you gave an indication of - I think it was the tourism package and how thick it was?---Yes.

I'm not sure the commission saw that. So maybe you could just indicate?

---From the floor to here.

⁸⁸ Creed affidavit paragraph 18 [Exhibit A104]

⁸⁹ Zajac affidavit paragraph 21 [Exhibit A107]

⁹⁰ Creed affidavit paragraphs 13-14 [Exhibit A104] ,16-17; see also Hutchinson affidavit paragraph 23 [Exhibit A111]: *“I was given responsibility for devising the teaching content and program for half of the program delivered to the first year apprentices. I am classified as a step 5 lecturer and I am doing everything in relation to the units I am developing. In my experience, **if as a lecturer you teach in an area of subject matter, then you are also responsible for curriculum and materials development for the units of the training package relevant to it.**”*[emphasis added]; see also McGlasson at affidavit paragraph 15[Exhibit A106]: *“... it doesn't matter what a lecturer's classification is in terms of who does the work. At Douglas Mawson, I was a step 4 and then a step 5 lecturer. I know another lecturer, Sue Baldock, who is doing the same work now and she is classified as a step 4.”*; see also McGlasson affidavit paragraph 13 [Exhibit A106]: *“Lecturers unpacking units on their own is now more common. It coincides in my experience with the growth in the number of fee for service courses being offered. For example, there are now three fee for service Community Services Diplomas offered at Port Adelaide campus, **all of them were unpacked by the lecturers who teach the courses.**”* [emphasis added]; Zajac affidavit paragraph 22 [Exhibit A107]

PARSONS DP: Right?---Okay, so you can see - two metres of documentation.

What was that - tourism and - - -?---Hospitality.

- - - hospitality?---And that's just one example.

So that in those particular volumes, there would be training packages relating to particular aspects of tourism and hospitality?---Tourism and hospitality, and that includes the usual tourism things. Hospitality including cooks, management of hotels - a full range of things. It's quite extensive. Perhaps I should be more honest and probably say it's three metres rather than two.

Sorry, and so for any particular student undertaking one of those particular courses, only certain of the pages of the material would be relevant to them?

---That is true. That is true. The units of competency are sequenced according to qualification and industry area, but it still requires an individual to get across the overview, the qualification framework, the assessment guidelines, and the employability skills framework, and then there are the non-endorsed documents that are also attached to that program. So there is extensive documentation.

MR HARDING: When you say an individual, who do you mean?---The individual teacher.⁹¹

54. This work associated with implementation of, and changes to, Training Packages is done by lecturers in addition to their existing teaching and administrative workload and not in substitution. Evidence on this point includes:

“They were expected to and did do the additional work on top of existing teaching and administrative workloads. The same is true is now. It has not changed since 2000.”⁹²

⁹¹ page 585 of the transcript.

⁹² Creed affidavit paragraph 15 [Exhibit A104]

“We started teaching the new Training Package at the commencement of 2009 TAFE year. To do the development work, I have had no reduction in my 20 teaching hour load and must do the work during preparation time and out of hours.”⁹³

“The work of designing curriculum is invisible work. It is invisible in the sense that it is not measured by TAFE. Yet it is complex and time consuming work.”⁹⁴

“I am not relieved of my teaching or any other of my duties to do the work associated with the implementation of the new training package. It is all on top of my existing commitments.”⁹⁵

55. As a result of having no reduction in teaching loads lecturers regularly perform the curriculum development and other time consuming tasks associated with the implementation of new or changes to existing Training Packages in the evening and during periods of leave, experiencing stress and exhaustion.⁹⁶
56. The curriculum development associated with training packages and changes to training packages is done by lecturers at many different classification levels and is done in addition to teaching work without reduction in teaching load. The work associated with the implementation of training packages and changes to the training packages is done over a significant period of time and does not occur for a limited period at the time of the implementation or change of the training package. The evidence of Ms Zajac for example is that work on the Business Services Training Package began in 2007 and is still not complete. Teaching under that package commenced this year.⁹⁷
57. Dr Bhela, giving evidence for the employer, states that customisation has always occurred. However, the issue is the extent of customisation now required. While some customisation occurred before Training Packages it was limited and the

⁹³ Hutchinson affidavit paragraph 21 [Exhibit A111]

⁹⁴ McGlasson affidavit paragraph 15 [Exhibit A106]

⁹⁵ Zajac affidavit paragraph 26 [Exhibit A107]

⁹⁶ Hutchinson affidavit paragraph 24 [Exhibit A111]; Kanck affidavit paragraph 29 – 32 [Exhibit A110]

⁹⁷ Zajac reply affidavit paragraph 22 [Exhibit A108]

exception rather than the rule with the vast majority of lecturers teaching what was prescribed by the Modules. When it did occur staff were provided with reduced teaching loads to do the work.⁹⁸

58. Dr Bhela also gives evidence that Educational Managers determine the level of support required for work associated with Training Packages including time for Quality Assurance Group (QAG) responsibilities, which the work is mostly done by QAGs and that reduced teaching loads are given. In relation to reduced teaching loads it was conceded by Dr Bhela during cross-examination that this was limited to QAG conveners and not the lecturers that do the development work or even QAG members.⁹⁹ The fact is that very limited support is provided and requests for support are not acted upon. It is the experience of lecturers and Educational Managers that teaching loads are not reduced and backfill isn't provided.¹⁰⁰
59. When Training Packages change the work impacts are significant. Changes occur frequently are not limited to reviews and there is not a single source of change. Changes to Training Packages are often significant requiring changes to and rewriting of learning materials. The work performed occurs over a period of time; many months and in some cases years.¹⁰¹
60. It is not the case that the adoption of different teaching methodologies arising from Training Packages (such as the Virtual Enterprise) has resulted in less classes as implied by Dr Bhela. Zajac explains:

“Dr Bhela says that the adoption of the Virtual Enterprise and the combination of qualification levels have resulted in lecturers taking a reduced amount of classes.

⁹⁸ Creed reply affidavit paragraphs 12-13 [Exhibit A105]; Zajac reply 2 [Exhibit A108]

⁹⁹ Transcript Bhela XXN page 1248, lines 29-31: “Yes, so to the extent that there is a capacity to negotiate time release for work on the QAG under the statewide process which you refer to, that is limited to conveners only?---That's right.”

¹⁰⁰ Creed reply affidavit paragraphs 14-16, 19 [Exhibit A105]; Zajac reply affidavit paragraphs 3-9, 12, 15-16 [Exhibit A108]; Pudney reply affidavit paragraph 14 [Exhibit A101] states: “funds are not typically available to reduce teaching loads for much of the development work done for training packages by lecturers, or the translation of their materials to blended delivery. Lecturers involved in QAGs, which underpin the quality assurance processes in TAFE, are rarely in my experience released from teaching for that work.”

¹⁰¹ Creed reply affidavit paragraph 18 [Exhibit A105]; Zajac reply affidavit paragraphs 10-11 [Exhibit A108]

*This is not correct in my experience. As I have mentioned above, I am required to produce the same amount of resulted hours as I always have. When I began as a full time lecturer, my level of classes did not change and **when I implemented the Virtual Enterprise methodology my level of classes still did not change.***

*In TAFE SA Regional, our performance is measured according to annual resulted hours, not the amount of sessions we spend in front of a class. **My required resulted hours have not changed in any way as a result of my delivery methodology or my QAG responsibilities.***" ¹⁰²[emphasis added]

61. It is not the case that the work impact of Training Packages is alleviated if the teaching is structured differently such as by clustering units as implied by Casey, giving evidence for the employer. In fact the opposite is the case as workload is not relieved and greater effort including more preparation is required as clustering increases the complexity of the work performed by lecturers.¹⁰³ Also clustering occurred prior to the introduction of Training Packages to ensure some classes were of a size that made them viable.¹⁰⁴ Clayton explains the skill level required:

"The ability to integrate and cluster units of competency into whole work tasks that make sense - and that's a really hard context. I'm sorry, it's a little difficult to explain it - but what it means is putting together units of competency which, in the end, reflect a real work task. Say, for example, it is - pick one quickly - front of house management of a restaurant. In that activity there are about 15 or 20 units of competency. They could be done individually - one bit, bit, bit, bit - but clustering means pulling them together into something sensible so that the whole activity, the whole task of managing a restaurant on a night, is assessed in one way rather than how did they deal with a customer, how did the food come out, et cetera. Firstly, that takes a lot of skill to put it together so that it is

¹⁰² Zajac reply affidavit paragraphs 13-14 [Exhibit A108]

¹⁰³ Creed affidavit paragraphs 24-25 [Exhibit A104] ; Zajac reply affidavit paragraphs 17-20 [Exhibit A108]

¹⁰⁴ Zajac reply affidavit paragraph 17 [Exhibit A108] states: *"In the 'old' Spencer TAFE (which covered the Western, Northern, Mid North and York Peninsula areas) the Business Administration lecturers were instructed to cluster our classes due to low student numbers. This meant that we began to deliver many 'modules' as they were then called, together. We would have groups of students studying many modules at the one time in one class. We were not given a choice but directed to use this methodology. I told my manager at the time that this would mean more complex teaching loads but as I was only a contract lecturer I did not feel that I had the power, because of that status, to refuse."*

*a sensible whole work task. What first happened with training packages and units of competence was they were little itty, bitsy things that were assessed and, in some senses, were meaningless; like change a tyre on a car. You know, we had everybody changing tyres on cars when in actual fact, if it was about maintenance of a vehicle, the externals of a vehicle, you could make it into a whole task that a person working with vehicles could actually do in a sensible day's work so that they would change the tyres, they'd rotate the tyres, they'd change light globes, they'd change window wipers et cetera, if that gives you a clear example. But **determining how you might assess that activity becomes quite complex and what it requires is highly skilled people who have great skills in competency based assessment and they have the confidence to try that ... Competency based assessment is one of the most difficult tasks. I have spent, for the last 25 years, teaching people how to do it. I'm a failure obviously because I'm still teaching people how to do it, so it's quite difficult.***"¹⁰⁵[emphasis added]

62. In its opening DFEEST say the “workload” of training packages was taken into account by the Full Bench of the Federal Commission in the 170MX case¹⁰⁶ The reference given is to a submission, not a finding. However, the submission refers only to the introduction of Training Packages¹⁰⁷. The unequivocal evidence before this Commission is that training packages were introduced into South Australia in 2000 and thereafter, with some introduction in 1999.

¹⁰⁵ Transcript, Clayton XN pages 588-599

¹⁰⁶ paragraph 118.6.

¹⁰⁷ *AEU v State of South Australia* Print ST1383 [130].

F. AQTF (Australian Quality Training Framework)

61. Implementing the requirements of the Australian Quality Training Framework (AQTF) has led to an increase in work for TAFE SA lecturers.
62. The AQTF has operated since 2001. It is new administrative work, responsibility and accountability.¹⁰⁸ It represents an increase in work for TAFE SA lecturers. The quality assurance process is a necessary element of a national decentralized system where responsibility and decision making about what and how to teach the skills described in the Training Packages that now dominate is devolved to lecturers who are now in effect curriculum developers.¹⁰⁹
63. Prior to the introduction of AQTF there was little scrutiny of lecturers but since its introduction there is significantly increased accountability. All lecturers must comply with AQTF and are subjected to auditing. The AQTF has resulted in an additional and very considerable additional burden to a lecturers' workload. Creed explains:

*“As we now work in a decentralized system in which the training delivered is more customized and locally relevant, it is necessary to have a quality system that ensures standards are maintained. Before 2001, unless there was a student complaint, there was little scrutiny of what a lecturer actually taught or the results he or she awarded. **AQTF adds a very considerable administrative burden to a lecturer's workload**, although it results in me delivering a more thorough course.”*¹¹⁰ [emphasis added]

64. To comply with the AQTF and ensure that what they teach and the materials they utilise for that purpose will pass a quality audit lecturers must prepare voluminous amounts of documentation. The time and effort represents hours of work for each unit of each qualification. The documentation must meet the standards required to meet audit requirements and where there is an area of non-

¹⁰⁸ Clayton affidavit paragraph 8(f) [Exhibit A13]

¹⁰⁹ Major affidavit paragraphs 30-32 [Exhibit A9]

¹¹⁰ Creed affidavit paragraphs 43-44 [Exhibit A104]; Zajac affidavit paragraphs 43-47 [Exhibit A108]; see also McGlasson affidavit paragraph 35 [Exhibit A106] where she states: “**AQTF compliance requires a large amount of work. Being AQTF complaint means firstly doing the work to ensure that the qualification I am delivering remains compliant, and secondly doing the paperwork.**”[emphasis added]

compliance further audit processes are required.¹¹¹ By way of example, Ms McGlasson explains the steps she completed to ensure that new units she was developing were AQTF compliant

- a) *Using the Delivery and Assessment Strategy and the unpacked units from the QAG, I designed a Delivery Plan template then created a Delivery plan for each unit of competency I taught. The delivery plan is given to students at the beginning of each new unit and is a complete summary of the unit how it will be delivered and assessed. It includes a list of resources and tells students how to apply for RPL if they think they already have the skills and knowledge described in the document. Each would have taken me about 2 days to complete. These need to be updated each semester. These updates can take from 1 to 3 hours. At the end of 2008, the template was edited extensively to incorporate employability skills - the skills needed to be able to work in any job. This editing took about 2 days and was then applied to each individual unit's Delivery Plan.*
- b) *I then create an individual session plan and/or PowerPoint for each session.*
- c) *I create Assessment Activities documents that provide more information about each assessment. I also create completed assessment examples, templates for students to use and marking grids to define what I will be looking for in assessment activities.*
- d) *Maintenance of unit and course information on student share drive. PowerPoint's are saved as notes for students and made accessible to students on the student share drive. There is usually between 5 to 7 PowerPoint notes to be uploaded per unit of competency. There are also resources, readings, assessment activities and marking grids. Students often miss classes due to family commitments, illness or lack of motivation. I ensure that everything they need to meet competency is available electronically. They can access the material from campus or from home. Uploading and reviewing this information takes up to 3 hours per week.*

¹¹¹ Creed affidavit paragraphs 44-45 [Exhibit A104]; McGlasson affidavit paragraphs 35-38 [Exhibit A106]

To take a unit from Delivery and Assessment Strategy to classroom delivery takes uninterrupted thinking time. When I was developing 12 units at the beginning of 2007, I did most of this preparation after hours in my own time. Our office is open plan with about 18 lecturers and more Hourly Paid Instructors. In the office I am constantly available to other lecturers, student queries, administration issues and phone call course queries. My business hours are taken up by classroom teaching and other work commitments”¹¹²

65. The workload of lecturers is not alleviated by the existence of TAFE SA Quality Units. The Quality Units ensure compliance with standards but the work is still performed by the lecturers.¹¹³ It is the lecturers’ that provide evidence of a “*student connecting with educational delivery of a particular unit of competence.*”¹¹⁴ In her affidavit Dr Bhela says that Educational Managers have responsibility for AQTF compliance, suggesting that the compliance work was not done by lecturers. However, her evidence was different in cross examination. On each AQTF element put to her she agreed the work was performed by lecturers.¹¹⁵
66. The evidence is clear that the work is ongoing. It is not confined to periods when Training Packages are introduced or reviewed. In any event the work associated with a Training Package can take years and months to complete. The evidence of Ms Zajac for example is that work on the Business Services Training Package began in 2007 and is still not complete. Teaching under that package commenced this year.¹¹⁶

¹¹² McGlasson affidavit (Exhibit A108) at paragraph 35 and 36

¹¹³ Creed reply affidavit paragraph 11 [Exhibit A104]

¹¹⁴ Zajac reply affidavit paragraph 21 [Exhibit A104]

¹¹⁵ Transcript, Bhela page 1253, lines 14-42.

¹¹⁶ Zajac reply affidavit paragraph 22 [Exhibit A108]

G. RPL (Recognition of Prior Learning) and Workplace Assessment

67. The introduction and expansion of workplace assessments (also referred to as “on the job assessments”) have increased the complexity of the work of TAFE SA lecturers. Likewise, the introduction and expansion of Recognition of Prior Learning (RPL) has increased the complexity of the work of lecturers.¹¹⁷

68. Clayton identifies the source of the complexity and states:

“Meeting political, college and industry demands for more flexible and customised methods of assessment to determine competency, including recognition of prior learning and workplace assessment.”¹¹⁸

69. Workplace assessments were introduced in 2000 at the same time as Training Packages and have become a feature of many lecturers’ work.¹¹⁹ Workplace assessments can be the required method of assessing particular units. Creed explains:

“Over the years from 2000 Mechanical Engineering has determined that 4 units of competence must be assessed on job because it is not possible to simulate the conditions on campus. However, there is an increasing amount of on the job assessment for other units as well as to develop more flexible training and assessment methods.”¹²⁰

70. Workplace assessments and RPL are popular with employers as it is seen as a way of reducing the time a student spends away from the workplace.¹²¹

71. Workplace assessments take time per student and then there the additional time it takes to travel to the employer’s premises as well as complete the associated administrative tasks. The assessments can be hard to schedule, require a lecturer

¹¹⁷ The main AEU witnesses that give evidence on this topic are Creed, McGlasson and Zajac

¹¹⁸ Clayton affidavit paragraph 8(g) [Exhibit A13]

¹¹⁹ Creed affidavit paragraph 22 [Exhibit A104]

¹²⁰ Creed affidavit paragraph 22 [Exhibit A104]

¹²¹ Creed affidavit paragraph 23 [Exhibit A104]

to assess in a range of environments and a range of different equipment including different machinery used by the employer.¹²²

72. Workplace assessment and RPL is more difficult and takes more time than the assessment of competency that occurs in a classroom environment. Further, it must be relevant to the specific workplace which requires the lecturer to have an understanding of not just the industry but of the specific enterprise. Creed explains:

*“In an RPL application it is common to have very little knowledge about the student. **Having not seen the student in class, more time needs to be spent assessing how they approach a task and then apply the appropriate skills.** It is essential for lecturers to speak with the student's supervisor to learn more about the work processes and methods used at that workplace, as well as to question the supervisor about the types of work and activities the student has undertaken over time. **It is essential to establish if the student's work meets the standards required by that enterprise.** For example, the occupational health and safety policy or practices of an employer may explain why the student performs the skill in a particular way, in which case it is necessary to know what policies and practices are applied at the workplace before signing off to say the student is competent.*

***On the job assessment as part of RPL brings with it high levels of responsibility and different skills.** The responsibility comes from having to make judgements about a student's capacity to perform an aspect of the trade, safely, often without any or minimal teaching exposure in the classroom. The judgement is based on discrete interactions with the student, rather than the continuous interactions that apply over time when you see a student in the classroom. It often involves a level of confidentiality as the lecturer is observing what could possibly be one company's competitive advantage or it could be related to a defence project.”*¹²³ [emphasis added]

¹²² Creed affidavit paragraph 25 [Exhibit A104]; Zajac affidavit paragraph 38 [Exhibit A107]

¹²³ Creed affidavit paragraphs 26-27 [Exhibit A104]

73. RPL and workplace assessments have not been included in determining a lecturers teaching load and have been performed in addition to lecturers teaching.¹²⁴

74. There has been an increase in RPL and it is encouraged by TAFE SA.¹²⁵

75. RPL does not reduce lecturer workload as McGlasson explains:

*“RPL does not reduce lecturer workload. It is very rare that students will achieve a whole qualification through RPL. Accordingly, there is no consequent reduction in class numbers. However, it achieves a big lift in curriculum hours. RPL also adds greater complexity to a class because it results in a mix of students at different stages of the qualification.”*¹²⁶

76. Workplace assessments are conducted in addition to normal workload and targets are set for RPL requiring lecturers to do this work.¹²⁷

77. Workplace assessments are done one on one and there is input from the employer. A knowledge of the employer’s practices is required. A lecturer is exercising a high level of responsibility and skill in assessing competence in circumstances where there has not been opportunity to observe over time as occurs in a classroom. Zajac explains:

*“Workplace assessments are done on a one to one basis. I need to observe the student in the workplace and discuss the student's needs with the employer. In observing the student I would assess them in doing a particular task within the context of the specific workplace, including compliance with that workplace's procedures and policies. **I am conscious that I am certifying the student's competence. That is a substantial responsibility, given that I have not had***

¹²⁴ McGlasson affidavit paragraph 32 [Exhibit A106] states: *“I do a lot of recognition of prior learning work, as well as field visits in which I assess students. The field work is part of the qualification. **The default position adopted by my educational manager is that non classroom based activity is not contact hours for the purposes of the 18 to 24 range that applies to lecturers.**”* [emphasis added]

¹²⁵ McGlasson affidavit paragraphs 46-47 [Exhibit A106]

¹²⁶ McGlasson affidavit paragraph 48 [Exhibit A106]

¹²⁷ Zajac affidavit paragraph 32 [Exhibit A107]

*the opportunity to see the student over time as I would if they were in a class.”*¹²⁸ [emphasis added]

78. Conway, giving evidence for the employer, accepts the increase in RPL and worksite assessments when he states:

“Lecturers deliver instruction and training and conduct assessments in classrooms in the city, suburbs and country towns, in well-equipped campuses and, increasingly, in workplaces. Some teach in worksites at strange hours dictated by the timing of workers' shifts.

*Assessing and formally recognising students' prior learning and current competencies has increased considerably in recent years. It means students don't have to time-serve in a course in order to gain their qualifications and both TAFE and the students benefit from the increased efficiency of these arrangements.”*¹²⁹ [emphasis added]

¹²⁸ Zajac at affidavit paragraph 37 [Exhibit A104]

¹²⁹ Conway affidavit in response paragraphs 54-55 [Exhibit RTAFE8]

H. Reduction in Support

79. The reduction in support to TAFE SA teaching staff has contributed to the workload increases experienced by lecturers and Educational Managers. Clayton describes it as:

*“A shift to teaching delivery that is not supported by a large nonteaching administrative and professional workforce typical of the campus based institutions that have traditionally characterised TAFE colleges”*¹³⁰

80. In addition to reductions in Educational Managers referred to elsewhere in these submissions, there have been reductions in the number of non-teaching staff also. Decisions made to reduce these staff are based on the ratio of lecturers to administrative staff and consideration is not given to the nature and complexity of the programs they support. The administrative burden that flows from these reductions impacts on the work of lecturers and Educational Managers.¹³¹
81. The lack of administrative and technical support has a significant impact on lecturers and contributes to high working hours.¹³²

¹³⁰ Clayton affidavit paragraph 8(h) [Exhibit A13]

¹³¹ Hammond affidavit paragraph 26 [Exhibit A102]; Haig affidavit paragraph 18 [Exhibit A98];

¹³² Hutchinson affidavit paragraph 24 [Exhibit A111]; Pudney affidavit paragraph 17 [Exhibit A101]

I. The Risk to Workload of Retirements

82. Over the life of any award made by the Commission in these proceedings, TAFE employees face significant workload increases as a result of the age profile of its workforce. This also applies to the VET system more broadly and reflects an aging workforce and more lucrative employment opportunities that exist in industry.¹³³ However, the age profile of TAFE SA in particular poses a real and imminent risk of workload increases. According to the report titled "DFEEST Workforce Age Profile: A Workforce Planning Data Story":

- a) the median age was, as at 6 September 2007, 50 years, almost ten years older than the median age of the rest of the South Australian public sector workforce.
- b) A third of South Australia's current workforce will be approaching retirement (55 to 64 years of age within the next 10 years).
- c) Within the next 10 years 61% of DFEEST's total workforce will be of retirement age (based on the current number of [full-time equivalent staff] aged 45 and above. (at page 18).¹³⁴

83. The problem is not disputed. Ms Russell refers to:

"...an environment that has skill shortages and an ageing workforce that will retire in significant numbers over the next five to ten years" 135

"...TAFE's difficulty to attract staff in an economy that is experiencing skill shortages" 136

84. At the same time, demand for TAFE qualifications will exceed supply over the next 5 to 10 years. The review titled "Review of Skills and Workforce Development in South Australia" conducted by Dr Keating of the Economic

¹³³ Clayton affidavit paragraph 8(j) [Exhibit A13]

¹³⁴ Major reply affidavit paragraphs 48-49 and annexure JRM-11 [Exhibit A9]

¹³⁵ Russell's affidavit in support of the TAFE application [Exhibit RTAFE11] at paragraph 7 refers to and at paragraph 14 refers to:

¹³⁶ Ibid at paragraph 14.

Development Board forecasts demand for the next 10 years.¹³⁷ Dr Keating identifies the need for an additional 149,900 extra training places over the next 10 years over and above the number of training places produced by existing effort.¹³⁸ The Training and Skills Commission has recently released the first stage of a 5 year plan that contains detailed and comprehensive forecasts of the demand for qualifications for the next 5 years.¹³⁹ The Commission forecasts a need for an additional 27,000 training places in the next 5 years over and above existing effort.¹⁴⁰ As Mr Conway accepted, demand will outstrip supply, which he then identified “as the basis of our planning”.¹⁴¹ That was accepted by Mr Conway.

85. A consequence is increased workload. Major explains:

“For TAFE Act employees, the age profile of TAFE SA presents a real and imminent prospect of a workload crisis, as fewer employees are available to cover existing work and implement the skills strategy. There is also the loss of skills and experience. Further, more will be expected of those that remain.”

¹⁴²

86. The loss of skilled and experienced educators is not a situation that can easily be rectified as any new staff will need time to be developed. Pudney explains:

*“... the problem the report raises is not only the loss of personnel but also the loss of experience. Many TAFE lecturers come from non-teaching industry backgrounds. For example, in the trades area we recruit out of industry and compete with that industry for skills. However, unlike industry, we **recruit based on the skills and experience the prospective lecturer has in their area of technical specialization and then turn them into educators. The job of learning to become a teacher is a combination of technical qualifications, the experience acquired actually teaching students and the acquisition of***

¹³⁷ The Final Report is attached as EB1 to the affidavit of Elaine Bensted (R TAFE18).

¹³⁸ Page 46

¹³⁹ AEU Book of Documents (Tab 24); also Exhibit A169 and A170.

¹⁴⁰ Page 16.

¹⁴¹ Page 1197 of the transcript, line 15. See pages 1196 to 1198 of the transcript.

¹⁴² Major reply affidavit paragraph 51 and annexure JRM -12 [Exhibit A9]

teaching qualifications. That takes time. Retirements leads to a loss of skills and professional development investment, putting pressure on the remaining cohort of lecturers to carry the workload.

As a manager, it is a concern to me that more experienced lecturers and managers will leave. Over time, the numbers of managers and educational leaders in my Institute has declined appreciably. The decline has been acute in the ranks of Principal Lecturers who are the key educational leaders of our programs. As senior staff depart these responsibilities fall on less experienced managers and lecturers who must fast track their understanding and engagement in educational development, financial management and quality assurance, increasing their workloads. This is occurring at a time when the government is demanding via the Skills Strategy increased educational innovation concurrently with reduced costs. To convert and then teach a course using novel forms of delivery requires from the lecturer a very good grasp of what works well for learners.”¹⁴³
[emphasis added]

¹⁴³ Pudney affidavit paragraphs 25-26 [Exhibit A101]

J. Educational Managers

87. In 2005 TAFE SA reconfigured the number of institutes so that there were 3 Institutes being Adelaide South, Adelaide North and Regional Institutes rather than 8. This reconfiguration is commonly referred to as “Repositioning”.

88. For Educational Managers the Repositioning increased workload, and increased the complexity of their work.¹⁴⁴ Ms Hammond says:

*“Since 2000, but especially since the re-positioning, my work, as an Educational Manager B, has changed significantly. There is more of it and it is more complex. I now also work within an environment characterised by considerable uncertainty and unpredictability. The work is more stressful now than it was in 2005.”*¹⁴⁵

89. After Repositioning it became normal for Educational Managers to work across multiple sites.¹⁴⁶ Mr Haig explains the impact:

*“As a result, I went from managing just one campus at Murray Bridge to managing two campuses, being the Murray Bridge and Mt Barker campuses. Prior to the re-positioning, I had responsibility for 20 staff at the Murray Bridge campus (the number of staff at Murray Bridge has increased since then to 38). To that was added 25 staff at Mt Barker. Since then, the number of Mt Barker staff has doubled to 50.”*¹⁴⁷

90. Ms Hammond says, in response to claims made by witnesses called by the Employer that working across multiple sites is not new, that:

“After 2005 it became common for Educational Managers to work across multiple campuses, and most Educational Managers at TAFE Adelaide South do

¹⁴⁴ The three major AEU witnesses on Educational Managers are Haig (Educational Manger, TAFE SA Regional), Hammond (Educational Manager, TAFE SA Adelaide South) and Creed (Principal Lecturer, TAFE SA Adelaide North)

¹⁴⁵ Hammond affidavit paragraph 6 [Exhibit A102]

¹⁴⁶ Hammond affidavit paragraph 11 [Exhibit A102]

¹⁴⁷ Haig affidavit paragraph 7 [Exhibit A98]

just that. That was not the case before 2005. The workload of managers before 2005 is not equivalent to the workload of managers post 2005.”¹⁴⁸

91. Further, there has been a reduction in the numbers of Educational Managers since the Repositioning including a decrease of 7.3% between 2006 and 2007¹⁴⁹, which has increased the workload of those that remain. Examples of the evidence include:

“During that year [2006], the two Regional Education Manager positions at Port Lincoln and the Riverland were declared in excess. That led to a re-distribution of the work these positions performed amongst the remaining Regional Managers.”¹⁵⁰

“The next year [2007] an Educational Manager B position with Institute-wide responsibilities for student services and libraries was declared in excess. The position which had been declared in excess had responsibility for 17 staff in the student services portfolio and 20 in the libraries portfolio, which includes five libraries across all of TAFE Regional's campuses. I was asked by my manager to assume one of the two portfolios.”¹⁵¹

“There have been further changes in the Business Services Cluster. Before 2007, Business Services at TAFE South had been served by five Educational Managers Bs and two Educational Managers As. There are now no Educational Managers As and one less B in Business Services; where there had been seven managers, there are now only four.

The work that had been done by these people has been re-distributed to the remaining Educational Manager Bs. As a result, I was allocated a new program area: Retail. It was additional work, on top of what was then my workload.”¹⁵²

¹⁴⁸ Hammond reply affidavit paragraph 1 (see also affidavit paragraphs 5 and 6) [Exhibit A103]

¹⁴⁹ Major reply affidavit paragraph 145 [Exhibit A9]

¹⁵⁰ Haig affidavit paragraph 9 [Exhibit A98]

¹⁵¹ Haig affidavit paragraph 10 [Exhibit A98]

¹⁵² Hammond affidavit paragraphs 17,18 [Exhibit A102]

92. The Repositioning and reduction in numbers of Educational Managers has resulted in a significant increase in work related travel¹⁵³, increased quantity and intensity of work¹⁵⁴, increase in stress and decrease in job satisfaction¹⁵⁵. Ensuring effective communication and cooperation amongst those staff that have a single manager but are located at different sites is time consuming and complex.¹⁵⁶
93. Access to professional development and more innovative work practices has not alleviated the increase in workload and complexity. New technologies have actually contributed to an increase in workload rather than the reverse.¹⁵⁷
94. There continues to be restructuring of Educational Manager positions resulting in further Educational Managers being declared excess. Indeed, a document prepared by Mr Karapas and tendered as Exhibit A172 shows that 30 Educational Managers were excess in 2008 and 2009. The whole Educational Manager workforce amount to 154 individuals in 2008.¹⁵⁸ Accordingly, in two years DFEEST has declared 19.5% of its Educational Manager workforce excess.
95. The remaining Educational Managers and lecturers will have increased responsibilities as a consequence of the work being redistributed to them. Haig explains:

“Ms Boundy describes a restructure that took effect on 1 July 2009 at TAFE Regional. The short point is that as a result of that restructure TAFE Regional will have fewer Educational Managers because the positions of Regional Education Manager and Community Education Manager have been abolished. I have been declared excess, as have others of my colleagues. However, the work I do has not disappeared. It will be re-distributed amongst the managers

¹⁵³ Haig affidavit paragraph 16 [Exhibit A98] ; Haig reply affidavit paragraph 5 [Exhibit A99]; Hammond affidavit paragraph 14 [Exhibit A102]

¹⁵⁴ Haig affidavit paragraph 19 [Exhibit A98]

¹⁵⁵ Haig affidavit paragraph 17 [Exhibit A98]

¹⁵⁶ Hammond affidavit paragraphs 11-16 [Exhibit A102]

¹⁵⁷ Haig reply affidavit paragraph 2 [Exhibit A99]

¹⁵⁸ Major reply affidavit [Exhibit A9], attachment JRM Reply A.

*that remain, including Ms Boundy. Indeed, she says as much at paragraph 1: “As of 1 July 2009, I also take responsibility for all services related to student learning such as student services officers, learning support and learning resources centres”. The restructure represents an increase in workload for TAFE Regional Educational Managers, and is a continuation of a trend that has been occurring since TAFE Regional was created.”*¹⁵⁹

96. It is not the case as implied by witnesses giving evidence for the employer that the workload consequences of the Repositioning and decreasing number of Educational Managers are just the difference between those managers who are effective and efficient and those who are not, nor are they simply changes in work practices but increases in work complexity and workload.¹⁶⁰
97. The work of Educational Managers is also more complex given the changing nature of the work performed. TAFE lecturers’ work is more complex and diverse (i.e. more fee for service work, more RPL, more e-learning) which in turn increases the complexity of the work of the Educational Managers that manage the lecturing staff.¹⁶¹
98. In its opening, DFEEST say that no workload increases from 2004 should be considered because of the educational manager classification review in 2004. However, as the position paper tendered through Ms Russell shows the committee were deciding how to spend a sum already allocated. It was not a review of productivity increases by Educational Managers, leading to salary increases. In any event, it covered a 10 year period. However, as Mr Major says in his reply he said:

“The pay increases were not uniform, and were given for a number of reasons. The pay increases were not identified with one reason or another, all of them served to justify the rate of increase. Accordingly, it is inaccurate to say as Ms Russell does that the EM1 to EM3 levels gained significant increases of salary “in recognition of the more complex role

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¹⁵⁹ Haig reply affidavit paragraph 3 [Exhibit A99]

¹⁶⁰ Haig reply affidavit paragraphs 6-7 ; [Exhibit A98] Hammond reply affidavit paragraphs 2, 5 and 6 [Exhibit A103]

¹⁶¹ Hammond affidavit paragraph 7 [Exhibit A102]

that was required of educational managers”. Certainly, the role of a TAFE manager was re-examined and brought up to date to reflect developments in the work and expectations of managers since 1992. However, EM3s were, with EM4s, translated to the new EMB classification because many EM3s were performing functions at the same level of complexity as EM4s. That was a key reform in relation to the number of manager classifications. Whilst it is true that the old EM1 and EM2 were translated to the new EMA classification, that classification was expressed (and continues to be expressed) as EMA step 1 and EM step 2, each of which attract different rates of salary. Accordingly, while there are now 3 manager classifications, in reality there are 4.

Ms Russell also neglects to mention that another justification was that the EM1 and EM2 (now EMA step 1 and 2) rates of pay were not regarded as attractive by many Principal Lecturers and Advanced Skills Lecturers, and were operating as a disincentive for these advanced teachers to move into management. The biggest pay increase was set aside for the new EMA step 1 managers. In addition, minimum qualifications for this level were increased.”¹⁶²

99. The increase in responsibility of Educational Managers has resulted in a flow on of responsibility to lecturing staff.¹⁶³ An example is the case of Creed, Principal Lecturer of Mechanical Engineering. The impact of the Repositioning was that he became responsible for more of the functions previously performed by Educational Managers. Creed explains the outcome of the Repositioning :

Before 2006, the Institute employed an Educational Manager A and B for mechanical engineering. However, as a result of a restructure in 2006, the Educational Manager B became responsible for managing a range of educational programs, including mechanical engineering, for three campuses: Elizabeth, Port Adelaide and Regency. The Educational Manager A was

¹⁶² affidavit of John Major in reply (Exhibit A9) at paragraphs 108 and 109.

¹⁶³ Haig affidavit paragraph 21 [Exhibit A98]

*discontinued and for Regency campus I had to pick up much of the work that person had previously done.*¹⁶⁴

100. This resulted Creed having new responsibilities which corresponded to the role and function statement of an Educational Manager Level A as set out in the Award, working many more hours than before Repositioning, causing significant stress to the point he began to experience anxiety attacks.¹⁶⁵

¹⁶⁴ Creed affidavit paragraph 49 [Exhibit A104]

¹⁶⁵ Creed affidavit paragraphs 50-52 [Exhibit A104]

K. Increased Hours worked and Curriculum Hours

101. The unchallenged evidence shows that TAFE SA lecturers and Educational Managers are working very long hours, well in excess of the nominal 35 hours per week provided for in the Award, as a result of very high workloads. It is clear that the 35 hours prescribed by the Award is nominal only.¹⁶⁶

102. Mr Haig, an Educational Manager, says:

*“I regularly commence work at 8:15am and finish at 6:30pm. That is a 10.15 hour day. I take a lunch break away from my desk only about 2 or 3 times a month. Occasionally I commence work before 8:00am or work later than 7:30pm.”*¹⁶⁷

*“My typical hours of work 8:00am to 6:00pm five days per week. I try to avoid taking work home. However, despite my efforts, I still work three to four hours per week after hours at home, mainly reading reports that I am required to have knowledge of and/or comment on material that I simply haven't got time to read and reflect on during the day. I have attempted to limit the hours I work, although as a result I never seem to get on top of the work to be done. I also find that my involvement in industry is more superficial than it was in the past. In the past I had an in-depth knowledge of the industries we worked with. I now find that I am skating on thin ice and the multifaceted nature of the job I do is never ending.”*¹⁶⁸

103. The hours of work performed by Principal Lecturers are also very high.

¹⁶⁶ Transcript, Conway cross-examination page 1213, lines 36-40: “Yes, but we all know that the 35-hour week is a nominal week, but you expect lecturers to be engaged in preparation and marking to a sufficient extent to ensure that they provide their teaching in a professional way, and 35 hours is very much nominal in that - - -?---That is the case”

Dr Bhela’s evidence in cross examination that time off lieu is given for work over 35 hours should be ignored. There is not a shred of evidence from any other witness, including the Employer’s that supports her claim. She was unable to point to any award prescription that supported it. If this was a practice in TAFE one might have expected the Employer to cross examine the AEU lecturer and educational manager witnesses about it. That is something it did not do for any of them.

¹⁶⁷ Hammond at affidavit paragraph 7 [Exhibit A102]

¹⁶⁸ Haig affidavit paragraph 20 [Exhibit A98]

*“I have prepared a diary for the period Monday 2/3/09 to Friday 6/3/09. It is typical of my working week, although not every week is the same. As the diary reveals that in the week concerned I worked 47 hours a week.....”*¹⁶⁹

104. Very high hours of work are not limited to Educational Managers and Principal Lecturers. Ms Hammond, an Educational Manager said:

*“Generally all the lecturers that I manage work well in excess of 35 hours per week. Many regularly work more than 40 hours and some talk of spending whole weekends marking or completing other work. The extra hours that the lecturers perform are either on campus and or at home.”*¹⁷⁰

105. Mr Hutchinson says he typically arrives at work at 7:15 in the morning and usually leaves work at 5:00pm. He sets out a record of his working hours between 28 February 2009 to 17 March 2009. The evidence represents 2½ weeks of work. In each of those weeks Mr Hutchinson worked on every day of the weekend. On Saturday 28 February 2009 until Friday 6 March 2009 Mr Hutchinson performed 63.9 hours of work. On Saturday 7 March 2009 until Friday 13 March 2009 Mr Hutchinson performed 60.3 hours of work. On Saturday 14 March 2009 until Tuesday 17 March 2009 Mr Hutchinson performed 26½ hours of work over 4 days. The 9th of March 2009 was a public holiday yet Mr Hutchinson performed 5.8 hours of work on that day.¹⁷¹

106. Ms Zajac’s evidence was:

*“I spend at least 10 hours per day across five days working on campus. I would work an additional two hours per week at home attending to marking and other things on weekends.”*¹⁷²

107. The total hours of work of lecturers has increased including since 2006.¹⁷³ In one instance evidence was given by a lecturer regularly working in excess of 60

¹⁶⁹ Creed at affidavit paragraph 53 [Exhibit A104]

¹⁷⁰ affidavit of Anne Hammond (Exhibit A105) at paragraph 48.

¹⁷¹ Affidavit of Philip Hutchinson (Exhibit A113) at paragraph 31.

¹⁷² Zajac at affidavit paragraph 50 [Exhibit A107]

hours per week with work being performed in the evenings, on weekends and public holidays.¹⁷⁴

108. Teaching evening classes can result in lecturers being at work for up to 13 hours per day on a regular basis in addition to work being performed at home on days not taking evening classes as McGlasson explains:

“In 2007, I started work at 8.30 am, Monday to Friday. I usually finished at 5.15 pm. Once a week I had an evening class of 3 hours which finished at 9.00 pm, although I rarely got away from work until 9.30 pm. On these days, I would start at 8.30 am and work through to 9.30 pm. This pattern was the same for 2008. I am the exception, in my program areas most lecturers have two evening classes per week.

On the other days, when I did not have an evening class, I would leave work about 5.15pm and work at home for 2 to 3 hours between one and twice a week.”¹⁷⁵

109. In addition to the hours regularly worked by lecturers there are particular times during the teaching year or when particular tasks are required to be performed that result in an even greater number of hours of work being performed. McGlasson explains:

“My hours typically increased at times coinciding with the end of term and semester, when there is more marking. They rose sharply when I undertook the development work on the 12 units after I started at Gilles Plains. In one week during that period I worked a 60 hour week.”¹⁷⁶

110. Ms McGlasson says that in 2007 she started work at 8:30 in the morning and finished at 5:15pm. She said she had an evening class of 3 hours which finished at 9:00pm. This pattern of work continued until 2008. The result was 46.75 hours of work per week. However, Ms McGlasson says that when she did not

¹⁷³ Creed at affidavit paragraph 52 [Exhibit A104]

¹⁷⁴ Hutchinson at affidavit paragraph 31 [Exhibit A111]

¹⁷⁵ McGlasson at affidavit paragraphs 28-29 [Exhibit A106]

¹⁷⁶ McGlasson at affidavit paragraph 30 [Exhibit A106]

work during the evening she would work at home for between 2-3 hours once or twice a week. She is given a reduction in her teaching load of 3 hours per week in order to perform her coordination duties. However she says a reasonable estimate of the time she actually devotes to coordination is 6 hours per week.¹⁷⁷

111. Part-time lecturers work in excess of the hours for which they are engaged. For example, Kanck sets out a table in his affidavit¹⁷⁸ which shows that over a 52 week period he worked 234.25 hours in excess of the hours for which he was paid as a part-time employee. In percentage terms this equates to 32.6% more hours than the hours for which he was contracted. Mr Kanck was employed on a time fraction of 0.5 in 2008. On the weeks that he worked he normally performed more than 20 hours of work a week with the highest being 28.25 hours of work a week. The average hours were 21.63. Yet he was engaged on contracts which required 17 ½ hours of work per week, being half of 35.¹⁷⁹ Mr Kanck's workload has been consistently high. In 2006 his working hours in semester 2 ranged between 35 hours per week and 38.25 hours per week. At that time he was engaged on a time fraction 0.8, equating to 28 hours per week as a proportion of the 35

112. HPIs also work more than the hours for which they are paid. An example of the evidence on this point is:

“While my employment is based on a maximum of 15 paid hours per week I attend work for 4 days per week for at least 8 hours per day. This means I am in fact working 32 hours in total made up of 15 hours in the classroom and 17 hours in preparation and administration.”¹⁸⁰

¹⁷⁷ Ibid at paragraph 31.

¹⁷⁸ Kanck at affidavit paragraph 40 [Exhibit A110]

¹⁷⁹ Affidavit of Asbjorn Kanck (Exhibit A112) at paragraph 40.

¹⁸⁰ Wishart at affidavit paragraph 14 [Exhibit A144]

113. Further HPIs are asked to attend unpaid Professional Development meetings or in some cases are paid but a lower rate of pay than the teaching rate.¹⁸¹ In some cases they are reluctant to refuse to attend unpaid meetings as Wishart explains:

*“I could just say no, but I don't. This is partly because I am interested in learning more and want to be a constructive member of staff, but also because I feel I might be looked upon unfavourably by management if I don't attend.”*¹⁸²

114. One of the sources of high workload for lecturing staff is the drive to increase curriculum hours/teaching loads. There has been a 6.7% increase in curriculum hours from 2006 to 2007.¹⁸³

115. The teaching loads have been increased in particular program areas in some cases resulting in teaching loads of between 24 and 26 hours per week now being the norm.¹⁸⁴ Further it is now a practice for lecturers to do “relief teaching” as backfill for colleagues on leave.¹⁸⁵

116. There will also be continuing pressure on workloads as a consequence of the demand for lecturers to increase productivity at the same time as there are likely to be less lecturing staff.¹⁸⁶

117. The increase in teaching loads is also reflected in increased curriculum hours targets per lecturer. Hammond explains:

“the educational programs I manage must now produce more teaching delivery hours per equivalent full-time lecturer. In 2005, at the Noarlunga and Panaroma campuses my programs had to produce 13,200 hours per

¹⁸¹ Durkin at affidavit paragraph 9[Exhibit A147] , Stevens affidavit paragraph 14 [Exhibit A146], Wishart at affidavit paragraph 9 [Exhibit A144]

¹⁸² Wishart at affidavit paragraph 9 [Exhibit A144]

¹⁸³ Major affidavit paragraph 38 [Exhibit A8]

¹⁸⁴ Major reply affidavit paragraph 73 [Exhibit A9]

¹⁸⁵ Major reply affidavit paragraph 74[Exhibit A9]

¹⁸⁶ Major reply affidavit paragraph 75[Exhibit A9]

*equivalent full-time lecturer. Now my programs required to produce 14,400 per equivalent full-time lecturer at all campuses...”*¹⁸⁷

118. Not only have teaching hours increased but they are likely to increase further.

Maddaford explains:

*“The contact hours of lecturers has increased in ESL program. The maximum teaching hours was 18 for a full time lecturer in 2006 and this increased to 21 in 2007. Management is currently considering whether to increase teaching hours to 24 for all full time lecturers.”*¹⁸⁸

¹⁸⁷ Hammond affidavit paragraph 30 [Exhibit A102]

¹⁸⁸ Maddaford affidavit paragraph 1 [Exhibit A109]

L. The Skills Strategy

119. The State Government Policy called the “Skills Strategy” sets the agenda for TAFE SA and the South Australian Vocational Education and Training (VET) Sector more broadly. The objectives of the Skills Strategy is that by 2012 there is to be:

- a) an increase in the proportion of public funds for VET that are contestable, to 48% of funding;
- b) 25% of TAFE SA delivery to be in the workplace;
- c) a 100% increase in e-learning delivery within TAFE SA;
- d) 20% increase in recognition of prior learning with TAFESA; and
- e) a 10% decrease in the cost of delivery.¹⁸⁹

120. The Skills Strategy builds upon the significant changes that have occurred since 2000.¹⁹⁰ In relation to the increase in contestable funding, the evidence is clear that applying for this type of funding is new work and adds significantly to the workload of Educational Managers and lecturers.¹⁹¹ This additional workload is not alleviated by the inadequate support provided by TAFE SA.¹⁹² The work is performed by lecturers without a reduction in teaching load as well as Educational Managers.¹⁹³

121. Each of the objectives of the Skills Strategy will increase the workload of TAFE SA lecturers and Educational Managers. This is particularly so when considered in the context of an aging workforce. Major explains:

“For TAFE Act employees, the age profile of TAFE SA presents a real and imminent prospect of a workload crisis, as fewer employees are available to

¹⁸⁹ Major affidavit paragraphs 40-41, 51 [Exhibit A8] ; Pudney affidavit paragraph 9 [Exhibit A100]

¹⁹⁰ Haig affidavit paragraph 23 [Exhibit A98]

¹⁹¹ Hammond affidavit paragraph 31 [Exhibit A102]

¹⁹² Hammond reply affidavit paragraphs 3-4 [Exhibit A103]

¹⁹³ Pudney affidavit paragraph 12 [Exhibit A100]; Hammond affidavit paragraph 33 [Exhibit A102]

cover existing work and implement the skills strategy. There is also the loss of skills and experience. Further, more will be expected of those that remain. For example, TAFE lecturers and program managers have been at the cutting edge of new methods of teaching students. The Skills Strategy seeks to build on that work and deepen it.

122. That the Skills Strategy will increase workload is acknowledged. In its implementation plan “increased workload pressure and incapacity to implement” is rated as a high likelihood. The loss of skilled staff is also rated a high likelihood. It is clear that the Employer has already anticipated the Strategy will impose higher workloads on TAFE staff.¹⁹⁴
123. The Skills Strategy is not the only policy decision that impacts upon the workload of lecturers. For example, the announcement arising from decisions of the Council of Australian Governments (COAG) will have an impact on the work of TAFE SA employees:

“DFEEST will start work on implementing this Compact immediately with arrangements for 15-19 year olds in place by 1 July 2009 and 1 July 2010 for 20-24 year olds. In addition to this COAG announced a Task Force to undertake urgent work to examine measures to support the engagement and retention of apprentices, this work will be undertaken by July 2009. The Compact agreed to by the State and Commonwealth Governments which is for 2 years will significantly increase the availability of training for young people and will assist in our efforts to recover from the global recession. The Commonwealth has agreed to provide \$100 million funding to the States to assist in delivery of this Compact and we will work to finalise funding arrangements over the next month...”¹⁹⁵

124. The Skills Strategy is also not the only source of targets that will impact upon TAFE SA with the 2009 budget setting a target of 21,200,000 hours for 2009/2010 up from the 2008/2009 target of 18,500,000.¹⁹⁶ This in combination

¹⁹⁴ pages 5 and 6 of the Skills Strategy D: TAFE SA Network Implementation Plan. The plan is attached at JRM Reply H to the affidavit of John Major in reply (Exhibit A9)

¹⁹⁵ Major reply affidavit paragraph 42 quoting JRM-10 [Exhibit A9]

¹⁹⁶ Major reply affidavit paragraph 42 [Exhibit A9]

with Mr Conway's evidence that demand exceeding supply is the basis of TAFE planning, the large numbers of retirements identified by Ms Russell in the next 5 to 10 years and the expected growth in demand for TAFE programs identified by the Training and Skills Commission and Dr Keating's Review of Skills over the same period as that identified by Ms Russell, will undoubtedly increase the workload of those who remain and new employees.