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**REVIEW OF THE BOARD OF STUDIES,
TEACHING AND EDUCATIONAL STANDARDS
— REPORT OF THE INDEPENDENT PANEL**

APPENDIX A.

ABOUT THE REVIEW PANEL

THE REVIEW PANEL

The members of the Review Panel are Emeritus Professor Bill Loudon AM, Lisa Paul AO PSM and Dr Phil Lambert PSM.



**Chair: Bill Loudon,
University of Western Australia**

Bill Loudon AM is Emeritus Professor of Education at the University of Western Australia. He was Senior Deputy Vice-Chancellor at the University of Western Australia from 2009-2013 and Dean of Education from 2006-2008.

He chaired the Western Australian Government's Literacy and Numeracy Review Taskforce and was a member of the National Inquiry into the Teaching of Literacy. He was Chair of the Curriculum Council of Western Australia, a foundation board member of the Australian Curriculum, Assessment and Reporting Authority (ACARA) and foundation deputy chair of the Australian Institute for Teaching and School Leadership (AITSL).



**Lisa Paul,
Former Secretary,
Department of Education
and Training (Cth)**

Lisa Paul AO PSM was a Chief Executive in the Australian Public Service from 2004-2016. Her most recent role was Secretary of the Australian Government Department of Education and Training. In her role as Secretary, Lisa was the most senior education adviser in Australia. Her responsibilities spanned early childhood, school education, post-school education, international education, science, innovation and research, employment and workplace relations.



**Phil Lambert,
Adjunct Professor**

Phil Lambert PSM is Adjunct Professor in the Faculty of Education and Social Work at the University of Sydney and was previously the General Manager, Curriculum at ACARA, leading the development of Australia's first national curriculum. Phil has extensive experience in education as a principal, inspector, policy director, Assistant Director-General and Regional Director and has also overseen a number of major policy initiatives in NSW in early childhood, primary education, rural education and Aboriginal education. He has recently provided expert curriculum advice to Japan and Korea, is currently providing leadership and expert advice in national curriculum reform initiatives in Brazil and the Kingdom of Saudi Arabia, and has been appointed as curriculum expert to the OECD Education 2030 Framework Project.

APPENDIX B.

TERMS OF REFERENCE

REVIEW OF THE NSW BOARD OF STUDIES, TEACHING AND EDUCATIONAL STANDARDS (BOSTES) – MODERNISING THE EDUCATIONAL ARCHITECTURE OF NSW

RATIONALE

The last 5 years of evidence-based reform in NSW has laid the foundation for a high-performing education system which will improve student results. The key to achieving this goal is ensuring excellence in quality teaching, a focus on literacy & numeracy in the early years of school, needs-based funding reform and greater school authority in the public school system. From this strong base it is now timely to ensure the State's educational architecture complements recent reform and will drive continued improvements in student results.

NSW schools are increasingly influenced by the changing national and international environment for education. Recent years have seen not only the advent of annual national assessment (NAPLAN) but also Australian curriculum and the development of national teaching standards. Australian schools are now being judged by international standards as measured by student performance on international assessments in literacy, numeracy and science. Throughout the world schools and those responsible for them are addressing the rapid impact of new forms of information and communication technology on the nature of teaching, learning, and assessment. At the same time they are required to ensure that contemporary school organisation and practices reflect the needs and growing expectations of communities and governments.

Since 2008 Australia has been creating a new national architecture for schools through the establishment, by common agreement of Commonwealth and State/Territory governments, of new bodies for curriculum and assessment (ACARA), teacher quality and standards (AITSL) and educational information technology (ESA).

So too, NSW needs to ensure that the state's educational architecture best meets the present and future needs of NSW schools and all those with a stake in them. In particular, the state needs to operate with structures that are based on contemporary governance principles and standards, especially for government instrumentalities such as statutory boards and advisory committees. A major step was taken by the NSW government in 2013 by (i) bringing together in a single authority (BOSTES) the integral responsibilities for curriculum, assessment and teaching, as well as the registration of all schools, government and non-government; and (ii) creating an authority with responsibility for educational standards.

BACKGROUND

The NSW BOSTES was established in 2013, essentially by amalgamating the functions and structures of the previous Board of Studies (established in 1990) and the Institute of Teachers (established in 2004). It is responsible to the Minister for specific functions under the NSW Education Act (Section 6), the BOSTES ACT 2013 (Section 6) and the Teacher Accreditation Act 2004 (section 7). For all government and non-government schools, these functions cover school curriculum and assessment, the operation of NAPLAN, credentialing of the HSC, accreditation of teachers and teacher education courses, registration of schools.

To meet the challenges of the future, the BOSTES needs to build on its successful work to date. The BOSTES is a NSW Government educational body. It is charged with developing, applying and, in certain cases, monitoring standards in a way that improves student learning while maintaining flexibility across the education sector. All NSW schools depend on the BOSTES for their licence to operate (registration), all students depend on it for the curriculum they will be taught, the assessment they will undertake and the credentials they will receive, and all teachers will depend on it for their licence to teach in NSW (accreditation). It is crucial therefore that the BOSTES objectives, role, scope, functions, structures and processes are appropriate to meeting emerging challenges.

TERMS OF REFERENCE

The Minister for Education has commissioned a review of BOSTES to ensure its current role, membership, functions and structure continue to best serve the community of NSW into the future by setting high and consistent education standards, building the best quality teaching and associated workforce, and improving outcomes for all students.

The Review will consult, consider and advise the Minister on:

1. The objectives, role, functions and responsibilities of the Board.

2. The most appropriate governance arrangements for BOSTES including:
 - a. the constitution and membership of the Board;
 - b. the functions of the members of the Board;
 - c. Board committees and related structures (e.g. Quality Teaching Council);
 - d. the regulatory responsibilities in relation to schools and teachers;
 - e. BOSTES consultative arrangements.
3. The nature and scope of the BOSTES role and functions in establishing, promoting, monitoring and assuring rigorous regulatory requirements for schools and teachers and the processes for dealing with failure to meet regulatory requirements.
4. The optimum processes for formulating and assuring high educational standards for curriculum, for assessment, for schools, and for the accreditation of teachers.
5. The most appropriate organisational structure for supporting the functions of the Board.
6. The implementation of recommendations including identifying legislative or other necessary changes.
7. Any other matters considered relevant to achieving the outcomes of the Review.

REVIEW PANEL

The review will be undertaken by an expert panel appointed by the Minister. The members of the Review Panel are:

- Chair: Emeritus Professor Bill Loudon AM, Emeritus Professor of Education at The University of Western Australia, formerly Senior Deputy Vice Chancellor at The University of Western Australia.
- Lisa Paul AO PSM, former Secretary of the Australian Department of Education and Training.
- Dr Phil Lambert PSM, former General Manager, Curriculum ACARA and Regional Director, Sydney NSW Department of Education.

REVIEW PROCESS

In undertaking the review it is expected that the Review Panel will consult widely with those involved in schooling in NSW and other parties interested in contributing to the review, including employers, business, industry and higher education providers, and with the BOSTES.

The review should consider any functions that are, or should be: undertaken by any other organisations; not undertaken at all; undertaken by the BOSTES where they are not currently - to achieve maximum efficiency and effectiveness and remove duplication and overlap. This includes both state (e.g. DoE, CEC and AIS) and national (ACARA, AITSL, ESA) organisations, as well as universities, initial teacher education providers, and other relevant bodies. It should also consider the cost effectiveness of current and potential future responsibilities and services.

The deliverables of the review to the Minister are:

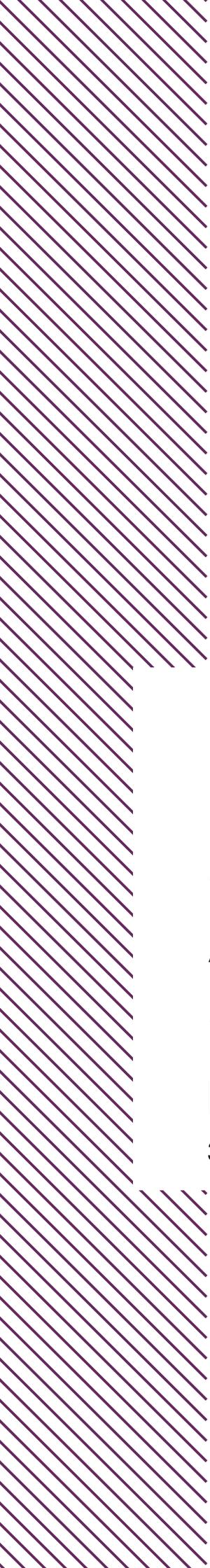
1. A report addressing the issues for consideration in this review and any other matters deemed relevant.
2. The recommendations of the Review Panel.
3. A schematic representation and/or description of the roles and functions of the various entities and agencies which impact on educational standards in NSW.
4. The proposed organisation structure chart for the BOSTES.
5. A summary of any significant legislative changes required to implement the recommendations.
6. An analysis of submissions received.

The Review Panel will be supported by a secretariat provided by the Department of Education through staff appointed or seconded on a full-time or part-time basis, for the purpose of the review. The services of the Department in relation to legal and other advice will also be available to the Panel.

It is anticipated that the Panel will commence the review in early March 2016 with its report to be provided to the Minister by the end of June 2016.

APPENDIX C.

ISSUES PAPER



REVIEW OF THE NSW BOARD OF STUDIES, TEACHING AND EDUCATIONAL STANDARDS

ISSUES PAPER

31 MARCH 2016

Introduction

The Board of Studies, Teaching and Educational Standards (BOSTES) is responsible for school curriculum, assessment, and teaching and regulatory standards in NSW schools.

BOSTES was established on 1 January 2014 following the passage of the *Board of Studies, Teaching and Educational Standards Act 2013* (the BOSTES Act). It is responsible to the NSW Minister for Education for specific functions under the BOSTES Act, the *Education Act 1990* and the *Teacher Accreditation Act 2004*.

BOSTES essentially amalgamated the functions of the former Board of Studies and the Institute of Teachers. The former Board of Studies was established in 1990 to provide educational leadership through the development of policies, programs and practices in school curriculum, assessment, registration and accreditation. The former Institute of Teachers was established in 2004 to set and monitor quality teaching standards in NSW schools.

Overview of BOSTES functions

Curriculum and assessment: BOSTES develops curriculum and curriculum support materials that articulate NSW educational standards at each stage of learning from Kindergarten to Year 12. BOSTES is responsible for developing NSW syllabuses. When appropriate, this incorporates the Australian Curriculum.

BOSTES develops resources and provides guidance and support for teachers undertaking assessment of the educational standard of NSW students from Kindergarten to Year 12.

Examinations and credentials: BOSTES develops and delivers Higher School Certificate examinations and awards the Higher School Certificate. BOSTES also awards the Record of School Achievement to eligible students who leave school prior to completing the Higher School Certificate.

BOSTES is responsible for the implementation and administration of the National Assessment Program – Literacy and Numeracy (NAPLAN) tests in NSW. BOSTES is also responsible for administering the Australian Music Examinations Board (NSW).

Teaching quality: BOSTES is responsible for implementing and overseeing teacher accreditation processes against whole-of-career Australian Professional Standards for Teachers and the accreditation of NSW teachers against those standards. Early childhood teachers and teachers qualified pre-2004 will be brought under the *Teacher Accreditation Act* later in 2016 and 2018 respectively.

BOSTES ensures the quality of initial teacher education programs offered by providers against the Australian Professional Standards for Teachers. It supports professional learning for beginning, returning and continuing teachers based on professional standards.

BOSTES also coordinates the implementation of the NSW Government's *Great Teaching, Inspired Learning: A Blueprint for Action* across all NSW schools.

School registration and accreditation:

BOSTES develops and implements school registration standards. This includes registration of non-government schools seeking to operate in NSW and accreditation of non-government schools to present candidates for the Record of School Achievement and Higher School Certificate. BOSTES is responsible for providing advice to the Minister on the compliance by NSW government schools with requirements similar to those required for the registration of non-government schools.

BOSTES approves schools to deliver courses to overseas students and administers the home schooling program under delegation from the Minister.

Information about the **membership of the Board and its committees** can be found in the Appendix.

About the review

The NSW Minister for Education commissioned the review to ensure the current role, functions, structure and membership of BOSTES continue to best serve the community of NSW into the future by setting high and consistent education standards, building the best quality teaching and associated workforce, and improving outcomes for all students.

An expert Review Panel has been established to consult, consider and advise the Minister on the roles and responsibilities of the Board, including the most appropriate governance and organisational arrangements to support the functions of the Board.

The Review Panel will also consult, consider and advise the Minister on the nature and scope of the role of BOSTES in establishing and monitoring regulatory requirements for schools and teachers; and optimum processes for assuring high standards for curriculum, assessment, schools and for the accreditation of teachers.

More information about the review, including the full terms of reference, can be found at <http://bostesreview.nsw.edu.au/>.

Areas for discussion

The Review Panel has identified a number of areas for discussion based on the terms of reference to help guide the preparation of comments and submissions to the review.

The areas for discussion have been split into four high level questions:

- 1. Have the opportunities of the amalgamation been fully realised?**
- 2. Are roles and responsibilities clear and appropriate?**
- 3. Are processes and practices as effective and efficient as possible?**
- 4. Are effective governance arrangements in place?**

Specific issues for consideration have been developed under each of these high level questions and are set out below. Detail about how to contribute to the review can be found on page 6.

1. Have the opportunities of the amalgamation been fully realised?

BOSTES is unique by national and international standards. It aims to cultivate and leverage the interrelationships between the educational pillars of curriculum, teaching, assessment and educational regulation in a way that drives higher quality teaching and improves the educational standards of NSW students.

In introducing the Board of Studies, Teaching and Educational Standards Bill 2013 to Parliament, the Minister for Education noted that the distinctiveness and policy power of the new body would come from bringing together these educational cornerstones. He argued that curriculum, teaching, assessment and educational regulation should not exist in isolation from each other; rather, the data and experience associated with each has relevance and bearing on the other.

In bringing together these cornerstones, the Government sought to create a single authority with accountability for driving improvements. The intention was to put teacher quality and educational standards at the heart of the NSW education landscape to improve student learning.

In responding to this question, comments are sought on whether:

- BOSTES has a clear mission and strategic focus to achieve the objectives sought by government*
- there are further synergies arising from the amalgamation that remain to be achieved*
- there are barriers to realising the full extent of these opportunities*
- there are further opportunities BOSTES could take to leverage high standards in education*

2. Are roles and responsibilities clear and appropriate?

The Board of Studies and the Institute of Teachers were national leaders in the development of curriculum, assessment and teaching standards. Since these bodies were established, however, the educational landscape has changed significantly.

There has been an increased focus, for example, on national consistency in curriculum, assessment and teaching standards. While the national education architecture has not overtaken the roles and responsibilities that rightly rest with states and territories, the changed national environment does mean that the context within which BOSTES now operates is very different from that of the Board of Studies and the Institute of Teachers.

So too at the State level, where a stronger focus on teaching quality and educational standards means the school sectors, BOSTES and other education stakeholders are all involved, to a lesser or greater degree, in school standards, teacher accreditation and related activities such as professional learning.

In responding to this question, comments are sought on whether:

- *there are areas of duplication or overlap*
- *there are areas of blurred responsibility which affect the achievement of high standards in NSW*
- *any areas of effort should be revisited given changes to the context in which BOSTES operates*

3. Are processes and practices as effective and efficient as possible?

BOSTES has comprehensive processes in place to support the implementation of curriculum, assessment, teaching and educational standards. It works collaboratively with the school sectors, key educational stakeholders, universities, teacher educators and other professional groups and the broader community.

This approach has contributed to community confidence in the NSW education system. But today's education environment is placing new demands on schools and teachers; and the expectations of parents and students are changing.

The nature and pace of syllabus development is being affected by increasing access to digital resources and the evolution of the Australian Curriculum. In addition to syllabus material and resources, there is increasing recognition of the importance of supporting teachers in classroom assessment to improve student outcomes.

Changes to the regulatory environment require effective processes and appropriate powers to ensure high standards are maintained. The extension of the teacher accreditation process to all teachers, including in the early childhood education sector, will place significant demands on existing structures and practices. An expanded role in school regulation combined with an increased focus on quality, requires an approach that appropriately manages risk and balances compliance with setting and monitoring standards.

In responding to this question, comments are sought on whether:

- *business process opportunities have been fully explored following the amalgamation*
- *there are opportunities to improve the curriculum development and assessment processes*
- *changes are needed to teacher accreditation processes to effectively manage an expanded system*
- *changes are required to BOSTES school registration and accreditation processes to ensure high standards*

4. Are effective governance arrangements in place?

Given its responsibilities, BOSTES governance arrangements need to support the involvement and collaboration of the school sectors, teachers and wider education community in the delivery of high standards that meet the needs of students.

Effective governance is critical to the performance of all public sector entities and the capacity of those agencies to look forward, with a strategic focus and ability to adapt to a changing world. Good governance necessarily involves the establishment of fit-for-purpose structures, frameworks and processes to achieve expected outcomes, consistent with legal and policy requirements.¹

The passing of the BOSTES Act left the constitution and membership of the Board largely unchanged from that of the Board of Studies. The Institute of Teachers' Board of Governance was replaced in its functions by the new Board. The Institute's Quality Teaching Council was maintained in its previous form and with its previous charter. During its first year of operation, the role of the President expanded to take on the functions of chief executive.

While the BOSTES Act provides the Board with responsibility for reporting on matters relating to BOSTES functions, it does not prescribe any management and control responsibilities over the agency.

The broad scope of the Board is matched by a large number of standing committees, the structure of which reflects the previous committees operating under the former Board of Studies and the Quality Teaching Council. Some committees are statutory in nature, some exercise functions delegated by the Board, while others serve as advisory bodies.

In responding to this question, comments are sought on whether:

- *the Board and committee structure are fit for purpose*
- *the governance arrangements give appropriate attention to the full range of functions of BOSTES*
- *the appropriate management structures are in place to support the functions of the agency*

¹ Australian National Audit Office, Best Practice Guide to Public Sector Governance (June 2014)

How to contribute

The Review Panel welcomes responses to this Issues Paper from those involved in schooling in NSW and other parties interested in contributing to the review.

Respondents may wish to address all four high level questions or only those questions that are of particular relevance or interest.

Written submissions (attached as a Word file or PDF) should be sent to bostes.review@det.nsw.edu.au. Please mark your submission "confidential" if you do not want it to be published.

The Review Panel will accept submissions until midnight, **Thursday 21 April 2016**.

Appendix

Membership of the Board

Under the BOSTES Act, the Board consists of the President, three members nominated by the Secretary of the Department of Education and 19 representative members appointed by the Minister.

The membership of the Board is prescribed in the BOSTES Act (see <http://www.boardofstudies.nsw.edu.au/about/boardmembers.html> for the current members of the Board). Members are appointed for up to three years but are eligible for reappointment.

The office of the President is a statutory, full-time office. The President is appointed by the Governor for up to five years, with eligibility for reappointment. The functions of the President are to preside over meetings of the Board and to oversee the functions of the Board in accordance with the Board's directions. Through the *Government Sector Employment Act 2013*, the President is also the head of the agency.

Committees of the Board

The BOSTES Act provides the Board with the power to establish committees, with the approval of the Minister, to assist it in the exercise of its functions.

The Quality Teaching Council is established under the *Teacher Accreditation Act 2004* and advises the Board in relation to its functions under that Act. The Quality Teaching Council consists of the President of BOSTES (chair), 11 elected members who are teachers and 11 members appointed by the Minister (see <http://www.nswteachers.nsw.edu.au/about-us/quality-teaching-council-qtc/council-members/> for the current members of the Quality Teaching Council).

Other standing committees report to the Board directly or via the Quality Teaching Council. Information about these committees is available in the BOSTES 2014-15 Annual Report (see <https://www.boardofstudies.nsw.edu.au/about/annual-report.html>).

APPENDIX D.

REPORT ON STAKEHOLDER CONSULTATION



REVIEW OF THE BOARD OF STUDIES, TEACHING AND EDUCATIONAL STANDARDS

**REPORT ON
STAKEHOLDER CONSULTATION**

Overview

On 10 March 2016, the NSW Minister for Education announced a review of the Board of Studies, Teaching and Educational Standards (BOSTES) to be undertaken by an independent Review Panel, to ensure its current role, functions, structure and membership continue to best serve the community of New South into the future.

A wide range of views were received through the consultation process reflecting the varied perspectives across the education landscape. This report outlines common and notable themes from the consultation period.

Key dates	
Minister for Education announces the review	10 March 2016
Invitation for written submissions released	18 March 2016
Stakeholder meetings commenced	22 March 2016
Issues paper released	31 March 2016
Written submissions closed	21 April 2016
Online survey for principals, teachers, parents and students released	26 April 2016
Online survey closed	5 May 2016
Final report due to the Minister for Education	30 June 2016

Face-to-face meetings

The Review Panel conducted face-to-face and telephone consultations with a wide range of stakeholders. There were approximately 70 meetings, comprising more than 100 individuals, including peak bodies, key stakeholders and members of the Board and Quality Teaching Council. The list of stakeholder consultations is at Attachment 1.

Written submissions

The Review Panel received 43 submissions from organisations, representative bodies, stakeholder groups and individuals. The list of written submissions is at Attachment 2.

Online survey

An online survey was developed to provide principals, teachers, parents and students with an opportunity to contribute their views in addition to the written submission process. The survey was distributed through a variety of channels and 4,722 responses were received. In addition, 47 follow-up telephone interviews were held with principals and teachers who responded to the survey. The survey and follow up interviews were managed under contract by the Nous Group, with all responses de-identified.

Online survey responses	
Teachers	2,417
Principals	576
Parents	1,522
Students (senior secondary and recent school leavers)	207
Total	4,722

Opportunities of the amalgamation

On the whole, the majority consulted were of the view that bringing together the functions of the former Institute of Teachers and former Board of Studies provided opportunities for New South Wales, though there were mixed views on whether the outcomes to date were entirely positive.

A number of stakeholders noted that the amalgamation brought together two organisations with very different approaches. Some stakeholders described the amalgamation as a ‘takeover’, with the Institute of Teachers subsumed into the Board of Studies apparatus. These stakeholders considered that the amalgamation was destabilising to New South Wales’ teaching quality agenda and led to a slowing of the pace of reform. Others were of the view that the influence of the Board of Studies had been a positive one, with the processes of the former Institute of Teachers now streamlined and improved.

For many stakeholders, however, visible changes as a result of the amalgamation were minimal and there was a strong sense that the two organisations haven’t really been integrated. One stakeholder commented that BOSTES reflects the amalgamation, but not integration of the two former organisations. Many stakeholders raised that the former Institute of Teachers website is still used, and a number of documents retain the Institute’s logo.

Stakeholders noted that the current legislation reflects the legacy of the two former bodies, with a few suggesting there would be merit in folding the *Education Act 1990*, the *Board of Studies, Teaching and Educational Standards Act 2013* and the *Teacher Accreditation Act 2004* into a single piece of legislation.

There was general praise for the current leadership of BOSTES. In saying this, a number of stakeholders identified that the organisation needs a clearer sense of purpose, which should be well articulated to the broader education community. Teachers raised that while it is easier having one organisation to go to, roles and responsibilities within BOSTES are sometimes unclear.

A few stakeholders proposed that the remit of BOSTES be expanded to include some regulatory functions and other activities currently undertaken by the NSW Department of Education. This included regulation of early childhood education and care, out of school hours care and higher education, as well as the functions associated with the Centre for Education Statistics and Evaluation and the activities related to the School Measurement, Assessment and Reporting Toolkit.

A number of stakeholders expressed a view that BOSTES could better utilise the extensive data and information at its disposal following the amalgamation to better inform policy on education standards.

Curriculum

The consultation process identified that stakeholders were broadly confident in the quality and adaptability of the curriculum. The majority (74%) of principals who responded to the online survey felt the syllabuses enabled teachers to adapt their teaching and learning according to the needs, interests and abilities of their students. This was echoed by 60% of teachers.

More than half of the online survey parent respondents (54%) suggested their child/children found what they were taught in schools relevant (21% did not), and 74% of student respondents found their subjects relevant (while only 9% did not).

Stakeholders did identify a number of areas for improvement. This included the need for clearer review processes, clarity around mandatory requirements relating to syllabus implementation, better support for teachers, and greater articulation of national and state roles. These issues are explored below.

Review and revision

Some 53% of teachers and 63% of principals who completed the online survey felt the syllabuses were up to date and relevant. Just over half of the students surveyed (52%) agreed the curriculum was up to date and responsive to changes in

society (whereas 17% did not). Just under half of the parents who responded (49%) thought that what their child/children was taught was up to date and responsive (with 24% saying it was not).

These overall positive reflections were less apparent in face-to-face stakeholder discussions and written submissions, where concerns were raised about the timeframe for syllabus development and review.

It seems the concerns with currency may be more apparent in some areas of the curriculum than in others. Particular syllabuses mentioned include Stage 6 Mathematics, Extension 1 and 2, Personal Development, Health and Physical Education (PDHPE) and Technologies. Specifically, the Technologies curriculum was repeatedly mentioned with one teacher commenting in the online survey *“many Technology syllabuses are dated. Some over 10 years without review.”*

A number of teachers and principals who completed the online survey commented on the need for 21st century learners to be reflected in curriculum. This sentiment was echoed by parents and students. One parent commented *“clearly things are changing ever-increasingly rapidly due to technology. The curriculum needs to be fluid and try to foresee trends to best prepare our children.”* One recent school leaver suggested, *“coding, entrepreneurship, start-ups, technology need to be taught to all in a more formal way”.*

Stakeholders commented in meetings and in written submissions that there is a need for BOSTES to reconsider its approach to curriculum review. Calls for formal review cycles to make both minor and more significant changes were made, particularly when technological change is a factor.

Clearer requirements

More than half the teachers surveyed (55%) believed that the syllabuses did not allow them time to delve deeply into subject matter (with 28% expressing they did). One key stakeholder group suggested that concerns around the curriculum being too crowded were the result of teachers believing they needed to cover more content than is actually mandated.

Teachers commented that there is confusion about mandatory requirements and conflicting advice from BOSTES as to what must be included and what wasn't mandatory. One teacher noted in the online survey *“the amount of mandatory content makes it incredibly difficult to cover anything in a deep and meaningful way”* and a principal

questioned *“why should year 7 students be hit with so much mandatory curriculum?”*

Better support for teachers

Calls for more support for teachers implementing the curriculum were prevalent throughout the consultation process. While some aspects of this are the responsibility of school sectors, a number of suggestions were made specifically about the role BOSTES undertakes.

Suggestions ranged from improved support directly to schools provided by Board Inspectors and BOSTES Liaison Officers, to professional learning and in-class support materials. The lack of primary inspectors was specifically highlighted as an issue of concern.

It was not just the number of staff available to support teachers that was mentioned, but also the need for these staff to be experts in their field. One stakeholder group was concerned that often inspectors work across multiple curriculum areas, which they felt diluted their knowledge.

National and state roles

A number of stakeholders were of the view that the Australian Curriculum does not provide the level of detail NSW teachers are used to. These stakeholders supported the approach that BOSTES currently takes to reviewing and contextualising the national curriculum.

Other stakeholders questioned the value of the current NSW approach, particularly the resourcing required to review and re-work the Australian Curriculum given the role the State already plays in development at the national level. Stakeholders called this process “duplicative” and were of the view that BOSTES resources could better be spent on supporting teachers. Some stakeholders questioned the need for current levels of specificity in NSW syllabuses, suggesting that this diminished teacher expertise and professionalism.

Vocational education

A number of stakeholders were of the view that meeting both BOSTES and Australian Skills Quality Authority (ASQA) curriculum requirements is challenging for schools and providers of vocational education and training (VET). These stakeholders suggested that stronger engagement between BOSTES, schools and providers of VET would lead to improved quality of VET, skills, career advice and job outcomes for students.

Assessment

Changes to the Higher School Certificate (HSC) are being considered in a separate process and were thus not addressed in the Review. In general, the majority of stakeholders consulted were of the view that the HSC is a rigorous and highly respected exit credential.

The majority of students (76%) and parents (58%) who responded to the online survey reported that they understand the BOSTES requirements relating to the HSC. Some 65% of students and 41% of parents felt that the HSC processes were clearly communicated by BOSTES and easy to understand.

More broadly, a number of stakeholders suggested that BOSTES needs to adopt a greater focus on assessment, particularly formative assessment and its role in improving student achievement. Many supported BOSTES developing enhanced resources to support in-school assessment. In particular, stakeholders suggested that the Assessment Resource Centre should be updated to increase the currency and scope of sample assessments.

HSC disability adjustments

A number of stakeholders raised concerns with BOSTES policies and procedures in relation to disability adjustments for the Higher School Certificate.

Many of these stakeholders suggested that there was a lack of consistency and transparency in BOSTES decision making on HSC disability adjustments. One stakeholder stressed that *“inequities seem to be particularly pronounced in the case of parents whose first language is not English, who are low-SES or poorly educated...”*

It was proposed that better training of BOSTES staff and people assisting in HSC disability adjustment provision is necessary, particularly to ensure compliance with disability discrimination legislation.

Some stakeholders also raised that disability adjustments should be personalised to the needs of the student. These stakeholders also proposed that the provisions should be updated with advances in technology and permit, for example, the use of keyboards over scribes.

School registration

There was a general view from stakeholders that the approach of BOSTES to school registration is administratively burdensome. The process was described by one stakeholder as *“trivial, rigid, bureaucratic and time-wasting paper audits and non-constructive registration procedures.”*

Some stakeholders raised that school registration was previously a rigorous process; where achieving registration renewal from the Board was a cause for celebration. For many, the focus is now on minimum compliance with prescriptive measures, not on educational outcomes.

One school reported that it had uploaded 600 documents in its recent renewal of registration, with another school principal describing school registration as requiring *“a draining amount of paperwork and documentation”*.

A number of suggestions were made about how the burden on schools could be reduced. It was proposed that schools with a proven track record could have a less extensive registration process with more intensive processes at less frequent intervals. It was also proposed that optional levels of higher level registration could be developed, similar to teacher registration.

A number of stakeholders proposed BOSTES adopt a risk-based approach to registration. Suggestions included:

- low-performing schools should be targeted for improvement and stronger registration procedures
- a ‘spot check’ approach for school inspections should be introduced, with little advance notice to the school

- triggers for a review should be related to areas that constituted an escalated risk, such as turnover of leadership, reported decline in enrolments over a certain percentage, change in performance trajectory, etc.

There were varying views about the role of BOSTES and its school registration process in supporting a school's improvement agenda. Some schools commented that previously they received feedback from BOSTES on areas where they could improve, which would guide the school council, but this is no longer the case. Others maintained that school registration is a regulatory compliance function whereas school improvement and best practice is an employer responsibility. The majority (55%) of principals who responded to the online survey reported using the school registration process to focus on school improvement.

Stakeholders generally viewed BOSTES responsibility for providing advice on the compliance by NSW government schools with registration requirements as a positive move.

Home schooling

The majority of stakeholders who commented on the role of BOSTES in home schooling were critical of current processes, suggesting that BOSTES had an inflexible 'box-ticking' approach to compliance.

Parents also perceive that the nature of the inspection depended on the authorised person. One remarked that *"consistency should be key between BOSTES employees, so that every home-schooling interview/meeting is consistent with the next, instead of different agents delivering different information to different families and asking for different standards to be met."*

Parents expressed a general view that the approach in other jurisdictions provides a potential model for improvement. One parent commented *"Everyone I know that home schools wishes they lived in Victoria. There are just too many boxes to check in NSW and it means a lot of parents unfortunately choose to not engage with the registration process."*

Teaching quality

Accreditation

The consultation generated a large number of responses on the role of BOSTES in teacher accreditation. Stakeholders expressed strong support for the NSW requirement that all teachers be accredited in accordance with the Australian Professional Standards for Teachers, which was considered positive for NSW education and the overall standard of the profession.

Overall, the vast majority expressed concern about the capacity of current processes to manage the influx of pre-2004 teachers into the teacher accreditation system. There was an overwhelming view that processes for teacher accreditation are cumbersome, a source of frustration for teachers, principals and peak bodies, and in need of simplification.

Both teachers and principals raised that that using the online portal, particularly the process for uploading evidence, is "clunky", which adds to the overall sense of frustration. Only 21% of teachers who responded to the online survey agreed that the process for submitting material to BOSTES relating to their application was straightforward.

Less than one third (30%) of teachers who responded to the survey agreed that the process for accreditation is clearly communicated and easy to understand. Many teachers and principals expressed a desire for BOSTES to provide better evidence guides and exemplars to enable a better understanding of what the expected level is at each Standard.

Some stakeholders acknowledged that the needs of employers and the role of the teacher accreditation authorities (TAAs) have contributed to this complexity and confusion. A number of stakeholders in the independent school sector were of the view that the paperwork for accreditation as a TAA is extensive. Other stakeholders noted there was some confusion about the role of the TAA in revoking or suspending a teacher's accreditation.

There were mixed views from discussions, submissions and survey responses about the benefits of teacher accreditation.

During face-to-face stakeholder discussions, some principals commented that the accreditation

process is a good prompt to discuss career progress and professional learning with teachers, and the Standards can be particularly useful when having difficult conversations with teachers.

Only 37% of teachers reported in the online survey that the accreditation process enables them to deeply engage with their professional learning. However, this view varied according to the accreditation level, with teachers accredited at Highly Accomplished and Lead more likely to consider that the accreditation process was valuable and leads teachers to engage with their professional learning, than those at Proficient level.

There was general concern about the consistency of judgement across TAAs and a view that BOSTES could provide greater support for TAAs to assist in decision making. Contributors proposed a number of modifications to the existing TAA model, including:

- accreditation at Proficient Teacher should be conducted by BOSTES
- TAAs should make the final decision regarding the accreditation of teachers at Proficient
- independent teacher accreditors, instead of Principals, should be employed as TAAs
- Principals should be authorised to delegate the TAA power to school executives.

A number of stakeholders also commented on the development of state and national resources for the national standards. It was raised that while BOSTES has put a great deal of energy into developing NSW specific resources, the large amount of information to support teachers and principals in teacher accreditation is developed by multiple authorities (namely BOSTES, employers and AITSL) and is not always consistent, leading to confusion in schools.

This also led to comments about the appropriate relationship between BOSTES and the Australian Institute of Teaching and School Leadership (AITSL). A range of contradictory views were expressed on this issue, for example:

- BOSTES should defer to AITSL
- AITSL's intrusive role in NSW teacher accreditation should be diminished
- BOSTES should cease producing duplicative NSW versions of AITSL resources.

Those involved in the early childhood education and care sector were of the view that the

accreditation model (particularly the use of TAAs) and evidence guide for early childhood teachers should be different from the schooling sector. There was a general concern expressed by these stakeholders as to the capacity and expertise within BOSTES to support teacher accreditation in the early childhood context.

A number of stakeholders raised that the processes for accreditation at the higher levels involves a significant amount of paperwork which can discourage teachers from seeking accreditation. Stakeholders expressed a general desire for BOSTES to support teachers seeking accreditation at the higher levels, particularly providing exemplar models for Highly Accomplished and Lead Teachers.

It was also suggested that BOSTES should move to recognise the Australian Professional Standard for Principals, for the future development and accreditation procedures for principals in New South Wales.

Recognition of professional learning

BOSTES processes for recognising professional learning were raised from the perspectives of both providers of professional development and teachers undertaking professional learning.

The process to receive BOSTES endorsement to deliver registered professional development to teachers was considered to be lengthy by schools, associations and other peak bodies that provide professional learning. This was reflected in the online survey, with only 34% of principals agreeing that the process for registering school-based professional development is efficient.

Stakeholders expressed concern that there is not enough professional development available, particularly at the higher levels. Less than half (43%) of principals who responded to the online survey agreed that there is a sufficient number of recognised professional development courses available. The early childhood sector was also concerned that there may not be enough courses available for teachers in their sector.

The process to log the requisite 100 hours for maintenance of accreditation was considered to be time consuming for both providers and teachers, with a request for a *“more user friendly website”*. Teachers expressed frustration at the lack of communication between BOSTES and the Department of Education systems, with government school teachers required to *“double handle the processes of identifying, recording and*

registering PD.” One accredited teacher queried “*Why does MyPL (DoE) and BOSTES not ‘talk’ to each other? Why can’t I print off myPL summary and send to BOSTES to be added?*”

Suggestions for improving the process included the introduction of trust measures to reduce the onerous nature of logging hours. For example, rather than a TAA sighting and endorsing every professional development course a teacher completes, an audit or accountability process could suffice.

Some stakeholders sought clarification on the appropriate role of BOSTES as both a provider, and approver, of professional development.

Initial teacher education

Overall, a rigorous approach to the accreditation of initial teacher education was viewed as positive for NSW education standards and the teaching profession as a whole.

Some stakeholders expressed a general desire to better define and resource the regulatory role of BOSTES in initial teacher education to ensure adequacy of initial teacher education courses

and rigorous practicums. Clearer communication to students on the expectations of entry to the teaching profession and more rigorous professional experience standards were identified as areas BOSTES could lead.

Alignment between New South Wales and national requirements in initial teacher education was raised during consultation. Some stakeholders indicated that BOSTES should make course accreditation consistent with national requirements. Others proposed that BOSTES’ powers to oversee initial teacher education should be strengthened, and identified gaps in NSW legislative powers compared to other jurisdictions.

The alignment between State and national requirements was a significant issue for the early childhood sector. All submissions from those in the early childhood education and care sector urged BOSTES to reconsider approving NSW initial teacher education courses that span the age 0-12 years. These stakeholders maintained that to support greater focus on the early years, BOSTES should approve courses that span the age 0-8 years.

Governance

The consultative approach BOSTES takes to its work was strongly supported by stakeholders. There was also strong support for the independent nature of BOSTES, particularly retaining its distinct role in the education architecture as separate from the NSW Department of Education.

The majority of stakeholders supported a refreshing of current governance arrangements but there was a wide range of views about how this is best achieved. Some suggested an overhaul of current board and committee structures while others suggested that only membership composition needed to be reconsidered.

Of those stakeholders that proposed changes to BOSTES governance arrangements, there was general consensus that the current size of the Board is too large and should be reduced, with suggestions about the maximum number of members ranging from 7 to 16.

Suggestions on the composition of the Board were varied, including, for example:

- all sectors should be represented equally
- all members should be current practising educators or parents with children currently attending NSW schools
- representation on the Board should reflect the size of the stage of learning, with increased representation for early childhood and the primary years of schooling
- increased representation of stakeholder interests, including professional associations, parents and students.

Many stakeholders supported a representative Board. A smaller number suggested that the composition of the Board should be based on skills and expertise, with stakeholder representation more effectively continuing through reference committees.

Separating the role of President of the Board from that of Chief Executive was also raised by a number of stakeholders, with strong support for a part-time Chair. The need for a Letter of Expectation specifying deliverables of the organisation, with measurable outcomes and problems to be solved, was also suggested.

There was a general view that the committee model should be reviewed and streamlined, to reduce duplication across committees and the double-handling of decisions. Many of the members of the Board and Quality Teaching Council who were consulted raised concern regarding the overlap between agenda items for

the various committees and the overwhelming amount of paperwork distributed for meetings. There was a view that the paper-dense and process-heavy focus of the agendas limited deep consideration of issues and did not provide members with sufficient capacity to engage in strategic issues.

A number of individuals and peak bodies were concerned about the transparency of the hypothecated funds following the amalgamation, and suggested greater transparency was needed in relation to how accreditation fees are spent. For some, the expenditure of hypothecated funds was clearer before the amalgamation.

Attachment 1

Stakeholder consultations

The Review Panel conducted 68 face-to-face and telephone consultations with a wide range of stakeholders. A number of these consultations were held on a confidential basis and are therefore not listed below.

Organisations

Organisation	Individual
Aboriginal Education Consultative Group	Cindy Berwick
Association of Catholic School Principals	Julie King
Association of Heads of Independent Schools of Australia	Dr Julie Greenhalgh
Association of Independent Schools of NSW	Dr Geoff Newcombe
Association of Independent Schools of NSW Advisory Council	Jenny Allum
	Nicole Christensen
	Dr David Faull
	Dr Justin Garrick
	Murray Guest
	Sam Halbouni
	Anne Hastings
	Graeme Irwin
	Bill Low
	Efrosini Stefanou-Haag
	Paul Teys
	Vicki Waters
	Dr Timothy Wright
	Dr Geoff Newcombe
Michael Carr	
Robyn Yates	
Australian Council for Educational Research	Professor Geoff Masters
Australian Curriculum, Assessment and Reporting Authority	Rob Randall
Australian Institute of Teaching and School Leadership	Margery Evans
Australian Music Examinations Board	Professor Anna Reid
Board of Studies, Teaching and Educational Standards	Tom Alegounarias
	Paul Hewitt
	David Murphy
	Paul Martin
	Justine Ferrari

Organisation	Individual
Catholic Education Commission NSW	Dr Brian Croke
	Ian Baker
Catholic Secondary Schools Association	Santo Passarello
Centre for Education Statistics and Evaluation	Dr Craig Jones
Centre for Education Statistics and Evaluation Advisory Council	Dr John Ainley
Christian Schools Australia	Stephen O'Doherty
Council of Catholic School Parents/NSW Parents' Council	Linda McNeil
Education Services Australia	Susan Mann
Federation of Parents and Citizens Associations of NSW	Natalie Walker
	Timothy Spencer
Home Education Australia	Vivienne Fox
	Karleen Gribble
Isolated Children's Parents' Association NSW	Kate Treweeke
NSW Business Chamber	Paul Orton
NSW Council of Deans of Education	Professor Ian Brown
	Professor Margie Maher
NSW Department of Education	Dr Michele Bruniges
	Janet Davy
	Leslie Loble
	Greg Prior
	Dail McGilchrist
NSW Parents' Council	Samantha Vieira
NSW Primary Principals' Association	Geoff Scott
	John Mularczyk
NSW Public Schools Principals Forum	Cheryl McBride
	Gemma Ackroyd
NSW Secondary Principals' Council	Lila Mularczyk
	Gary Johnson
	Christine Del Gallo
NSW Teachers Federation	Maurie Mulheron
	Denis Fitzgerald
NSW Vice-Chancellors' Committee	Professor Andy Vann
	Dr Michael Spence

Organisation	Individual
NSW/ACT Independent Education Union	John Quessy
	Mark Northam
	Larry Grumley
Professional Teachers Council	Dr Denis Mootz
	Nerina Pretlove
Public Service Commission	Graeme Head
TAFE NSW	Jon Black
	Philip Clarke
	Kerry Penton
Universities Australia	Professor Barney Glover

Individuals

Carol Barnes
Dr John Bennett
Dr Michael Bezzina
Gabrielle Connell
Philip Cooke
Professor Susan Dockett
Emeritus Professor Phil Foreman
The Hon Patricia Forsythe
Kathryn Fox
Kathryn Greiner
Patrick Lee
Donna Loughran
Bianca Low
Karen Magara
Dr Meredith Martin
Brian Miller
Penny Morris

Denis Murphy
Jennifer Neary
Professor John Pegg
David Roach
Dr Angela Schulz
Matthew Scott
Alexander Snoek
Professor Gordon Stanley
Brian Suttor
Brigid Taylor
Professor Jim Tognolini
Dr John Vallance
Jacqui Van de Velde-Gilbert
Dr Peter Webster
Dr Frances Whalan
Dr Timothy Wright

Attachment 2

Written submissions received

In total, 43 written submissions were received. Nine of these were marked 'confidential'. The remainder are listed below.

Association of Heads of Independent Schools of Australia (AHISA)	Houlbrook, Dr Mick
Australian Association of Special Education (NSW Chapter)	Hunter Trade College
Australian Children's Education and Care Quality Authority (ACECQA)	Hunter Valley Grammar School, Paul Teys, Principal
Australian Council for Health, Physical Education and Recreation (ACHPER)	Independent Education Union
Barnes, Carol	Johnson, Peter S
Brondum, John and Cerian	KU Children's Services
Catholic Education Commission NSW	Lee, Patrick
Catholic Education Diocese of Parramatta	Mathematical Association of NSW
Clark, Rae	Northern Sydney District Council of Parents and Citizens Associations
Community Child Care NSW	NSW Business Chamber
Discipline of Early Childhood, Macquarie University	NSW Children's Services
Economics and Business Educators NSW	NSW Department of Education
English Teachers Association	NSW Primary Principals' Association
Federation of Parents and Citizens Associations of NSW	NSW Secondary Principals' Council
Godhard, Tonia	NSW Teachers Federation
Home Education Association	NSW Vice-Chancellors' Committee
	O'Brien, Terry; Stavert, Bruce; and McAlpine, Jim
	Professional Teachers Council

APPENDIX E.

LEGISLATIVE CHANGE

LEGISLATIVE CHANGE

Three primary pieces of legislation govern the operation and activity of the Board of Studies, Teaching and Educational Standards:

- *Board of Studies, Teaching and Educational Standards Act 2013 ('BOSTES Act')*
- *Teacher Accreditation Act 2004 ('TA Act')*
- *Education Act 1990 ('Education Act')*

To give effect to the recommendations in the report, legislative changes are likely to be required to the three pieces of legislation and their accompanying regulations. Areas that may require legislative change are identified in the table below.

POSSIBLE LEGISLATIVE CHANGES

RECOMMENDATION AREA	BOSTES ACT	TA ACT	EDUCATION ACT
School registration and accreditation	×		×
Teacher accreditation		×	
Recognition of professional learning		×	
Pre-service teacher education		×	
Governance	×		

No legislative change is anticipated to give effect to the recommendations relating to curriculum. The Education Act specifies that the Board may develop syllabuses for courses of study or endorse syllabuses developed by schools or other educational bodies.

As a result of changes to the teaching and learning legislation, other legislation may need to be modified accordingly. This may include, for example:

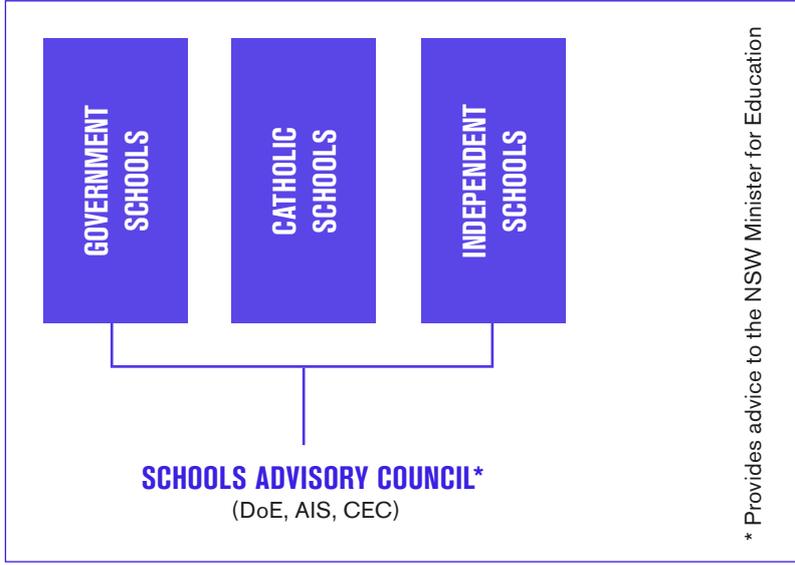
- *Government Sector Employment Act 2013*
- *Public Finance and Audit Act 1983*

APPENDIX F.

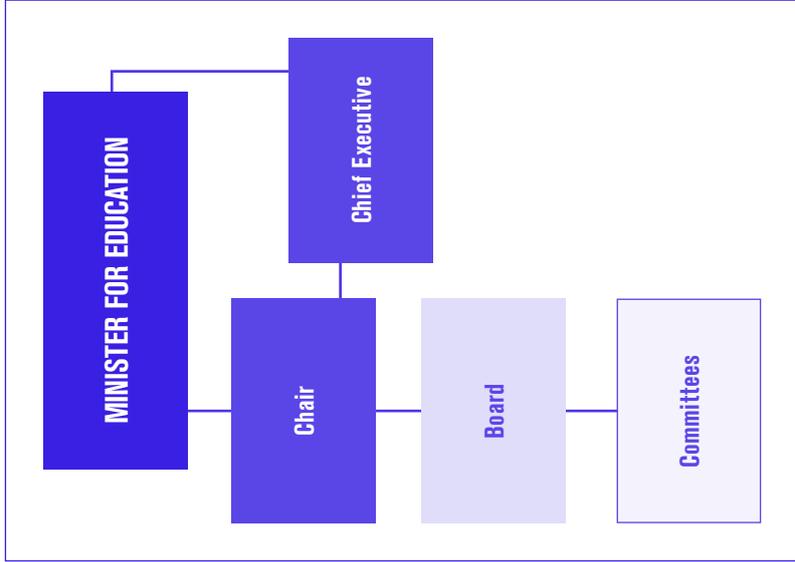
**EDUCATION
DELIVERY AND
STANDARDS
SETTING
SCHEMATIC**

EDUCATION DELIVERY AND STANDARDS SETTING SCHEMATIC

SCHOOL SECTORS



NSW EDUCATION STANDARDS AUTHORITY



OTHER ENTITIES

