

Education in South Australia. Report of the Committee of Enquiry into Education in South Australia 1969-1970

Committee of Enquiry into Education in South Australia, 1971 (Chair P. H. Karmel)

Overview of the document

649 page report of the Committee set up to examine and make recommendations to the Minister on the whole educational system of the state, the organisation of the Education Department and the means by which curricula and teaching methods can be kept under continuing review.

Keywords

Pre-school education; primary education; secondary education; tertiary education; further education; special education; curriculum; teaching methods; syllabuses; purposes of education; education organisation; education management; social context; values; teachers; teacher preparation; non-government schools; high schools; technical high schools; comprehensive secondary schools; senior high schools; examinations; tracks; certification; facilities and services; equality of opportunity; resource allocation.

Terms of Reference

To examine, and to report and make recommendations to the Minister on:

- i. the whole educational system of the State in order to determine the most effective use of resources available to the State for education;
- ii. the organisation of the Education Department, including the organisation of teacher training;
- iii. means by which curricula and teaching methods of the schools of the Education Department can be kept under continuing review.

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CHAPTER 1: INTRODUCTION

- Discusses the terms of reference and points out “In our view, the terms of reference required us to concentrate on the assessment of the provision for education in South Australia and on the organisation employed in its management. Thus we have not investigated the content of curricula and syllabuses, the methodology of teaching and learning or the design of buildings used for educational purposes.” (p. 1)
- Argues that the recommendations “are intended to reflect six qualities of an educational system on which we place high value” including:
 - a non-authoritarian approach to educational matters;
 - a concern for the individual child;
 - the equality of educational opportunities;
 - a diversity of educational institutions;
 - a decentralisation of decision-making; and
 - the opening-up of the educational system to a variety of ideas. (p. 2)

CHAPTER 2: HISTORICAL BACKGROUND

- Discusses the historical background under the following sections: Education before 1875, The Years 1875 to 1900, Early Twentieth Century Reforms, and The Years 1915 to 1945.
- Argues that at the end of this period, the assumptions that held in 1875 were still in place, including:
 - “that uniformity was preferable to diversity in education;
 - that the central authority should exercise overwhelming control over its schools as well as over the professional preparation and everyday work of its teachers;
 - that the administration of educational services was better carried out through bureaucratic procedures than by lay and local participation in the task;
 - and that a fair standard of schooling was feasible in spite of the low levels of remuneration and the consequent difficulty of attracting superior recruits to teaching.” (p. 22)
- Discusses the period following the Second World War and notes that the changes have occurred against a background of “greatly increased numbers of students at all levels” in a period of “increasing population and of rising demands for education” (p. 22) and that progression through primary school into secondary school has become automatic, that all students are now expected to pass through secondary schooling, with an increasing proportion completing its five-year span and that tertiary and further education have greatly expanded and diversified.

CHAPTER 3: THE PURPOSES OF THE EDUCATIONAL SYSTEM

- Considers the function which schools are expected to fulfil in South Australia.

The School and Society

- Begins by pointing out that the school does not have the sole responsibility for children’s development, and “teachers and school authorities are right to resist pressures that the school take over full responsibility for moral and ethical development”, and “there is no single type of person that the schools should produce.” (p. 26)

- Sets out what the Committee considers to be the most important characteristics of the society in which schools are embedded and discusses the system of government, the rising standards of living, the rising expectations of public services, technological developments, the rapid expansion of employment opportunities and demands for greater skills, the pluralist and individualistic nature of society and the rapid expansion of knowledge.

Purposes

- Argues that the first concern in education is the individual child and their maximum personal development.
- Proposes that "... one purpose of the schools is to give every child an opportunity of obtaining an education that will enable him to develop any abilities which will give him personal satisfaction..., to occupy any position and to undertake any vocation that his ability and interest make possible." (p. 30)
- Argues that a second purpose of the school is to help every child make the most of his abilities. Notes that some of the most important facets of this include:
 - Skills and abilities: The provision of certain basic skills to as high a standard as the ability of the individual child allows and the provision of additional skills and abilities, over and above all of which "there is an area of individual development, of personal satisfaction in doing something for its own sake." (p. 31)
 - Interest in learning: There should be produced a positive attitude to learning. "Learning how to learn is important, but it is not enough. Unless it is accompanied by liking to learn... it will be sterile." (pp. 31-32)
 - Understanding self: This "involves an awareness of personal strengths and weaknesses, and an understanding of what values, hopes and interests he has and how these can be used to make rational decisions about educational, occupational and personal choices." (p. 32)
 - Understanding others: Every child should be helped "to acquire an understanding and appreciation of others... it must be a conscious goal of the school to expand this concern to others [than their own school companions], no matter to what cultural, ethnic or social groups they belong." (pp. 32-33)
 - Appreciation of the achievement of others: "Awareness of...human achievement should be an integral part of the education of every child...We are arguing here for teaching and schooling that enable children to transfer their skills beyond the necessarily limited range of subject matter and experiences upon which they are established." (p. 33)
 - Decisions about vocations: The school has a twofold obligation here: to provide adequate information about opportunities and their prerequisites (or to know where this information is available); and to provide the necessary preparation for jobs. (p. 33)
 - Understanding society: "There is nowhere else in society... where an understanding of how society works can be more readily, more accurately and more objectively given" than at school." Schools can be expected to help children acquire the attitudes of mind and the habits of thought and action which accepts evolutionary change as natural. These attitudes and habits should include at least: a set of personal values (honesty, compassion, respect for the individuality of others, a habit of fair dealing); a readiness to join with others in activities designed to improve community living; and an acceptance

of the need to live within institutions and customs observed by the majority.
(p. 34)

- Personal values: Increasingly individuals must develop and test their own set of values. In a plural society, “the task of the schools in helping to build in children a stable set of personal values...is...a hard one.” (pp. 34-35)
- Sex education: “It is important for children...to learn the physical facts about sex...We believe that the school must accept an obligation to help many children to acquire the factual knowledge and the values which will enable them to defeat ignorance.” (p. 36)
- Health: While schools should teach about health, encourage desirable health habits, etc., it is “not reasonable to expect teachers to inculcate particular attitudes to, and values about [health issues] when society itself is not prepared to adopt a clearly expressed policy about them.” (p. 36)

Some Implications of Social Context and Purposes for Organisation, Curricula and Methods

- States that “The purposes for which the schools are set up change in any one society over time and vary between societies...We use our own schools both to conserve our heritage of those things in our past which we think worthy of retention and to prepare for change...Conservation, permanence and continuity seem at present to be at a discount, and change, innovation and development are at a premium.” (pp. 36-37)
- Presents the following points in relation to the social context:
 - Parliamentary democracy: Our system of government “rests upon the unchecked use of rational discussion and upon the belief that true knowledge and wisdom arise from unfettered discussion of an unlimited range of opinions...If it is to survive or to be replaced with something better, it seems to us that its purposes, its nature and its structure must be taught to children and not be left to chance.” Schools should introduce greater amounts of self-control and self-discipline and opportunities for decision making. (p. 37)
 - Cultivation of the critical mind: “...it is essential for schools to develop the ability to make critical appraisals, and an attitude towards the use of the critical mind that will make it constructive...Curricula and methods... must both be examined to ensure that they help the child at school to use his mind in ways in which his out-of-school life will require it to be used.” (p. 38)
 - Rate of change of occupations: Updating and retraining require knowing how to learn, a readiness to go on learning and to accept change and be prepared for it. Schools should be stressing that “much of what is learned at school may have no permanent usefulness except as a basis for later learning.” (p. 39)
 - Complexity of society, larger units, and individual identity: If schools can lead their pupils to an understanding of others and give them enjoyment in learning, it is less likely that the greater complexity of society and the larger units in which individuals find themselves will produce the frustrations associated with loss of identity and submergence in the crowd that recent writers refer to. (p. 39)
- Presents the following arguments in relation to the purposes for organisation, curricula and methods:
 - Equality of opportunity: “...the first essential in primary and secondary schools is that the teachers and other staff of the school must know the child as an individual well enough to know if he is handicapped in ways in which they can help him.” (p. 40)

- Potential of the child: The data concerning the differences in abilities of a normal group of children give rise to questions about: the age of entry to schools, the organisation of schools and the relevance of class teaching, the range and quality of learning materials, the extent of mastery of a particular individual, the modes by which learning may best be encouraged and the way teachers are professionally prepared. (pp. 40-41)
- While there is a need for and desirability of children to work together on common tasks, the group need not be the class as it is used at present.
- “The detailed implications of catering adequately for individual differences between children... obviously need constant attention.” Differences in preferred means of learning, both between children and within the same child for different kinds of learning, require a variety of equipment and facilities. (p. 41)
- Serious attention to the ability and to the progress of each particular child therefore requires at least: close and continuous liaison between school and home; teachers prepared by their pre-service courses to treat the individual as the unit rather than the class or grade; a curriculum with clearly defined purposes which can be achieved at different rates; time-tables and school organisation which provide for flexible groupings of pupils, maximum use of teacher strengths and the facilities of the school; a variety of carefully designed teacher aids; buildings that can accommodate work by individuals, small groups, and even for large groups; a re-examination by teachers of their expectations of the minimum and maximum levels of achievement of pupils entering secondary schools; and a similar re-examination of the rationale and nature of the examinations giving entry to tertiary institutions. (p. 42)

Conclusions

- Concludes that schools are not microcosms of society, but are expected to prepare students for the future as well as equip them for participation in the world about them now. (pp. 42-43)
- Argues that “The values governing the organisation of the school, and the behaviour of the people in it, should be those that contribute to a society not averse to change but prepared for it to be evolutionary rather than revolutionary.” (p. 43)
- Proposes that “Children need curricula adapted to their level of ability while giving them command of commonly needed abilities and skills, and methods that take into account their individuality while not neglecting their need to be responsible and active members of groups.” (p. 43)
- Argues that the conjunction of curricula and methods must give children: the ability and willingness to learn independently; an acceptance of their own strengths and weaknesses; and an appreciation of those of others. (p. 43)
- Identifies important specific implications relating to curriculum, methods and organisation of the schools and to the availability of post-school education as:
 - Programmes organised in such a way that the child experiences: success rather than failure; obtains a realistic picture of his abilities and interests; and arrives at an understanding of his values.
 - Courses of study which: allow increasing competence in basic education skills; allow for different rates of learning; and are supported by educational aids and materials on hand to cater for the different needs and rates of development.

- Approaches to teaching and learning which: encourage the use of reason, logic and the search for evidence; and are based on active rather than passive learning.
- Approaches to teaching and learning which develop: a desire to learn more; a pride in performance; and a willingness to use knowledge or skill for the pleasure derived from its use.
- Experiences which lead to tolerance, the recognition of the pluralist nature of our society and appreciation of the worth of others.
- Experience of excellence that will set personal standards and provide respect for such endeavour.
- Information about vocations.
- A broad general education.
- Teaching about society.
- Planned development of those attitudes and values necessary for the maintenance of a community in which individual worth is emphasised.
- Opportunities after leaving school for acquiring new skills, and bringing knowledge and skills up to date. (pp. 43-44)

CHAPTER 4: NUMBERS IN PRIMARY EDUCATION

- Examines past growth in South Australian primary schools and forecasts future growth. Argues that the fundamental reasons for the change in pace of pupil numbers in the primary sector are demographic.
- Uses two main concepts to analyse the pupil numbers including: participation rates: the proportion of persons in particular age groups who are at school; and retention rates: the proportion of persons of one age or grade who continue their education in the next age or grade.
- Concludes that: the rapid growth in numbers of pupils in primary schools of the 1950s abated in the 1960s and will cease in the period to 1975, allowing opportunity for improvements in the quality of education rather than quantity; numbers will rise rapidly after 1975; the government sector probably will have to cope with the effects of contraction in the private sector as well; and provision of extra places will also arise from migration into South Australia. (p. 58)

CHAPTER 5: NUMBERS IN SECONDARY EDUCATION

- Examines past growth in South Australian secondary schools and forecasts future growth.
- Considers differential and projected retention and participation rates and past and projected movements in numbers of pupils.
- Concludes that: the secondary system grew most rapidly in the late 1950s and its rate of growth decelerated throughout the 1960s; rates of growth are expected to stabilise until the mid-1970s and then decline until 1981; there will be some opportunities to improve the quality of education; participation and retention rates for the non-compulsory ages are expected to continue to rise for at least for the next decade; and there are significant differences in retention rates between government and non-government schools, country and metropolitan schools, high and technical schools and male and female students.” (pp. 81-82)

CHAPTER 6: TEACHERS

- Argues that the quality of a school system depends on teachers’ qualifications and experience and their numbers in relation to their pupils.

- Reviews the following matters in relation to teachers:
 - Pupil/Teacher Ratios: States that “The improvement in pupil/ teacher ratios in all school types except high schools over the period of rapid expansion of pupil numbers in South Australia since 1951 represents a considerable achievement...however, present ratios are still unfavourable.” (pp. 86-87)
 - Class size: States that “In relation to desirable levels... class sizes in South Australian schools in 1969 remained high, and at fifth-year secondary level the situation was particularly disturbing.” (p. 94)
 - Teacher Load of Secondary Teachers: Estimates statistics for teacher load from a sample of 12 schools taken in 1970.
 - Qualifications of Teachers.
 - Subject Specialists: Reviews the low number of university-qualified science teachers and the difficulties in attracting and retaining them and recommends that a study be commissioned “on the supply and training of science teachers to determine what action would be most effective in attracting and holding well-qualified people in the field of science teaching.” (p. 107)
 - Sex Distribution of Teachers: Provides statistics including temporary status and rates of promotion according to sex.
 - Age Distribution of Teachers: States that “The most striking feature of the age distribution of both men and women teachers is the high proportion who are under 25 years of age” (p. 113). Recommends that “There should be a common retiring age for men and women teachers.” (p. 115)
 - Losses of Teachers: Provides figures for teacher loss focusing on teacher turnover.
 - Promotion system: Makes four recommendations in respect of promotions, qualifications and respective remuneration.
 - Continuing Education of Teachers: Makes four recommendations and argues that “We think that the continuing education of teachers will assume increasing importance in the future...It will need to be accepted in future that that all teachers will be periodically absent from their classrooms taking courses at some institution.” (p. 129)
 - Class Size and Teacher Use: Makes a case for reappraisal of the one-teacher-one-class pattern in the primary school and the single teacher per subject per class in the secondary school. Discusses pupil/teacher ratios and class sizes. (pp. 130-133)
 - Supply and Recruitment of Teachers: Makes four recommendations including in relation to maximum class sizes and planning of teacher supply and argues that “Planning for future teacher supply is a vital aspect of forward planning in an education system, and perhaps the most difficult.” (pp. 134-135)
 - Registration of Teachers: Makes three recommendations regarding the establishment of a Teachers Registration Board. (pp. 149-150)

CHAPTER 7: NON-GOVERNMENT SCHOOLS

- Reviews the treatment of the historical background and present circumstances of non-government schools and government assistance. Concludes with recommendations relating to the registration of non-government schools.

CHAPTER 8: THE STRUCTURE OF THE SCHOOL SYSTEM

- Begins by noting that “It may not be taken for granted...that the division of schooling between levels and between institutions rests on any consciously accepted rationale

appropriate to the present situation. However, given that changes are likely to be costly and that some breaks and divisions may be necessary, the case for changing the existing school structure would need to be a strong one.” (p. 172)

Age of Entry

- Recommends that “Entry into schools should be continuous on the basis of each child being admitted on the next school Monday following his fifth birthday, or of groups being admitted at monthly intervals.” Argues that this should be accompanied by appropriate in-service and pre-service preparation of teachers and provision of materials suitable for individualised teaching. (p. 174)

Separate Infant Schools

- Makes several recommendations including that “Infant schools should be gradually integrated into the primary schools with which they are associated.” (p. 177)

Length of Primary Schooling and the Age of Transfer

- Does not recommend any change to the age of transfer from primary to secondary school, only that steps be taken to ease the transfer by better integration of the two levels. (p. 180)

Types of Secondary School

- Provides an account of the respective situations of high schools and technical high schools.
- Notes that “The increasing importance of providing students with an acceptable certificate and the increasing proportion of each generation requiring post-secondary education obliged the technical high schools to provide courses leading to Public Examinations Board examinations. High schools have been obliged to move in the other direction.” (p. 182)
- Makes the following points regarding courses and certificates:
 - “The Matriculation examination is taken at the end of five years of secondary schooling. The only other external examination... is the Public Examinations Board Leaving examination at the end of fourth year.” (p. 182)
 - “Since 1969 secondary courses have been organised in tracks.” (p. 182).
 - The aims of the Junior Secondary Curriculum may be summarised briefly as follows: to use a broad-based student-centred curriculum which encourages more student interest and participation than has been possible with the more formal, traditional and prescribed syllabuses of the past; to cater for individual interests, abilities and needs as widely as possible; To regard the first three years as exploratory during which students study certain basic subjects in common as well as choosing from as wide a range of electives as possible; and to use continuing assessment, a process by which the results of homework, class exercises, traditional tests and project work, etc., determine a student’s achievement and readiness for promotion, rather than to rely heavily upon terminal and final examinations. (pp. 182-183)
 - “Five tracks designated by numbers 0, 1, 2, 3 and 4 are used, but the majority of students will be concerned with tracks 0, 1 and 2. Certificates are granted in the fourth year for courses in tracks 0, 1 and 2; and in fifth year for tracks 0 and 1. Subjects and courses with tracks 3 and 4 status do not qualify for certificates.” (p. 183)

- Track 0: relates to the majority of first year syllabuses; aims “to keep open the preliminary paths to tertiary study at university, a diploma course at the South Australian Institute of Technology, or a teachers college”; leads to studies that “make considerable demands on the abilities to abstract and theorise and generally study in depth”; and are “designed to prepare students for matriculation.” (p. 183) In 1970 approximately 60% of all students were studying Track 0 courses (p. 184)
- Track 1: “keeps open the way to tertiary studies other than those requiring matriculation subjects for entry” and the subjects “have a practical bias in addition to promoting abilities to theorise and think”. Subjects are examined externally by the Public Examinations Board are terminated at the fourth year.” (p. 183)
- Track 2: “provides a suitable preparation for various kinds of post-secondary and trade study” and aims “to prepare students to cope successfully with practical situations of everyday life and general employment”. (p. 183)
- Tracks 3 and 4: lack the depth associated with certificates and are not offered at fourth year: track 3 syllabuses emphasise remedial work and the consolidation of essential skills to prepare students for occupations that “require perseverance and repetitive routine procedures” and track 4 students have “special physical and/or emotional disabilities” (pp. 183-184)
- “The system is intended to promote flexibility of courses and organisation in schools, allowing them to take advantage of the abolition of early external examinations.” (p. 184)
- Discusses the differences between High and Technical schools and makes the following points:
 - While the two school types have been drawn together more closely, each still has retained its identity by offering predominantly the type of course for which it was originally intended.
 - While each school type covers approximately the same range of ability, the distribution is different.
 - Some characteristic differences include: technical high schools have weaker holding power; technical high schools tend to be single-sex, high schools co-educational; matriculation classes are concentrated in high schools; a greater range of art and craft courses are available in technical high schools; foreign languages do not feature in all technical high schools; girls’ technical high schools do not have maths/science courses adequate for a basis for post-secondary study; and pupil/teacher ratios, and expenditure per pupil, are more favourable in technical high schools.
- Discusses comprehensive secondary schools and notes that the organisation of secondary education in a single school type has long been a pattern in overseas countries, and is getting closer in Australia except in Victoria and South Australia where parallel systems are retained. (p. 186)
- Notes that in industrial societies the education system is subject to contrary pressures that stem from possible conflict between aspects the following aspects of its social function:
 - Initiating all children as members of society with shared objectives, values and appreciation of cultural heritage, which in a political democracy involves “the acceptance of individuality within community”. (pp. 187-188)
 - “Differentiating out a stratified labour force and preparing children to fulfil certain functions within it.” Argues that “selection based on achievement

- emphasises individual competition in schools and may lead to a narrow view of the talents worthy of cultivation. In these ways it may run contrary to the values suggested by the first social function of the education system.” (p. 188)
- Argues that the single school type is essential for provision of as many options as possible to the individual child and that “within the framework of a single secondary school type the following patterns of organisation may exist”:
 - A “multilateral” type of organisation, where pupils are placed in moderately inflexible specialised groups early on. (p. 189)
 - A “setting” arrangement, where core subjects are offered at several levels in each year, and whereby students can work at different levels in different subjects. (pp. 189-190)
 - The two previous alternatives both aim at creating homogeneous teaching groups. A third is heterogeneous grouping, where core subjects may be studied at varying levels by different children, amounting to a continuation in the secondary school of the methods used in non-graded primary schools.” (p. 190)
 - Notes that some educators favour this pattern, because of desirable social effects and educational effects that it promotes and that there have been a move towards this pattern by some Victorian secondary schools, which formulate organisation which “eliminates the need to assign pupils to teaching groups and dismisses the whole concept of classes and teachers allotted to particular groups for specified periods of the day or in closely designated subject areas.” It is suggested that heterogeneous grouping will be “the direction of future developments” because of its focus on individual study, self-directed learning and promotion of consultation with peers. (p. 191)
 - Notes that the relative effects on academic performance of homogeneous and heterogeneous grouping are not yet clear. Emphasises that for effectiveness of any organisational change, teachers must “move beyond interpersonal competition and examination results as motivations for learning”. Argues that the aim is for schools “which are genuinely comprehensive in that they value a variety of talents and seek to promote each pupil to his highest level of performance in each area without invidious distinctions or comparisons” but notes that “ultimately it is teacher attitudes which are crucial and no organisational changes can alone transform secondary schooling”. (p. 191)
 - States that the Committee views that the track system practised in South Australian schools as “closer to a multilateral than to a comprehensive pattern”. (p. 191)
 - Argues that there is a need for experimentation with the form of internal organisation of secondary schools and with their curriculum, which might include trials of heterogeneous grouping and interdisciplinary studies. (p. 192)
 - Notes that a number of submissions were made urging that the distinction between high and technical high schools be discontinued in favour of a single school type.
 - Proposes that the case against a single type of secondary school rests on practical rather than educational arguments such as cost and argues that, as such, there is no difference of opinion concerning the desirability of a single secondary school type.
 - Argues in favour of coeducation on the grounds that: “all that the school has to offer should, in our view, be equally open to both sexes” and that mixed schools present the opportunity “of learning to regard members of the other sex as individuals and workmates rather than as simply sex stereotypes.” (p. 196)

- Makes the following recommendations:
 - The present system of high and technical high schools should be replaced as soon as practicable by schools of a single type, each providing a full range of courses and allowing a pupil to progress in different subjects at different rates where appropriate. Where it is considered desirable, particular schools should be permitted to specialise in particular subject areas.
 - The present track system should be re-examined in the light of the preceding recommendation.
 - All secondary schools should be co-educational. (pp. 196-197)
- Discusses the length of secondary schooling and rejects the proposition that the age of entry into secondary school be amended or an extra year added.
- Discusses the upper age of compulsory attendance and recommends against raising the school-leaving age beyond the present fifteen years.
- Discusses the possibility of separate senior high schools for the final one or two years of schooling and suggests the establishment of one or two senior high schools, but makes no specific recommendation.

School Size

- Sets out the details of the size of government schools in South Australia in 1969 and considers arguments in favour of a range of sizes.
- After noting that the size of many South Australian schools is excessive, the following two recommendations are made:
 - Primary schools should have no more than 600 pupils in the total span of their seven grades.
 - Secondary schools should not exceed 1000 pupils, and their maximum size should be nearer 800 where possible.

Special Problems of Rural Areas

- Discusses the situation and problems of small country schools and makes nine recommendations in their regard.

CHAPTER 9: EDUCATIONAL FACILITIES AND SERVICES

- Briefly surveys the resources available to the school in addition to the normal complement of teachers including: buildings and equipment; libraries and audio-visual facilities; specialist staff shared between schools in the fields of music and physical education; and the services available through the Psychology Branch; the actual and potential uses of non-professional supporting staff employed within the school; and the income available to the schools surveyed. Makes a number of recommendations regarding these areas.

CHAPTER 10: PRE-SCHOOL EDUCATION

- Considers the nature and value of pre-school education, its current organisation and provision, present provision for training its teachers, kindergarten staff, demand and future control and management.
- Provides a number of recommendations regarding the development of training of pre-school teachers and the future provision of pre-school centres.

CHAPTER 11: TERTIARY EDUCATION

- Examines tertiary education in terms of three main aspects: the provision of student places in tertiary education; the structure of the system of tertiary education in South

Australia; and the means by which a rational allocation of the resources available for tertiary education can be best achieved.

- Provides a number of recommendations regarding the establishment of an Institute of Colleges, the incorporation of non-university tertiary institutions and the establishment of a Tertiary Education Committee.

CHAPTER 12: FURTHER EDUCATION

- Sets out the present provision for students of further education and discusses the probable future development of this post-secondary non-tertiary level of education.
- Makes recommendations regarding the training of trade teachers and the establishment of a Department of Further Education.

CHAPTER 13: SPECIAL EDUCATION

- Makes a number of recommendations regarding teacher training and certification, promotion of special education teachers, compulsory attendance of handicapped children and provision of transport.

CHAPTER 14: EQUALITY OF OPPORTUNITY IN EDUCATION

- Notes that while equal educational provision for each child has been reasonably successful, “many inequalities exist within the provision of apparently equal opportunities”. (p. 355)
- Argues that “if equality of opportunity is to have real meaning for each child, positive action within the limits of the resources available is needed to compensate for the disadvantages which arise in the school, or in the home as an educational institution” (p. 356). Notes that this should include: special language facilities for children from some homes; extra assistance for children lacking mental stimulation in the home environment to prepare them to use their opportunities at school; and provision of knowledge of vocational opportunities.
- Notes the complexity of the issues pertaining to allocation of resources.
- Argues that “Given suitable conditions, there is little doubt that the educational achievement of every child could be raised.” (p. 358)
- Notes that the school system alone cannot solve the problems of disadvantaged pupils.

The Present Position

- Provides a list of areas which require attention by the school system if society wishes virtually all pupils to reach minimum standards and their talent have the opportunity for optimal development and makes the following points:
 - Pre-School Education: Lower-class sections of society use kindergartens far less than the more affluent, even though their need of pre-school preparation for primary school is greater.
 - Reading Competence: Competence in reading varies considerably between primary schools, with those in the lowest-ranking socio-economic areas performing worse in reading skills tests.
 - Retention Rates: “Marked differences in retention rates between groups show up shortly after the compulsory schooling age is passed” (p. 362). Including rates which favour: high schools over technical high schools; boys compared with girls; metropolitan pupils compared with country pupils; non-government compared with non-Catholic schools; and both of these compared with government schools.

- Commonwealth Scholarships: Examination of the figures for pupils awarded Commonwealth Scholarships shows that, by fifth year, the differential retention rates have had the effect of producing relatively homogeneous groups in academic ability across different types of schools and across socio-economic zones.
- School Income: “The facilities available to schools in different areas differ substantially.” (p. 365)
- School Type and Location: “The opportunities available within a school vary according to its type and location.” Recommendations made regarding a single major type of secondary school and consolidation of smaller schools may contribute to overcoming problems of the ranges of choice available. (p. 365)
- Aboriginal Children: “The education of Aborigines in South Australia is seriously deficient.” (p. 365)
- Immigrant Children: The special problem of children whose first language is not English is noted and migrant pupils whose parents speak English also are liable to face problems.
- Entry to Tertiary Institutions: “Some social groups are more likely than others to receive a tertiary education.” (p. 368)

Provision for Greater Equality of Opportunity

- Makes four suggestions for possible pre-school programmes and a recommendation regarding funding research in this area.
- Makes four recommendations regarding school level including:
 - “More attention should be given, both in teacher education and in schools, to the practical implementation of teaching programmes which allow each pupil to progress at his own rate within teaching groups of varying levels of achievement.” (p. 374)
 - “Schools identified as having a higher than average population of children facing learning or social difficulties, or both, should be more liberally staffed.” (p. 374)
 - Special courses to prepare teachers for work in remedial classes should be available at teaching institutions. (p. 374)
 - The State should meet the cost of public examinations. (p. 374)
- Discusses Commonwealth Secondary Scholarships and recommends that the State government approach the Commonwealth Government to have Commonwealth Secondary Scholarships means tested to make them more effective in enabling students remain at school who might otherwise leave.
- Notes that as urgently needed action regarding Aboriginal, immigrant and socially disadvantaged children needs to be sufficiently well based to achieve the required results, it is recommended that a committee be established to undertake pilot projects, and funds be provided for the projects’ evaluation and development.
- In regards to post-secondary level, recommends the State government approach the Commonwealth Government to make assistance available to all who are accepted into tertiary places subject to means testing.

CHAPTER 15: RESOURCES AND THEIR ALLOCATION

- Poses the following questions: can South Australia finance the programme of educational expansion suggested in the preceding chapters and has South Australia been making effective use of the resources that it has been devoting to education?

- Responds to these questions by setting out figures for past expenditure on education, and provides estimates for Future Expenditure and discussing allocation of resources.

CHAPTER 16: THE PREPARATION OF TEACHERS

- Describes present arrangements for the education of teachers, with a focus on teachers colleges and central issues relating to the government and organisation of the teachers colleges.
- Makes a number of recommendations relating to teacher college students, buildings and physical facilities, present administrative structure of teachers colleges, continuing education of teachers, theory and practice in the education of teachers, the organisation of teacher colleges and bonding.

CHAPTER 17: ORGANISATION OF THE EDUCATION DEPARTMENT

- Discusses the origins and present organisation of the Education Department, decentralisation, the school in the administrative structure, the Public Service Board, the Public Buildings Department, central administration, inspectors and consultants, development of staff and organisational climate.

CHAPTER 18: CURRICULA AND TEACHING METHODS

Centralised Control and Freedom for the School

- Notes that “There is a long-standing tradition in Australian schools that the curricula and the syllabuses and the courses of study that they follow will be prepared and distributed by a central authority” but that there is a growing belief that teachers should have greater freedom to devise their own curricula within broadly common objectives. (p. 503)
- Notes that within the Australian tradition, South Australian practices are liberal, providing for a diversity of curricula and teaching methods and that while the Director-General is responsible for determining curricula, there has been a trend in recent years away from detailed prescription of curricula and towards giving more freedom to schools, in keeping with longer period of training for primary school teachers and the progressive abolition of public examinations for secondary schools.
- Notes that most submissions took it for granted that there would be central prescription of subjects offered and the content of those subjects.
- Argues that although the Committee believes that “teachers in schools should be free to choose subjects, free to choose the content of subjects, to organise the school as they think best for the children and to use whatever teaching methods appear to be most suitable for teachers, the subjects and the pupils”, the dangers of such freedom are: “teachers may use their freedom in such ways that their students will be handicapped by lack of knowledge or of skill or of understanding”; they may teach subjects that children cannot take in later study; a school may offer too few subjects or an unbalanced selection of subjects; and the content of subjects may be limited in important ways. (p. 504)
- Proposes that “these dangers can be avoided or minimised if head teachers and staffs accept the responsibilities that such professional freedom entails.” (p. 504)
- Notes that the Education Department will still have a major responsibility to ensure that: “the purposes for which the schools are established are being observed and attained”; “it employs teachers who are adequately prepared to accept such responsible freedom and to introduce change”; teachers have available good courses of study, teaching aids, textbooks etc.; and teachers are provided “with suggestions in

content, method and organisation, and to keep them abreast of the best in current thinking and research.” (pp. 504-505)

- Argues that as the movement towards greater autonomy in curriculum and teaching methods is expected to continue over the next decade, a considerable increase in in-service education for teachers is required. Notes that “few innovations which ultimately prove successful are introduced simply and in brief time” and discusses the effort and care needed for developing new courses and methods. (pp. 505-506)
- Considers the present procedures for the review of curricula and teaching methods in the primary and secondary schools of the Education Department.
- Defines the meaning of the term curriculum as: “the sum of all the formal and informal experiences provided by a school for its students” and “syllabuses...that make up a school’s time-table.” and detailed courses.
- Defines ‘teaching methods’ as the ways in which a teacher presents material to the students and the ways in which students are encouraged to learn.

Present Arrangements for Control and Review

- Notes that the Director-General of Education has ultimate responsibility for curricula and teaching methods.
- Discusses the two Advisory Curriculum Boards for primary schools and secondary schools, their subject committees, functions, the provisions for curriculum development and research and the Public Examinations Board of South Australia.

Evaluation of Current Arrangements

- Proposes that the organisation and procedures for review of curricula, syllabuses and courses are effective but that the provision for the review of teaching methods is not. (p. 512)
- Notes that many proposals were submitted regarding the nature and content of present subjects, the need for new ones, and the need for a more national outlook on the content of particular subjects but argues that it is the methods used to keep the curriculum under review that are the concern of the Committee.

Responsibility for Curricula and Teaching Methods

- Affirms the primacy of Director-General of Education for schools’ attainment of the ends for which they were established, along with responsibility for the means dispersed to the schools themselves.
- Argues that there nevertheless remains a very important place in curriculum development for: authorities in subject matter and learning procedures; experts in organisation and method; those who’s “day-to-day tasks give them an overview of practices and their results”; and by those skilled in evaluating achievement.
- Stresses the importance of continuing evaluation of curriculum.

Role of the Research and Training Branch

- Recommends the expansion of the Research and Training Branch with full-time staff.
- Argues that the Branch should be more directly involved with teaching methods and aids than with the substance of the curriculum and makes a number of suggestions regarding the possibility of conflicting responsibilities in the proposals for curriculum and syllabus development; and the integration between the curricula between secondary and tertiary education.
- Makes three recommendations regarding staffing and the responsibilities of the Branch.

Membership of Curriculum Boards and Committees

- Makes: three recommendations regarding modifications to the membership of the two Advisory Curriculum Boards, focusing on the need for expert views and wider representation; three recommendations regarding membership of subject committees; and regarding the review of the whole curriculum the recommendation that the proposed Advisory Council of Education should report every five years on the purposes, curriculum and methods of the schools of South Australia.

Role of Consultants

- Praises and supports the role of consultants in both the Primary and Secondary Divisions.

Proposals relating to Teaching Methods

- Summarises ten suggestions relating to teaching methods.
- Stresses the importance of reviewing teaching methods in their own right, and not considering them as incidental to curricula or syllabuses.
- Discusses the problems faced by students changing schools, especially across States, in having to face different courses, methods, texts and standards.

Provision for Research and Evaluation

- Briefly discusses the provision for research and evaluation.

Examinations and Certificates

- Notes that there are currently two public examinations, Leaving and Matriculation, with internal examinations leading to Education Department certificates at Leaving and fifth-year levels.
- Notes that the policy is to phase out the external Leaving certificate and that since this certificate is used by institutions such as the State and Commonwealth Public Service as a qualification, this will lead to practical difficulties.
- Argues that ways are needed to be found to validate schools' assessments and to ensure comparability of standards between schools. Argues that concerns about school-based assessment were over-emphasised in the submissions and could be dealt with by moderation procedures.
- Makes the following recommendation:
 - "The Public Examinations Board and the Education Department should together establish an effective scheme for moderating internal examinations in all schools." (p. 529)
- Discusses the effect of public examinations on schools including that they inhibit curriculum and teaching methods by leading to: too much attention to the specific content of prescribed subjects; formal teaching methods; and a lack of concern for the needs of the individual student. (p. 529)
- Notes that as long as success in the Matriculation examination is seen as the principal end of studies at the Grade XII level, "teachers will be reluctant to give preparation for the subject less than its present importance." (p. 529)
- Argues that if the Matriculations examination was not given such emphasis, or was not based on agreed syllabuses, "teachers would be able to provide an education... better adapted to [students'] varying interests and abilities, taking account of their different destinations...and cultivating, more than now seems possible, independent habits of study". (p. 529)

- Notes that recommendations have been made in Queensland and Western Australia for the replacement of external examinations with school-based assessment.
- Makes the following recommendation:
 - “The Minister of Education should authorise an inquiry into the nature and functions of examinations and certificates at the end of secondary schooling, and into the methods most appropriate for the assessment of student achievement at this level.” (p. 530)

CHAPTER 19: CONCLUSIONS AND RECOMMENDATIONS

Past Achievements and Deficiencies

- Discusses: the massive expansion of the South Australian educational system, particularly secondary and tertiary and the consequent difficulties faced by the Education Department, especially regarding class size and the qualifications of teachers.
- Argues that South Australia has performed at least as well as the average of the rest of Australia, but deficiencies subsist in government schools “both in the provision of staff and of facilities and in the general climate in which the schools operate”. (p. 532) Notes that these deficiencies include: classes in many schools remaining too large; a marked decline in teachers with university qualifications; a high rate of transfer of teachers from schools; and gross inadequacies in ancillary staff, in libraries, in equipment and in accommodation.

Future Prospects and Plans

- Argues that since relatively low rates of growth of school populations are projected for the coming decade, the opportunity of concentrating on improvements in quality rather than quantity must be seized, especially through the following: a large increase in the number of teachers relative to pupils; raising of teachers’ professional levels; requiring teachers to be registered; increases in ancillary staff; expansion in psychological services and in the planning and research activities of the Department; administrative reorganisation; provision of school equipment at government expense; and replacement of temporary and obsolete buildings. (p. 535)
- Recommends the registration of government schools.
- Recapitulates recommendations regarding the expansion of tertiary and pre-school education.
- Alludes to the problems of funding the reforms.

Educational Climate

- Reiterates the six qualities of an educational system outlined in Chapter 1.
- Summarises the benefits expected to flow from the proposals, including: inculcation of non-authoritarian attitudes; the proper treatment of, and respect for, individual differences between children; equality of opportunity; greater diversity of educational institutions; diversity and fuller community participation; a less hierarchical and less centralised system within the Education Department; the opening up of the educational system to a variety of ideas; and the grounding of curricula, organisation and methods in clearly perceived purposes. Argues that “most important” are “the procedures and facilities for dealing with children in the light of their individual capacities, and the need to prepare them for evolutionary change in the society of which they are a part.” (p. 540)