

Education and Change in South Australia

South Australia. Education Department, 1982 (Chair: J. P. Keeves)

Overview of the document

303 page second report of the Committee of Enquiry into Education in South Australia. The Committee was tasked with examining the educational system (excluding the universities and colleges of advanced education) with particular reference to current influences, implications of those influences, organization, appropriateness of curricula in the face of current needs and evaluation. 84 recommendations were made.

Keywords

Curriculum; technology; evaluation; technical and further education; Bean Report; Karmel Report; Jones memorandum; timetables; assessment.

Terms of Reference

To examine and to make recommendations to the Minister of Education on the educational system of the State of South Australia (excluding the universities and colleges of advanced education) with particular reference to –

1. The identification of the influences of an economic, demographic, technological and social nature on the educational system;
2. the implications of those influences for resource allocation, the most effective use of these resources and the priority for such allocation;
3. the organization of the Education Department, the Department of Further Education, and Childhood Services, including responsibilities for the management of financial, human and other resources, the relationship between the three organizations, and any rationalization which might be desirable;
4. the means by which curricula and teaching methods of the schools and colleges should be changed to meet new technologies and changing employment patterns;
5. the desirability of developing a new system of school and college evaluation to ensure the effectiveness of each institution.

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Summary of Contents

1. THE FIRST REPORT

- Notes that the task of the Committee in the First Report was to undertake an investigation into the conduct of education in South Australia and to review the effectiveness of the changes that had occurred during the 10 years since the Karmel Report. (p. 1)
- Notes that because there was no need for radical changes in the educational system, the First Report concentrated on providing an account of the issues and problems confronting those responsible for the provision of education in the State.
- Notes that unfortunately, much of the debate since the release of the First Report has focused on parochial response to particular recommendations and not on the underlying ideas and issues.
- Notes that the critical issues that emerged from the first phase of the inquiry is that declining enrolments have occurred at the primary school level since the Karmel Report in 1971 and at the secondary school level since 1975, a trend that is expected to continue for some years. Argues that the decline “will necessarily lead to a significant scaling down of programs in certain areas, and as a consequence resources could be made available for developments in other areas of education of greater importance.” (p. 3)
- Notes that in hindsight, the projections used by the Karmel Committee were “grossly in error”, and its recommendations for a greatly expanded and expanding system need to be revised accordingly. (p. 3)
- Discusses planning and policies and notes that the widespread dispersion of the administration of the educational sector over the past 15 years has made it necessary to establish an Office of the Ministry of Education for coordination of programs. Notes that the establishment of an executive group that would help rationalize programs and activities is still a desideratum, as is establishment of a small Research and Planning Group to provide evidence on which policy decisions might be made.
- Discusses regionalization and notes that the Committee endorsed the Education Department’s policies of regionalization and defends the recommendations in the First Report to rationalize programs and activities between areas.
- Discusses early childhood services.
- Discusses technical and further education and notes that substantial growth in this sector was foreseen by the Committee, and that was why the amalgamation of the Department of Further Education with the Department of Education was not considered desirable. Notes the low proportion of full-time students relative to other States engaged in technical and further education and criticises the Department’s reluctance to examine its practices and policies.
- Makes the following points in relation to the upper secondary school:
 - The expansion of secondary education following World War II has caused problems for the upper secondary school as the establishment of large comprehensive high schools at the upper secondary level has favoured the

- implementation of an academic program suitable in the main only for those who wish to proceed to higher education.
- In South Australia, comprehensive type schools “have gradually assumed a largely academic orientation.” (p. 8)
 - The Committee did not come to grips with the problem adequately in the First Report and will make further suggestions in the current report.
 - The Committee notes with alarm the commonly expressed view that considers the provision of traditional academically oriented courses to be the true function of the upper secondary school and deplors diversification of the program to meet the needs and interests of youth.
 - This attitude was also evident in reactions to the proposals advanced for changes to the Matriculation Examination so that it might serve the wider public and not just the purposes of selection for higher education.
- Proposes that the courses offered at Year 12 should fall into four classes: registered subjects that would be developed within schools and assessed at the school level; subjects accredited by the Public Examinations Board but largely internally assessed with between-school moderation; tertiary entry subjects, as at present, externally developed and externally assessed; and special tertiary entry subjects. Notes that certification would consist of a Year 12 Certificate providing information on student performance in all courses studied and a statement of Supplementary Information for Tertiary Entrance.
 - Notes that despite the continuing demands of tertiary institutions to maintain control of all courses that are to receive public recognition at upper secondary level, the Committee believes recognition should be accorded to the courses studied by students who do not wish to proceed to higher education, and notes with approval developments that have taken place in the ACT and Queensland.
 - Raises two areas of concern in relation to non-government schools: the rise in the number of small independent schools, despite the decline in the number of Catholic schools, and the problems caused by the absence of compulsory registration of schools (a situation currently being rectified); and the receiving of public money by schools that could actively discriminate in granting access to students on grounds of race, ethnic origin, ability, class or religion.
 - Argues that it is essential that educational institutions to develop programs concerned with educating for leisure and advocates that leisure education programs be granted a more central position in schools, with constructive use of leisure time fostered through both curricular and extra-curricular programs and through the promotion of community based leisure time activities.
 - Argues that in a context of high unemployment, a Youth Policy which included guaranteed “education, employment, or part-time education and part-time employment at least to an age of 18-years” for youth who are faced with unemployment after leaving school prematurely. (pp. 12-13)
 - Makes the following points in relation to the teaching service:
 - Over the past decade there have been very substantial reductions in pupil-teacher ratios.
 - Further changes in class sizes or increases in non-contact time for teachers would both be too expensive and unlikely to be productive in terms of student learning.
 - Declining enrolments raise issues for the teaching service.

- Discusses the First Report and discusses:
 - The reduction in funds allocated to the States, leading to a cut in the budget of the Education Department in South Australia, along with the difficult economic situation worldwide and the impetus this entails for rationalization and reduction in programs and services.
 - The “pervading air of disillusionment with education” existing in highly industrialized countries and the difficulties negative attitudes have for the development of necessary educational initiatives. (p. 16)
 - That these difficult circumstances mean that the advice given by the present Committee must differ substantially from that of the Karmel Committee of 1971 when education in Australia was poised for expansion.
 - That “the Committee must not only identify areas where development might occur, but it must also propose areas where reductions should take place.” (p. 16)
 - That more complexities have arisen because of the state of flux that exists in the relationship between Commonwealth and State governments with respect to education, and the effects of Commonwealth Government policies.

2. CONCERNING THE SECOND REPORT

- Outlines the terms of reference.
- Notes that the First Report covered basically the first three terms of reference (mainly concerning structural / organizational / management problems), and was prepared in time to be of assistance in the preparation of the State budget of 1981-82.
- Notes that certain aspects of the curricula of the upper secondary school and related matters were considered pressing enough to be included in the First Report as well.
- Outlines the Procedures of Enquiry.

3. THE SCHOOL CURRICULUM

The Curriculum and its Problems

- Makes allusion to the Bean Report of 1949 and issues relating to the curricula of the infant grades and of the secondary school.
- Notes that the 1970 memorandum issued by A. W. Jones, the Director-General of Education, whereby schools were given the “widest liberty” to decide their own courses, timetables, organization, teaching methods and assessment was commended in the Karmel Report, but not dealt with adequately because of its limited terms of reference. (pp. 25-26)
- Notes that the present Committee is intent upon examining certain problems that have emerged as a consequence of the 1970 memorandum and implementation of Karmel Report recommendations. Notes that a particular criticism concerns school-based curriculum planning and development, and its effectiveness in the face of perceived lack of time, resources and expertise of the teachers.
- Also notes the failings of the Curriculum Directorate in provision of appropriate curricula and that teachers are asking for “greater direction and leadership in the work of curriculum planning”. (p. 27)
- Notes that in considering these problems, the Committee does not want to roll back the gains achieved over the previous 30 years, and recognizes fully: the need to cater for individual differences between children; and the primacy of the school as a unit.

- States that “In summary, complete freedom and authority for schools to develop their own curricula is unlikely to be feasible in any educational system, given the impossibility of providing all schools with the resources and expertise required for this to be fully effective.” (p. 28)
- Makes the following recommendation:
 - Recommendation R3.1 “The staffs of central administration and the regional offices should provide strong leadership and guidance to the schools in curriculum matters.” (p. 28)

New Approaches to the Curriculum

- Notes the release of the policy statement ‘Into the 80s’ in 1981, as well as the similar ‘Core Curriculum for Australian Schools’ a few months earlier. Notes that while Into the 80s is thought to be likely to be useful in the tasks of curriculum development, “[t]he tenor of both documents is that they touch on certain curricular issues at such a level of generality that an individual school or teacher could justify the choice of almost any aspect of curriculum policy or practice by reference to either or both documents.” (p. 29)
- Argues that for this reason “The Committee finds it necessary to comment on certain specific curriculum issues that it sees to be of consequence for education in South Australia over the next decade.” (p. 29)
- Notes that the involvement of large and coherent bodies of knowledge and human experience are considered integral for key areas of the curriculum and that this rules out an area such as “Environmental Studies”, which ought to be subsumed within the scientific area of the curriculum. (p. 31)
- Makes the following recommendations:
 - Recommendation R3.2: “A curriculum area concerned with ‘moral reasoning and action, value and belief systems’ should be introduced into schools to rectify the omission of this area in the Into the 80s statement.” (p. 31)
 - Recommendation R3.3: “A curriculum area concerned with ‘health and physical education’ should be introduced into schools to rectify the partial omission of this area in the Into the 80s statement.” (p. 32)
- Argues that “A significant deficiency is that the published statements lack any indication of the relative emphases to be given to the key areas at each age and grade level...In the absence of such statements, the Committee must address itself to a detailed consideration of emphasis and priorities in the key areas of the curriculum identified in the policy statement Into the 80s.” (p. 33)
- Proposes two aspects that are important for the curriculum planning of schools: the preparation for and promotion of technological change; and the accommodation and anticipation of societal change.

Technological Change

- Argues that the future contribution of science and technology will be on two bases: the level of competence and inventiveness of those who develop new systems; and those who exert influence on industrial and governmental sources of funding for scientific and technological development.
- Notes that the curricula needed to develop these two bases is discussed later in the report.

Societal Change

- States that “Graduates of our schools and colleges should have a greater knowledge of how our society works and a deeper understanding of the development of our society and of individuals within our society.” (p. 35)
- Notes that ways that have been suggested for school curricula to take account of societal change have involved “grand views of education” but that understanding of complex socio-cultural contexts develops over a lifetime, and may or may not involve traditional modes of formal education. (p. 36)

Non-formal Education

- Notes that non-formal modes of education are likely to be enhanced by new systems of communication, such as computer-based networks.

4. CURRICULUM DEVELOPMENT IN THE SCHOOLS

Curriculum Review

- Notes six deficiencies in current policies and practices relating to curriculum review:
 1. The Advisory Council recommended by the Karmel Committee has not been established.
 2. The Advisory Curriculum Board does not function well.
 3. Subject committees are dominated by secondary school interests.
 4. There is no co-ordination between the Research Branch and the Curriculum Directorate.
 5. The Curriculum Directorate lacks internal cohesion.
 6. Production and publication schedules for course outlines and curriculum materials lack necessary specifications.
- Notes that despite the attention devoted to these areas by the Karmel Committee, the structures set up for curriculum development and review of curricula and teaching methods are not working satisfactorily.

Curriculum Development

- Notes that curriculum development and planning can take place at three distinct levels: the central/systemic level, the individual school level and the individual teacher level and that since the Director-General’s memorandum of August 1970, the authority to develop curricula has devolved to schools and teachers, although the extent this actually occurs in South Australia is unclear.
- Notes that there are four broad forms in which the products of curriculum development may be prepared: statements of general aims of education; detailed statements of curriculum objectives and syllabus guidelines; detailed statement of the organization and content of the course to be taught; and student texts/workbooks/teacher’s guides that cover the content and material to be taught.
- Notes that the development of new materials and approaches, especially from scratch, is expensive and their implementation requires intensive in-service and that the development of a completely new course can take 8 years from conception to use of published materials.
- Argues that such full-scale curriculum development can only take place if there is nation-wide support and guaranteed widespread adoption and as such enterprises in the future are improbable, more gradual evolution of curricula must be envisaged.

- Notes that the difficulties of school-based curriculum development may mean that in practice it involves merely schools choosing between commercially available texts and materials.
- Argues that it is desirable to “withdraw in part from the full implementation of policies of school-based curriculum development” and provide at certain stages and areas recommended curricula and curriculum materials for use in schools. (pp. 44-45)
- Makes the following recommendation:
 - Recommendation R4.1: “the Education Department should be responsible for the preparation of recommended curricula and curriculum materials which would be used by schools within the Department unless approval was given for the use of appropriate alternatives.” (p. 45)

Reviews of School Curricula

- Makes the following recommendation:
 - Recommendation R4.2: (a) “the curricula of each school should be reviewed on a regular basis”; (b) “during a review the curriculum records of the school should be examined and, where appropriate, approval recommended for the continued use of the curriculum program of the school to the Regional Director who would authorize approval on behalf of the Director-General of Education; (c) “where the school chose to replace a recommended curriculum with a course developed within the school, such a course would be granted interim approval by the School Council and Principal of the School”; (d) “at the time of the review of the school the review panel would examine the curriculum documents for which interim approval had been given and would, where considered appropriate, recommend approval of such curricula to the Regional Director.” (pp. 45-46)

Some Changes in Structures

- Makes the following recommendations:
 - Recommendation R.4.3: “Curriculum Committees should be set up in each of the eight curriculum areas...each would be responsible for the development and review of curricula in its specific area...the Junior Primary Education Committee and the Primary Education Committee would be responsible for the development of a co-ordinated and integrated program across the eight curriculum areas.” (p. 47)
 - Recommendation R.4.4 concerning the establishment of curriculum development project teams within the Directorate of Curriculum Research, Development and Evaluation.

Curriculum Dissemination and Implementation

- Makes Recommendation R.4.5 regarding the establishment of a network of Regional Curriculum Conferences to manage the flow of information and materials between the Curriculum Committees and the schools.
- Discusses issues and makes recommendations regarding curriculum services (R4.21-22 and R4.6), the cost of services (R4.23 and R4.7), research and evaluation (R4.25 and R4.8) and the provision of advice (R4.27-4.28 and R 4.9). Emphasizes the importance of curriculum evaluation.

Responsibility for the Curriculum of the Schools

- Advocates the retention of the Director-General of Education with undiminished responsibility for school curricula.

5: EDUCATION AND TECHNOLOGICAL CHANGE

A Changing Perspective in South Australia

- Argues that education at all levels in South Australia “must change in ways that lead development.” (p. 62)
- Divides the issues for education into three classes: the function of educational institutions in a situation of pervasive technological penetration, and how the institutions will serve a need for retraining and recurrent education; how educational institutions will use the new technology in their reaching programs; and the impact of a need to incorporate technological change in curricula at all levels.
- Outlines the wide-ranging facets of new technology.

The Impact of Technological Change on Education

- Notes the three general effects of technological change identified by the Myer Report (1980): new employment opportunities, requiring new skills and more flexible approaches to management; the economic and employment effects resulting from improved efficiency in the production of goods and services; and social effects and costs.
- Argues that the required corresponding responses from the education sector are: provision of training in new areas of skill; the education of a more flexible and adaptable workforce; and new approaches to recurrent education and retraining as well as a greater range of leisure programs.
- Notes that while post-secondary educational institutions will need to provide much of the leadership in these areas, they can only build on foundations laid in primary and secondary schools.
- Notes that the Myer Committee stressed the problem of the lack of mathematical training of new primary school teachers.

The Impact of Technology on Teaching

- Identifies concerns about the capacity of the traditional education sector to respond appropriately to the development of new technologies as: the lack of money available for research and creation of new programs to implement change; the difficulty in adapting new equipment and ideas before they can be used in homes and schools; the slowness of educational institutions to respond to change; and an emerging “non-traditional” approach to education and training. (p. 65)
- Notes that an important change occurring particularly at upper secondary and post school levels is the greater control students are seeking over their own learning.
- States that in this regard, there are three questions that might be asked of new technology: Does it provide increased access to information and improve the form in which information is presented?; Does it provide improved learning or more efficient learning among certain groups of individuals?; and Does it provide encouragement towards the development of a capacity for individual self-education?
- Notes that two forms of criticism associated with the introduction of new technology often advanced by teachers are that it can destroy interpersonal communication

between student and teacher and that the curricular content used in new types of equipment is often inadequate.

Technological Change and the Curriculum

- Discusses some implications of new technologies for the lives of children currently in schools and curriculum in primary schools. Stresses the need to make sure that students in secondary school are familiar with the consequences for society of new technology as well as the continuing importance of mathematics and sciences.

Equipment for the Disabled

- Makes Recommendation R5.1.

Educational Use of the National Communications Satellite

- Makes Recommendation R5.2 and R5.3.

Educational Technology and Libraries

- Discusses the diversification of the work of libraries to include materials and equipment associated with information sources other than books.

Technical and Further Education

- Makes Recommendation R5.4 and R5.5 regarding the incorporation of modern technology in courses conducted within the colleges.

A Challenge for Girls and Women

- Notes that as there is no established patterns of career expectation in fields associated with new technologies, girls and women should be encouraged to consider embarking on careers in this area.

6: CHILDREN AND THEIR SCHOOLS

Advice from the Bean Committee

- Notes that while the curriculum rightly involves a planned sequence of learning from Reception Grade to Year 12, there is always the possibility that individual children will encounter avoidable learning problems, and that teachers will attempt to teach ideas and skills ahead of the children's cognitive and emotional development.
- Endorses the views expressed by the 1945 Bean Committee that: "the change most needed is greater adaptation of the school to the interest and capacity of the child"; "traditional methods of mass instruction ignore the very great differences between the children"; "the work and activities of the school should be designed to develop the physical, emotional and social well-being of the child, as well as the intellectual"; and "the greatest defect in educational methods has been that all of us, parents as well as teachers, have pre-occupied ourselves too much with the products of schooling, and far too little with the process." (p. 77)
- Argues that schooling should be viewed in terms of "a series of stages rather than as being completely continuous", and that the stages should be not be seen as rigidly related to ages or grades of schooling but that "such general stages exist and are related to the stages of both concept development and physical and emotional development that are now well documented from research." (p. 78)

- Enumerates the six stages that correspond in broad terms with the traditional phases of schooling: birth to 5/6 years: pre-school phase; 5-8 years: junior primary or infant grades; 8-12 years: primary years; 12-15/16: secondary schooling prior to end of compulsory years; 15-18: completion of secondary schooling; and 18-: tertiary, further and continuing education.
- Notes that it is the responsibility of the teacher to ensure that the child moves through the years of schooling at an appropriate pace.

The Threshold of Learning

- Argues that “it is an essential task of primary schools to ensure that every pupil acquires the basic skills of literacy and numeracy” (p. 79) and makes Recommendation R6.1 that programs to this end be established, and adequate remedial teaching staff be provided where necessary.

The Foundations of Learning

- Notes that there are certain areas of the curriculum that form the foundation of further learning common to all schools across the State and probably Australia, which are: acquisition of skills associated with the use of the English language both oral and written (language); knowledge and understanding of the physical world and the natural environment (science); knowledge, understanding and ability to apply certain concepts and relations of number and space (mathematics); and knowledge and understanding of the society in which we live and our relationship to it as individuals (social learning)
- Argues that it is desirable that the Education Department provide recommended courses of instruction across all ages and grades of primary schooling.
- Makes Recommendation R6.2 which envisages that two-thirds of time be allotted to these four areas, with greater emphasis being given to language and mathematics.

Areas of Experiential Learning

- Notes that the remaining four areas of the curriculum are: health and physical education; moral reasoning and action, value and belief systems; the arts and crafts; and work, leisure and life skills.
- Argues that curricula in these areas should be based on students’ experiences.
- Makes Recommendation R6.3 that courses of instruction in these areas should be developed, including statements of general aims, curriculum objectives and specified organization and content.

The Primary School Curriculum

- Makes the following recommendation:
 - Recommendation R6.4: “the Primary School Curriculum Committee should prepare curriculum guidelines on the recommended time allocation across the eight areas of the curriculum, on recommended minimum time levels for areas associated with the basic skills of literacy and numeracy, and on principles and procedures for the integration of the parts of the curriculum into a whole.” (p. 83)

The Junior Primary School Curriculum

- Makes the following recommendation:
 - Recommendation R6.5: that: (a) distinctions between junior primary and primary sections be maintained, to preserve the less formal activities approach of the junior primary classroom; (b) preparation of teachers should continue to allow for specialization of at the junior primary and primary levels; and (c) a Junior Primary Curriculum Committee be established. (p. 83-84)

Early Childhood Education

- Discusses issues relating to early childhood education.

The Age-Grade Structure of Primary Schools

- Makes Recommendation R6.6 concerning the number of years spent at the junior primary stage of schooling, and encouragement for students not coping adequately to repeat a grade.

The New Technology and the Primary School Curriculum

- Makes Recommendation R6.7 concerning the use of reference skills that might be relevant to new technology, keyboard skills, use of calculators.

7: THE SECONDARY SCHOOL CURRICULUM

Some Critical Issues

- Argues that the four foundation areas of the curriculum (language, science, mathematics and social living) must continue to have a central place. (p. 96)
- Notes that even if each area is so broad as to preclude identification of a common curriculum, there is nevertheless a body of essential learning in each of these areas necessary for participating effectively in a modern technological society. (p. 96)
- Argues that courses developed in each of these four areas both should provide the foundations for further learning and be complete in themselves with a “coherence and integrity of purpose”. (p. 97)
- Notes the central problem of the academic orientation of school courses, while only a minority proceed to universities or colleges of advanced education. Notes that two steps have been taken to provide a solution to this problem: 1. freeing schools to develop their own programs and courses (but this task is extremely time consuming, and few teachers have the requisite experience to carry it out); 2. allowing schools to specialize, achieved through de-zoning schools and allowing students to attend schools that provided courses to suit their needs (however, academically-oriented schools are likely to enjoy a higher status than schools providing other sorts of programs and it would be inappropriate if the full range of alternative programs was not available in each district)
- Suggests some general principles for the development of curricula at this level as:
 1. The number of key ideas and relationships to be presented in a course should be reduced as far as possible.
 2. The practical applications of these key ideas should be fully explored and developed as “Education is a process in which ideas are used and applied in the students’ experience.” (p. 99)
 3. The education that is received should be seen to be meaningful by students, parents and employers and relevant for the students’ present and future lives.

This favours courses built around vocationally oriented skills rather than academic learning the deferred value of which is often accepted with difficulty.

4. In every course a sense of confidence must be developed, through mastery of the cognitive and practical skills being taught and the expectation that the ideas and skills presented will be useful.
 5. It is important that the process of learning is not merely a passive exercise; thus students must learn to analyze and evaluate their learning and diagnose their learning problems.
 6. Opportunities for problem solving must be present in each curriculum area.
 7. The curricula must give students a sense of self-determination and personal autonomy in what they choose to learn at school as “The ever present danger in curriculum development is that courses become so overburdened with information that there is little time for other aspects of learning to receive adequate attention”, a danger that can be reduced through provision of choice of subjects and units within subjects. (p. 100)
- Argues that greater timetable flexibility can help provide real choices to students but that it is nevertheless important that all four areas of foundation learning retain their strength of place in the curriculum.
 - Makes Recommendation R7.1 regarding (a) recognition of the four areas of foundation learning in the secondary school curriculum, (b) development of recommended curricula in the four areas, and (c) introduction of greater flexibility into the timetable to provide options for the study of minor courses. (p. 101)

The Four Areas of Foundation Learning

- Identifies the four areas of learning as:
 - The Acquisition of Language Skills: Notes the importance of the development of proficiency in written language and the verbal skills associated with writing, as well as other forms of communication, the importance of learning to speak and read a foreign language and that it would be hoped that students have a satisfactory mastery of the English language to enable them to undertake independent learning by the end of primary school.
 - The Physical World and the Natural Environment: Notes that the importance of science is not in question, but particular emphasis should be placed on its application and social relevance.
 - Relations of Numbers and Space: Notes the importance of mathematics, with the expectation that the need for mathematics learning will rapidly increase.
 - Learning about Society.

Planning Curriculum Development

- Suggests that the development of several recommended courses in each of the four curriculum areas is required, “so that schools have clear guidelines and sound curriculum materials that they can use to meet the needs and circumstances of their students”. (pp. 108-109)
- Notes that there should be a sufficient number of alternative segments or modules, so that there might be a framework within which a school will have the freedom to build appropriate courses for its students.

- Rejects the tendency to emphasize mainly the needs of the academic and the development of “watered down” academic courses that are unrelated to students’ interests and needs. (p. 109)
- Examines the question of continuity and progression from one year level to the next across Years 8-10. Notes that a perceived deficiency of current teaching methods is the emphasis of the acquisition of knowledge at the expense of the development of cognitive and practical skills.

The Teaching of Modern Languages

- Makes Recommendation R7.2 regarding the establishment of a Working Party to examine the place of modern languages in the secondary curriculum. (pp. 111-112)

The Problem of Time

- Notes the critical importance of allocation of time to different areas of learning and that it is essential that consideration should be given to the time assigned to study in each of the four foundation areas in curriculum development.
- Makes the following recommendations:
 - Recommendation R7.3 that (a) approximately two-thirds of available time be devoted to the four foundation areas of learning in language, science, mathematics and social learning; (b) that it should be assigned equally to the four areas, unless students have a particular need for additional time to be given to a specific area; (c) curricula which are integrated across the four areas may be developed to meet particular needs and circumstances. (p. 114)
 - Recommendation R7.4 supporting the setting of homework.
- Considers the following areas of experiential learning and the importance for the years before the end of compulsory schooling: Moral Reasoning and Action, Value and Belief Systems; Work, Leisure and Lifestyle; Arts and Crafts; Health and Physical Education.

Areas of Experiential Learning

- Makes Recommendation R7.5 that the above four areas should occupy about one-third of the school week, but with keeping a key focus on timetable flexibility.

External Examinations

- Rejects an external examination at the end of Year 10 and notes that while Years 8, 9 and 10 courses should not be directed towards preparation for tertiary studies, they should also serve as the basis for transition to upper secondary education.

Transition from Primary to Secondary School

- Notes efforts to smooth the transition in South Australian schools.

Technology and the Secondary School Curriculum

- Suggests ideas for the inclusion of computers in the secondary program.

8: THE CURRICULUM OF THE UPPER SECONDARY SCHOOL

Holding Power and Age

- Notes that the Committee rejects the notion that the upper secondary school is concerned solely with catering to the needs of students of academic inclination, and is

aware of the increasing numbers at school in these years who find little reward in the traditional academic program.

- Notes that South Australian students complete their Year 12 on average at 17 years 6 months, significantly younger than in some other states but argues that it is better to attain a higher standard of performance than delay progress through school to cover the same syllabuses. Notes that South Australia has a much higher retention rate at Year 11 than the Australian average, but only a marginally higher rate at Year 12.
- Illustrates that the Australian participation rate in full-time education for 16-18 year-olds is relatively low.

The Education of Girls at Years 11 and 12

- Notes that the proportion of girls to boys is higher overall in the post-compulsory years, but their taking of mathematics, chemistry and physics is lower, hence overall limiting their options.

The Diversification of Programs at Years 11 and 12

- Notes that of the 36 subjects offered, 16 were modern languages, many of which drew very few students and recommends rationalisation to achieve savings.
- Argues that both the Matriculation Examination courses and the Secondary School Certificate programs have two shortcomings: the courses that diverge from the traditional academic program are attracting relatively few students; and little effort is being made to develop courses that have a “high degree of relevance in the modern world”. (p. 129)

Constraints on New Courses

- Notes that the major constraints on the development of new courses are: an apparent requirement that Year 12 courses occupy 6 periods per week over the whole year; an expectation that schools not offer courses that have a vocational emphasis, but that these be left to colleges of technical and further education; and that decisions are made by persons trained in and committed to traditional academic disciplines.

Some Alternatives – Business Studies

- Makes Recommendation R8.1 that commerce and business studies subjects be provided at Year 12 level as tertiary entry subjects by the reconstituted PEB.

New Courses and New Technology

- Notes that courses that might occupy a shorter time allocation than 6 periods per week over a year include Technological Studies, Engineering Science, Modern Industry, Computing and Computer Science.

New Topics in the Curriculum

- Suggests topics and materials that could be introduced to keep the curriculum abreast of developments that are occurring in modern society.

Staffing Requirements and Curricular Offerings

- Notes that the Committee commissioned a study into the staffing requirements of schools in relation to the size of the school and curricular offerings and that it was “evident that...a school which teaches more subjects will of necessity show a smaller

average class size, and, in general, will involve a high level of cost per pupil taught.” (p. 135)

- Notes that these findings mean: many schools in the metropolitan area “are not well placed to sustain a diversity of courses at a time of enrolment decline”; and unless these schools increase their holding power, they must reduce the number of subjects offered, or allocate a greater proportion of teachers to Years 11 and 12, or reduce the contact time of teachers. (p. 135)
- Argues that options include: schools specialize in certain subjects, and that students transfer enrolment to these schools if they wish to study these subjects; or one school in a region concentrate on academic studies, another on vocational studies. (p. 136)
- Notes that drawbacks of the latter option are that “academic” schools will gain disproportionate recognition from the public and universities, and non-government schools will specialize in academic subjects. Notes that the possibility of establishing senior colleges able to offer a diverse range of courses has merit.
- State that in all there needs to be brought about rationalization of curriculum offerings in order to meet the needs of students not continuing to Year 12 and “it is necessary for high schools to make a more substantial contribution to the problem of youth unemployment through providing more relevant and diversified programs.” (p. 136)

The Vocational High Schools

- Notes that five high schools in the metropolitan area and two in regional areas have been allotted grants to establish a vocational orientation in the courses they offer.
- Outlines the merits of this, as well as a warning given not to narrow courses to the precise requirements of particular employers.

A Technological High School

- Recommends one school in the metropolitan area be established as a technological high school to undertake developmental work in the provision of technological programs and re-emphasizes the obligation to develop more relevant and challenging courses to meet the needs of youth.

The Problems of Modern Languages

- Discusses the problem of the small enrolments in modern languages.

Classical Studies

- Explains and commends the popularity of the Classical Studies course.

Computing Studies

- Makes Recommendation R8.2 concerning the increased funding and extension of Computing Studies.

New Career Opportunities for Girls

- Reiterates the desirability of encouraging girls to undertake technological subjects.

A Plea for Greater Flexibility

- Makes Recommendation R8.3 that: proposals be developed for the rationalization of existing courses at Year 11 and 12 levels, and resources be reallocated to the

promotion of alternative programs; and the reconstituted Public Examinations Board serve the needs of the whole of Year 12.

9: THE FUTURE OF TECHNICAL AND FURTHER EDUCATION

- Discusses the future of technical and further education.

10: THE EDUCATION OF SPECIAL GROUPS

- Notes that “Education can contribute to the amelioration of the problems of ethnic minorities, or those coming from deprived homes and living in disadvantaged areas, but it is important to acknowledge that education cannot solve many of the problems that exist.” (p. 169)
- Discusses Aboriginal education and makes the following recommendations:
 - Recommendation R10.1 concerning the administration of education.
 - Recommendation R10.2 enabling Aboriginals to work in Aboriginal schools.
 - Recommendation R10.3 allowing for increased staffing ratios for schools with more than 10 Aboriginal students and the maintaining of school programs for Aboriginal students.
- Discusses some issues regarding the education of girls and notes that while retention rates for girls has improved, as has involvement in the workforce of women since World War II, little change has taken place in their holding managerial positions, and there has been a decline in the proportions in skilled occupations.
- Makes the following recommendation
 - Recommendation R10.4 that: (a) “girls should be encouraged...to undertake the study of subjects at school...that will increase the range of courses available to them at the post-secondary school level and thus to increase the employment and career opportunities”; and (b) “boys should not be discouraged from developing their skills in the learning of languages and the humanities that will serve to increase the range of career options available to them.” (p. 175)
- Discusses the gifted and argues that if “South Australia is to gain the fullest possible benefits from the exceptional intellectual abilities of some of its children then it must permit and encourage those children to develop their talents.” (p. 176)
- Makes Recommendation R10.5 pertaining to the identification of gifted and talented children, and provision of appropriately challenging activities to them.
- Discusses the Handicapped and makes Recommendation R10.6 concerning: the integration of handicapped children into normal schooling programs wherever possible; locating special schools in multicampus schools or adjacent to normal schools; and preparing teachers and support personnel.

11: STUDENT EVALUATION

A Lack of Evaluation

- Deplores the lack of consideration given to issues of student evaluation and stresses the centrality of student evaluation to the school curriculum and curriculum evaluation to planning and development.
- Notes that the former multiplicity of external examinations has been reduced to one, thus removing the framework for student assessment and evaluation of school practices that they provided without a replacement being introduced. Notes the lack of emphasis given to matters of evaluation and student assessment in teacher education.

- Makes Recommendation R11.1 that universities and colleges of advanced education increase the emphasis given to evaluation and educational measurement in their courses.
- Discusses student assessment and notes that one of the most serious shortcomings of the public examinations system was its emphasis in assessment on the ranking of students relative to one another, while today there is growing interest in measuring a student's achievement of mastery of a specific task and so what has been learnt.
- Argues that "in teaching and in student assessment greater consideration should be given to the carrying out of tasks of more practical kind." (pp. 183-184)
- Makes the following recommendations:
 - Recommendation R11.2 that such consideration be given to the use of practical tasks in determining the level of mastery of certain skills and learning from experience.
 - Recommendation R11.3: "that a greater variety of evaluation procedures should be introduced into classroom use, including checklists and observation schedules in order to increase the range of skills being assessed and the learning experiences provided." (p. 185)
 - Recommendation 11.4: (a) "schools should be encouraged to conduct each year a testing program in the areas of essential skills of literacy, numeracy, oracy, reference, problem solving and investigation at the Year 5 and Year 9 levels", as decided by the School Council; (b) "appropriate tests should be made available to schools for this purpose, but that is should not be obligatory for a school to test in all essential skill areas"; (c) "as soon as possible after testing, information on school performance should be made available to students and their parents, but not in a form that could be used in later years by employers." (c) "every four years data...from a sample of schools should be obtained to provide evidence on the performance of students at Year 5 and Year 9 levels within the State." (p. 185-187)
- Discusses the School Leaver Statement and notes it is issued to all students on leaving school, in two forms – Form O mainly for those leaving at Year 11.
- Recommends a common Year 12 certificate.
- Discusses diagnostic assessment and item banking and Recommendation R11.5 concerning the undertaking of developmental work in the areas of diagnostic testing and item banking. (p. 191)

12: THE EVALUATION OF SCHOOLS

- Notes that the Director-General's statement of August 1970 recognized the school and college as the basic units of operation within the educational system.
- Notes that the school is also the unit for curriculum planning and implementation, likely giving rise to problems from three sources: the nature of a school's community; the nature of the curriculum planned and implemented within the school; and the organizational structures of the school.
- Discusses the longstanding tradition of equity between schools, the ability of parents to contribute to supplementary funding, the special needs of particular schools, and the lobbying effectiveness of parent bodies and school councils notwithstanding.
- Notes that the delegation of greater freedom and authority to schools has permitted differing development, and that the inspectorial service that formerly oversaw standards has been discontinued.

- Notes that “There has been an increasing interest in programs that will promote the educational growth and development of schools.” (p. 194)
- Discusses school development programs and the implementation of recommendations made by the Karmel Committee to establish programs to promote professional growth of teachers and their shortcomings.
- Makes the following recommendation:
 - Recommendation R12.1: “The major focus of the teacher and lecturer development programs...should be directed towards school and college improvement for at least a period of five years.” (p. 195)
- Notes that inservice activities associated with professional development conducted during school hours should be scaled back.
- Discusses issues relating to staff allocation, special purpose funding, Commonwealth Schools Commission funding and makes Recommendations R12.2 and R12.3.
- Discusses a school evaluation program.
- Discusses the prospective review model, notes the review proposed would emphasize planning for the coming triennial period and makes Recommendation R12.4.

13: THE EVALUATION OF THE EDUCATIONAL SYSTEM

- Makes Recommendation R13.1 that at least every 10 years a thorough evaluative review of the educational system should be conducted and published. (p. 207)

Indices of Educational Progress

- Discusses indices of educational progress and notes that it is considered desirable that these be made available to the public and proposes a program of assessment.
- Makes the following recommendations:
 - Recommendation R13.2, that a program built around a four-year cycle for monitoring performance in literacy and numeracy be established, that results be matched various demographic information and published along with a report by an advisory group. (pp. 212-213)
 - Recommendation R13.3 that curriculum and teaching probe studies are undertaken every 10 years in the areas of fundamental learning. (p. 215)
 - Recommendation R13.5 concerning program performance budgeting. (p. 217)

14: RAISING THE QUALITY OF THE TEACHING SERVICE

- Makes a number of recommendations relating to teacher registration, competence, student selection and the induction of beginning teachers.

15: CONDITIONS IN THE TEACHING SERVICE

- Makes a number of recommendations in relation to problems relating to enrolment decline, the teacher classification system, employment conditions and training.

16: THE USE OF LIMITED RESOURCES

- Makes a number of recommendations in relation to contributions by parents, corporate planning, recurrent expenditure and facilities and property management.

17: A TIME FOR CHANGE

- Recapitulates earlier discussion and recommendations.