TASMANIAN EDUCATION · NEXT DECADE

TEND

TEND COMMITTEE REPORT

JUNE 1978

TASMANIAN EDUCATION: NEXT DECADE

TEND

Report to
The Hon. H.N. Holgate, B.A., M.H.A.,
Minister for Education, Recreation, and the Arts

Education Department, Tasmania
Hobart, June 1978

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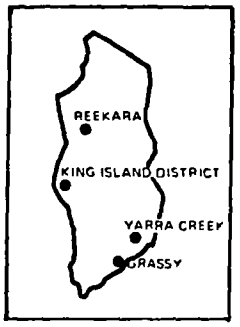
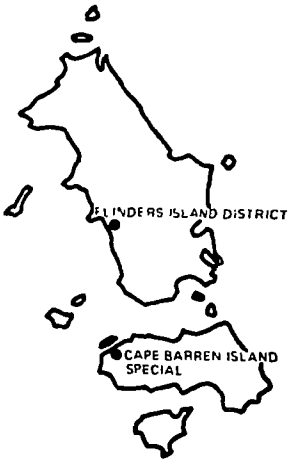
Tasmanian Schools and Colleges





(SEE APPENDIX 5 FOR LIST OF METROPOLITAN SCHOOLS AND COLLEGES AND UNATTACHED KINDERGARTENS NOT SHOWN ON THE MAP.)

STANLEY
SMITHTON PRIMARY
SMITHTON HIGH
ST. ATTRACTA'S
REDPA
FOREST DISTRICT
EDITH CREEK DISTRICT
SISTERS CREEK
BOAT HARBOUR
WYNYARD PRIMARY
INGLIS PRIMARY
WYNYARD HIGH
ST. BRIGID'S
WEST SOMERSET
SOMERSET
BURNIE
PENGANA
PENGUIN HIGH
PENGUIN PRIMARY
WEST ULVERSTONE
SACRED HEART
LEIGHLANDS
ULVERSTONE HIGH
EAST ULVERSTONE
FORTH
ULVERSTONE PRIMARY
DEVONPORT
WESLEY VALE
PREOLENNA
YOLLA DISTRICT
RIDGLEY
NATONE PRIMARY
RIANA DISTRICT
SPREYTON
SPRENT DISTRICT
PRESTON
LATROBE PRIMARY
LATROBE HIGH
ST PATRICK'S
GENEVA
MORIARTY
SASSAFRAS
EXETER DISTRICT
RAILTON
WILMOT
SHEFFIELD DISTRICT
ASHLEY BOYS HOME SPECIAL CLASS
OUR LADY OF MERCY
DELORAINE PRIMARY
DELORAINE HIGH
MOLE CREEK DISTRICT
WESTBURY
HAGLEY
PERTH
EVANDALE
LONGFORD
MEANDER
BRACKNELL
CRESSY DISTRICT
LAUNCESTON
STAR OF THE SEA
GEORGE TOWN HIGH
GEORGE TOWN PRIMARY
SOUTH GEORGE TOWN
BEACONSFIELD DISTRICT
BRIDPORT
NABOWLA
SCOTTSDALE PRIMARY
SCOTTSDALE HIGH
BRANXHOLM
GLADSTONE
WINNALEAH DISTRICT
LILYDALE DISTRICT
RINGAROOMA
MYRTLE PARK
PYENGANA
ST HELENS DISTRICT
ROSSARDEN
FINGAL
ST. MARYS DISTRICT
AVOCA
MATHINNA
WARATAH
SAVAGE RIVER DISTRICT
TULLAH
ROSEBERY DISTRICT
ST JOSEPH'S
POATINA
ZEEHAN
ST FURSAEUS'
BICHENO
CAMPBELL TOWN DISTRICT
ROSS
GORMANSTON
QUEENSTOWN
STRAHAN
SOUTH QUEENSTOWN
MURRAY HIGH
ST. JOSEPH'S
WEST COAST COMMUNITY COLLEGE
BRONTE PARK
SWANSEA DISTRICT
TARRALEAH
OATLANDS DISTRICT
BOTHWELL DISTRICT
WAYATINAH
OUSE DISTRICT
STRATHGORDON PRIMARY
KEMPTON
TRIABUNNA DISTRICT
HAMILTON
COLEBROOK
LEVENDALE
ORFORD
ELLENDALE
BAGDAD
CAMPANIA DISTRICT
WESTERWAY
GLENORA DISTRICT
MAYDENA
MOLESWORTH
FAIRVIEW
NEW NORFOLK PRIMARY
NEW NORFOLK HIGH
ST BRIGID'S
ROYAL DERWENT HOSPITAL SPECIAL
E12 COMMUNITY SCHOOL
BRIGHTON DISTRICT
ST JOHN'S
RISDON VALE
RICHMOND
SORELL DISTRICT
CAMBRIDGE
COLLINSVALE
HOBART
LAUDERDALE
DUNALLEY DISTRICT
HUONVILLE PRIMARY
HUONVILLE HIGH
ST ALOYSIUS
CALVIN
KINGSTON
JUDBURY
GLEN HUON
ADVENTIST
FRANKLIN
MARGATE
SNUG
CHANNEL SPECIAL
BLACKMANS BAY
SOUTH ARM
TASMAN DISTRICT
GEEVESTON DISTRICT
SACRED HEART
WOODBRIDGE DISTRICT
LOURDE'S HILL AGRIC. COLLEGE
CYGNET DISTRICT
ST. JAMES'
DOVER DISTRICT
BRUNY ISLAND DISTRICT

A74

TASMANIA

EDUCATION DEPARTMENT HOBART

TELEPHONE 30 9011 G.P.O. BOX No. 169B 7001

TEND COMMITTEE

IN REPLY PLEASE QUOTE:

FILE No.....

IF TELEPHONING OR CALLING

ASK FOR.....

8th June, 1978

The Honourable H.N. Holgate, B.A., M.H.A.,
Minister for Education, Recreation and the Arts,
G.P.O. Box 169B,
HOBART,
Tasmania. 7001

Dear Mr. Holgate,

We have pleasure in submitting to you the report of the Tasmanian Education: Next Decade (TEND) Committee, commissioned by your predecessor in the office of Minister for Education in November 1976.

The members of the Committee were:

W.F. Connell, (Chairman)
Emeritus Professor of Education,
University of Sydney.

J.K. Edwards,
General Manager and Chief Engineer,
Port of Launceston Authority.

Noela J. Foxcroft,
Senior Mistress,
Rose Bay High School.

L.J. Harris,
Manager,
The Advocate Newspaper Pty. Ltd.,
Burnie.

B.G. Mitchell,
Deputy Director-General of Education,
Education Department of Tasmania.

Fr. E. Proietto,
Principal,
Dominic College.

V.W. Smith, (Secretary)
Education Department of Tasmania.

... 2

The last comprehensive report was made in 1968. This one is submitted to you in 1978. We hope that this may establish a precedent for a substantial review each ten years. Education is a complex operation that should be periodically evaluated. It is also of central importance for the development and welfare of the people of the State, who need to have some regular opportunity of assessing its relevance, of seeing an analysis of its main lines of development and of learning about its possible future direction.

We have conceived our task to be a two-fold one. We have had to try to determine the present state of education in Tasmania and the trends that have been developing in it, and we have had to make judgments and recommendations about desirable future developments in the light of our investigations and our own experience and knowledge.

In the course of our review we received 213 submissions from the public, held six public meetings in various parts of the State, visited 51 schools, discussed a number of special topics with several selected groups, and accumulated a considerable body of documents and statistics dealing with a variety of aspects of Tasmanian education.

Our report is a document designed to inform the community about its schools, and interest it in developing wider and better educational activities.

We present to you our views and recommendations of what seem to us to be the most significant aspects of Tasmanian education.

Yours sincerely,

W.F. Connell
(Chairman)

L.J. Harris

J.K. Edwards

B.G. Mitchell

N.J. Foxcroft

(Rev.) E. Proietto

TABLE OF CONTENTS

LIST OF TABLES AND DIAGRAMS

Acknowledgements

The TEND Committee would like to record their pleasure at the substantial contribution made by the Tasmanian community to the construction of this report. We received 213 written submissions from individuals and groups, many of them covering, thoughtfully and in detail, a wide range of our terms of reference. The afternoon seminars and evening public meetings that we held in various parts of the State were well attended and of great value to the Committee. We are grateful also to the teachers, administrators and community members who attended special meetings and workshops for the discussion of particular topics of interest to us. Similarly, we received great help from very many teachers and students on the visits we made to the Departmental and Independent schools of the State. To the Director-General and his departmental officers, we are particularly grateful for their constant assistance and prompt response to our various requests for information; in particular, the Research and Planning sections supplied valuable and much needed material to us, and the Development and Information Service and the Medica Centre assisted greatly with general publicity and the preparation of this report. We are particularly indebted to a small group of reactors for their frank criticism and advice on the various chapters of the report which they received in the course of its writing. For our committee meetings in the north of the State, the Port of Launceston Authority was our very generous host. Finally, we would like to record our gratitude to our two full-time staff members. Lesley Longden, our typist-stenographer, managed successfully to disentangle our discussions and debates and has coped admirably with the various drafts of our report. To Vince Smith, our Secretary, we have a sense of deep obligation for his unremitting industry in organising our varied activities and movements, and in producing our final report.

Definitions

We have noticed that, in recent discussions on Tasmanian education, confusion has been caused by the use of the terms describing types and levels of education.

Throughout this report, the following terms are used as defined here. We have defined them according to the level of work done at each stage, not according to the age of the students involved.

secondary education means the period of six years of education following year 6 in the primary school, i.e. education from year 7 to year 12. It may be divided into two periods, junior or lower secondary, and senior or upper secondary.

junior of lower secondary education covers the first four years of secondary education from year 7 to year 10. District schools and high schools offer junior secondary education.

senior or upper secondary education covers the final two years of secondary education, i.e. years 11 and 12. Secondary colleges offer two-year full-time and technical colleges offer up to two-year full- and up to four-year part-time secondary education for students who transfer into them after completing all or most of a junior secondary education.

tertiary or higher education is undertaken by those who have completed their secondary education, i.e. have completed year 12 or a standard judged to be equivalent. Post secondary is a term sometimes used in place of tertiary. Tertiary education is offered at present by the University of Tasmania and the Tasmanian College of Advanced Education.

advanced education is a form of tertiary education offered by Colleges of Advanced Education of which the Tasmanian College of Advanced Education at Newnham and Mt. Nelson is the only example at present in Tasmania. It provides courses leading to undergraduate awards known as Associate Diplomas (UG3), Diplomas (UG2) and Degrees (UG1), and may also offer some post-graduate awards. In one Australian State, some of the technical colleges also offer a few advanced education courses at the UG3 level. None of the technical colleges in Tasmania provides any form of advanced education.

technical education is a form of vocational preparation in any area, e.g. the term is used to cover such diverse courses as those in commerce, engineering and art. Technical courses are offered in Technical Colleges and may also be offered in Community Colleges (see chapter 5).

further education may be vocational, leisure-time, academic or general education offered to individuals who are no longer in full-time attendance at school or university. It is usually on a part-time basis, but may include full-time courses offering a second chance to study for qualifications desired by those who discontinued their formal education at an early stage. Further education may be offered through any educational institution.

continuing, recurrent and adult education in this report, mean the same as further education. They are convenient terms descriptive of an approach to the provision of lifelong education.

CHAPTER 1

BASIC ASSUMPTIONS AND GENERAL PRIORITIES

Basic Assumptions

In making judgments about the existing state of Tasmanian education and in putting forward recommendations for its future development, several basic principles have guided the Committee's deliberations.

i. Education is concerned with raising the quality of all human experience.

Traditionally schools have emphasied intellectual education and the formation of character. They are both vitally important tasks. The school curriculum is usually expressed as a sequential programme of intellectual experiences, and it is right that intellectual development should continue to be a central concern of all schools from kindergarten to university. Simmlarly the development in students of the kind of character and the ways of behaving that may be thought appropriate by their teachers is an inescapable part of the process of education.

It is important, however, that education should not be confined to intellectual and character development. Education, in our view, is concerned with developing human beings. In pursuit of that aim the teacher must seek to raise the quality of all the kinds of human experience in which students are involved. He should, for example, be interested in improving the physical performance of students; he should be concerned with cultivating their aesthetic taste and judgment; and he should pay serious attention to their social skills.

As young people develop, there will be times when some of these aspects will be more important than others. Thus aesthetic cultivation may at one time be of the greatest significance, and, at another, social or intellectual activity. But none of the areas is wholly separate from the others. There is, for instance, an element of intellectual analysis in good taste; and good human relations are essential to the success of many intellectual investigations. Teachers should be alert to the interaction between intelligence, taste, health, good human relations and character, and should seek by relating them together to raise the quality and effectiveness of all their students' experience.

ii. Education should be related to the needs of the community.

The community is, in the first instance, the local population who could have some association with the local school. Some specialised educational institutions, such as a university, may have a different kind of community, but most schools might be expected to look primarily to some sort of local community. There is, however, a wider group, the people of the whole of Tasmania whose needs educators must try to serve. The local school is also a state school, and the local community a part of the living tissue of the larger body

of the State. Extending more widely still, there is an Australian community. Tasmanians are, as much as Victorians or Queenslanders, a part of a distinctive and inter-dependent Australian commonwealth with whose traditions and expectations education has a close and continuing concern. Less immediate, but nevertheless of fundamental importance, is the Pacific community to which Australia belongs, and the community of mankind to which all human beings have a contribution to make. Educators, therefore, have to be aware of the requirements of their local area in order to try to provide a service that can be seen to be relevant to it, and at the same time must see their work in a wider perspective. They must ask themselves two questions: Is my work really relevant to the needs of the local children and adults? and Am I enabling the persons I am teaching to share in and make some impact on the culture and activities of the wider communities of which they are a part? Education is both parochial and a remedy for parochialism.

What are the needs of the community?

There are some fundamental educational needs common to all developed societies. In 1642 in Massachusetts the law which established a system of schools out of which public education eventually developed in the United States of America stated the purposes as: "to read and understand the principles of religion and the capital laws of the country". The basic requirements have not changed, although the way of expressing them has. We would now put them as : the acquisition of literacy and numeracy, the acceptance of a set of basic values, and a knowledge of the practices and institutions of the society.

The community's needs, however, are not confined to these basic acquirements. The skills and knowledge that are necessary to maintain and develop the life of the community are also important needs with which educators must be concerned. These may vary in time and place. In Tasmania at the present time, for instance, there is a great need to prepare youth more effectively for membership of the workforce and also to equip them to deal with the possibility of persistent unemployment.

Beyond these kinds of skills the community's educational needs are concerned with what we have previously mentioned as a general purpose of education, i.e. raising the quality of life throughout the community. Again, the nature and content of the kind of education that answers this need will vary in different communities and circumstances. At all events, in looking to the needs of the community, educators must be prepared to investigate and consider all three kinds of educational needs: basic, developmental and qualitative.

iii. Education is a lifelong pursuit.

Education is a central part of human life. Learning and living are so closely related as to be almost interchangeable terms. Opportunity for improving one's education has been concentrated generally into the earlier years of life in the form of primary and secondary schools and in later years in technical and advanced education colleges and universities. The importance of sufficient provision of education at these levels is unquestionable. Indeed as life has become more changeable and complicated the need for a longer

formal education for all has become apparent. The eighth grade education that was good enough for many students' parents is no longer sufficient to launch present-day youth effectively into the intricate world of the 1980's. Hence the steadily increasing move for a full secondary education for all youth.

Further education for adults, however, beyond secondary level, has not yet been developed or supported in a comparable manner. In consequence many students think education belongs to their school years, and that the school leaving age marks the completion of their education. There are, however, many things that cannot be adequately grasped in the school years. Political discrimination and administrative ability, for example, are skills which, if they are to be learnt, require considerable maturity and experience. Education related to them is clearly an adult activity.

Vocational re-training is another adult responsibility. Work in most trades and professions is changing continually and sometimes rapidly, and new occupations are constantly coming into being. If the workforce is to remain efficient it must be retrained from time to time to keep pace with technological change and to match changes in responsibility that may come with promotion or transfers to other jobs.

As adults mature and the world around them changes, they develop new interests, new tastes and new expectations. The education that was suited to their capabilities and their view of life at the age of 16 or 20 no longer suffices when they are 40 or 50. To meet their changed outlook they need a second or even a third chance at education. Better still, their community needs to have facilities for continuous education in which each individual can participate at whatever time of life he chooses.

iv. Education in the next decade should be developed through a carefully managed programme of innovation and consolidation.

In educational thought and practice there is a continuing tension between progressive and conservative ideas. This has been particularly noticeable during the past ten years in which there has been an upsurge of innovative practices. New and experimental schools, open education within existing schools, administrative decentralisation, curriculum innovations in English, social science, mathematics and science, and micro-teaching methods in teacher education, have been some of the moves that have helped to bring about a change in the climate of educational thinking. Educators and the community have not accepted these and other educational changes without question. Because education is so central a part of life and is seen to be essential for the continuity of the community's traditional way of living, the community is usually reluctant to agree to sudden or substantial educational changes. It is jealous of the maintenance of standards of behaviour and scholastic performance with which it has become familiar. Nevertheless, many educators, parents and thoughtful members of the community are interested in intelligently improving the work of their profession, and in responding to the social and technological changes that are currently tranforming Tasmanian society. It would be unintelligently obstructive to reject innovations that are designed to improve and update educational practice. What is needed is neither rejection, nor acceptance, nor even compromise, but judicious and sympathetic guidance, tolerant

control and continuous evaluation.

The momentum of the 1970's is unlikely to diminish in the 1980's. Indeed, it would be surprising if the recent ferment did not provide a stimulus to even greater educational change in the coming decade. To cope most fruitfully with such a situation the next ten years should be regarded as a period of carefully managed change and consolidation. This process of management should seek, through appropriate guidance, control and evaluation, to encourage relevant, well-planned and carefully implemented innovations, supported by a teaching profession with an interest in initiating change and a clear understanding of the educational changes and the reasons for them, and by a well-informed public sympathetic to the current progress of education.

The implications of this argument are that a system of appropriate guidance, control and evaluation should be carefully thought out to support promising initiatives. For success, it would need to cover at least five basic activities:

i. Guidelines to teachers should be made available to encourage and inform all those who wish to be involved in any new educational practice. As teachers, for example, begin to take a larger part in designing curricula for their schools, they will need careful guidance about basic theory, techniques of design and methods of teaching and evaluation.

ii. Teacher education, both pre- and in-service, will need careful and constant attention to ensure that there are enough teachers who understand the new ideas and have the skill to put them effectively into practice, and to ensure that there will be professional support for such teachers.

iii. Public relations will need extensive and skilful attention so that the community will understand what the teachers are trying to do and will have access to authentic information concerning the effect of new educational practices. Undoubtedly the most effective way to accomplish this, is by involving the community in the whole process of planning and carrying out the changes in the educational programme. Therefore the process of community participation in education will have to be greatly extended.

iv. Some administrative order can be introduced into the conduct of experimentation by providing financial assistance, by encouraging innovation in designated areas, and by planning and supporting each innovation with sympathy and critical understanding.

v. Evaluation is essential, and should be a continuous process, the results of which are fed back into the experimental situation in order to modify and improve it as it develops.

Tasmania and the Quality of Education

Tasmania is an island of great beauty and a reasonably distinctive way of life. It has a small and stable population settled in distinctive regions and varied climates, and engaged in agricultural and industrial occupations, many of which are at present experiencing great economic difficulties. The cities and towns are small and the people are close to the natural beauties of the island. In a morning's drive it is possible to go from the centre of the capital city to the remote and moving grandeur of Mt. Anne in the uninhabited south-west. There is little of the bustle of big-city life, little atmospheric pollution and little serious crime. But this pleasant life has its drawbacks.

The tempo is slow largely because commerce and industry are of modest proportions. The effect of being an island is to raise the costs of material, equipment and transport for local industries. The economic future, according to the Callaghan report of 1977, appears to lie in improving the efficiency of established industries based on some of the island's unique natural resources such as minerals, timber and sea-products, and in creating a business climate favourable to the development of new technologies which will help to diversify industry and encourage smaller scale businesses with high quality, low bulk products for which there may be a demand outside the island.

The particular requirements of highly efficient and specialised industries and of the Tasmanian life-style demand certain qualities or education. There are three that are of particular importance: i. education as a developmental and creative factor. ii. education as compensatory, and iii. education for solidarity.

i. Education as a developmental and creative factor.

To make the most of the human and natural environment it is necessary to educate children and adults to become more aware of their social and physical surroundings. They have to learn what their quality of life is, how it differs from life elsewhere, and what are the factors that support and make it possible. They have to become aware of the kind of conservation of natural resources and human habits that is necessary, of the sense of community that sustains them, and of the beauty that is worth preserving. Awareness is not necessarily acceptance. It should be a critical awareness. Students should learn to discriminate between what is worth preserving and what is not. Discrimination arises out of two things: a habit of valuing and a sense of direction. It is therefore an important part of education to teach students both how to examine and assess values currently held in the community and how to construct the values that will best serve the community in the future. This should be seen to be not merely an academic exercise but a habitual part of their everyday behaviour. It is equally important to accustom students to search for themes and trends in their study and work, that is, to accustom them to a continuous quest for direction. Searching for and building a sense of direction should be a part of education at all times. An educated person is a constructive person. He is one who has knowledge, skill, judgment, and above all, a willingsness to look ahead and build for the future. Tasmania will decline into a dependent and aimless mediocrity if its political and economic management does not reflect these qualities. Educators have a vital role

role to play in producing a population educated in this sense, a population critically alert to its present condition and interested in setting new directions that will raise the quality of its life.

Education may be a creative force in another sense. It can be geared to the teaching of the processes of thinking and working that will most benefit the people of Tasmania. Of these there is a wide range from the elementary skills of numeracy and literacy to the most highly developed intellectual and technical skills. Obviously the future development of the State depends very much on the development of a population sufficiently versatile in skills to use the State's natural potential in the way it wishes and to create new and viable occupations.

ii. Education as compensatory.

Parts of Tasmania, such as the West Coast and the Bass Strait islands, experience a sense of isolation and feel themselves to be socially, culturally and educationally disadvantaged. Similarly, most of rural Tasmania, though not as cut off as the more isolated areas, and often not a very great distance from an urban centre, experiences a feeling of detachment and a number of concrete disadvantages. The sense of separation is carried through, also, to the island as a whole. Isolation from the mainland centres is a common theme in Tasmanian consciousness, sometimes as a source of pride in the uniqueness that it confers, sometimes as a source of complaint because of the disadvantages that flow from it.

In all countries the quality of education is adversely affected in places distant from urban cultural centres, and special means have to be taken to strengthen and enrich it. This is an important task that has to be undertaken for Tasmanian education. In all rural and some urban areas educational measures have to be adopted to compensate for the lower quality of performance that the normal educational services produce. But formal education can itself be deliberately used as a means of compensating for isolation at all its levels. The isolated state of the island as a whole may be compensated for by the provision of more and better education. By increasing the importance and attention given to education, and by adapting the content so that it bridges the isolation gaps, e.g. by offering high levels of training in skills, or by providing for study and experience of wider communities, it may be possible for education to play an important compensatory role.

iii. Education for solidarity.

One of the effects of living on an island is the development of a sense of difference and distinctness. Such a feeling can readily become affected by pettiness and distracted by internal differences. But distinctiveness should not necessarily lead to divisiveness. A tradition of distinctiveness might be expected to contribute to society some measure of warmth, cohesion, and productive inspiration. In helping to achieve this condition, the educational services of the community can be of considerable value. By building links between school and community, the community's sense of mutual relationship and solidarity is increased. By increasing the students' skill and interest in developing productive social relationships, cohesion and mutual support can be encouraged throughout society. Education in such ways can contribute in Tasmania to the growth of a sense of

fellowship in difference that is a dynamic and constructive influence.

We look towards the development during the next ten years of the kind of education in Tasmania that is characterised by a concern for the quality of life, by an exacting standard of performance, by a warmth of personal relationships and by courage in innovation.

In pursuit of an education with these qualities we think that priority should be given to the seven matters summarised in the following section.

General Priorities

Inspection of any human activity is bound to suggest innumerable ways of improving it. Schools are no exception. There are many aspects in the day to day practice and administration of education that might be changed, and many difficulties for which solutions might be proposed in the expectation that the changes and new proposals might result in some improvement. Beyond the short-term difficulties there are larger problems the consideration of which tends to affect a wide range of educational policies. They are the areas to which priority should be given in considering educational development for the next decade in Tasmania. There seem to us to be seven priorities:

i. Raising the quality of literacy and numeracy,

ii. Maximising educational opportunity, particularly for the rural population,

iii. Strengthening school-community relationships,

iv. Improving education for the 16 to 20 year old,

v. Developing new approaches to the school curriculum, particularly core curriculum and school-based curriculum,

vi. Maintaining and developing the quality of the teaching service, and

vii. Achieving a sense of direction.

i. Raising the quality of literacy and numeracy

There is a considerable amount of dissatisfaction currently being expressed about the standard reached by students in written expression, about their competence in reading, and about their ability in basic mathematics. Parents of primary school children have expressed to the Committee their concern, employers of school-leavers have given evidence that some of their new recruits cannot deal with the elementary literary and mathematical processes expected of them, and teachers in tertiary institutions have been similarly critical of their first-year students. It is clear that, whenever there is a change in teaching methods in schools, there is inevitably some apprehension from various members of the community who fear the undermining of traditional standards; and it would be an easy matter to match present day complaints by quoting almost identical remarks from many previous generations. It is probable that this generation is no worse than any

previous one, and that the problem has existed since public education began. Testing programmes early in the century in comparable countries tend to indicate that it has been a deficiency continually associated with the expansion of mass education in the twentieth century. There can be no doubt, however, that there is a genuine problem here and now. The performance of 10 and 14 year olds, in a testing programme in basic reading and numeration skills administered in 1975 and 1977 through the Research Branch of the Education Department indicates that one can currently expect about one third of the students of those ages throughout Tasmania to have fundamental weaknesses in these basic areas. Although there are considerable variations between schools, it does appear that all schools, state and independent alike, are substantially affected by the problem that the Research Branch has documented. It is clearly a matter of fundamental importance affecting the life chances of each individual and the quality of education throughout the community.

Chapter 2 of this report deals in more detail with this priority.

ii. Maximising educational opportunity

It has long been apparent that country children are not as well catered for in formal education as city children. Usually they must travel further, and, at the upper level of secondary schooling and for tertiary education, they may have to board away from home; and their scholastic performance on an average would not match that of urban school students. Similarly, children in poorer city areas would tend to leave school earlier and perform less well in school than students in other city schools. The problem of improving educational opprotunities for these rural and urban students and raising the level of their performance is partly that of the quality of the schooling that is provided but even more that of the quality of the community itself in which the children live. It is necessary therefore to consider more seriously the ways in which the school might help to maximise the community's educational opportunities as well as that of its children.

Several other groups within the community similarly suffer disadvantages, e.g. physically and mentally handicapped children, aboriginal and migrant children, and in effect, the whole adult population whose needs and interests are, in many cases, little known and insufficiently catered for.

Chapter 7 on Rural Education, and various sections of chapter 3 made a more extensive analysis of this priority.

iii. Strengthening school-community relationships

A student's performance in school is considerably affected by his parents' interest in his progress. Their interest and support is related to their understanding of the school's purposes and practices. As the school's objectives, curricula and methods of teaching change - and there have recently been considerable changes - it becomes increasingly important for the success and continuance of its programmes to have the understanding and support of the community. The community in its turn gains in education itself from an interest and involvement with the school. In recent years there has been a growing realisation of the importance of cultivating the reciprocal relationship between school and community. As the interest in life-

long education develops, and as schools look to cater more adequately for the needs of the community, the move to strengthen school-community relationships will considerably increase in importance.

Chapter 4 on School and Community is devoted to this priority.

iv. Improving education for the 16 to 20 year old

Education for the 16 to 20 year old raises problems at two levels.

a. the appropriate educational structure for secondary level post year 10 work, and adequate provision of courses in vocational and general education for students not aiming at university or College of Advanced Education;

b. the appropriate structure for tertiary education in Tasmania (including university, TCAE and Adult Education).

Both of these areas have continued, during the last few years, to be matters of considerable debate. We regard them both to be of high priority but we do not intend, in this report, to look at tertiary education, i.e. work in the university and college of advanced education, except in regard to teacher education. We are particularly interested to ensure that upper secondary institutions, i.e. secondary colleges and technical colleges, should be able to provide the best quality of secondary education for this age group.

We are uneasy about the tendency to upward mobility often displayed by educational institutions. The most obvious recent examples in Australian history are to be found among the Colleges of Advanced Education. In many cases their interest has moved up the vocational scale to the point where they have become principally interested in offering degree courses and have begun to build up higher degree programmes. With aspirations of these kinds they enter into competition with universities to the neglect of the important task of catering for lower level tertiary vocational work through associate diplomas for which they are particularly staffed and qualified. Our very considerable concern is that technical colleges may begin to move into tertiary education instead of remaining at the secondary level where their work is particularly needed for the vocational education of tradesmen and lower-level technicians.

There are disturbing indications of this tendency in at least some current thinking about technical education in Tasmania. The tendency becomes more disturbing when combined, as it is, with strongly expressed separatist proposals. These seek to divorce control of both technical and further education and of the final years of secondary schooling from the rest of the State's education system.

While understanding the sense of grievance at past neglect of technical education which underlies such proposals we nevertheless see them as a mistaken over-compensation for this. Elsewhere in this report we have stressed the importance of continuity, co-ordination and integration of this small State's educational effort. Resources available to accomplish this are limited and must be deployed as effectively as possible. Recommendations which propose to separate and divide can only multiply demands on these resources. They certainly would make more difficult the process of effective

co-ordination. They would do this in at least four ways:-

They would re-designate the final two years of secondary schooling (years 11 and 12) quite wrongly as being tertiary education.

They would thus introduce a confusing and damaging disruption to the secondary school system by truncating it at the end of Year 10.

This isolation of the culminating secondary years in a tertiary context is compounded by proposals for quite separate adminstrative control of this sector.

The unnecessary duplication of administrative structures involved would inevitably absorb considerable funds which could be better deployed in the interest of students and their teaching.

We can only view such proposals as mistaken, divisive and inappropriate to the relatively small Tasmanian education system.

It is important therefore to develop an educational structure which will anchor technical education at its right level, will give technical education wider opportunities at this level, and will provide other kinds of secondary education for all who wish to avail themselves of it. A community college seems to meet these purposes very effectively.

There is, at present, a world-wide interest in improving the education of older adolescents. There is a questioning of the effectiveness of present methods of preparing young people for entry to the workforce and for the assumption of their adult civic responsibilities. These tasks are crucial. They must obviously have a high educational priority in a time of economic recession, but they are tasks which, in the longer term also, are of vital significance for the future development of the community and the quality of its life.

Chapter 5 is concerned principally with these questions.

v. Developing new approaches to the school curriculum

Both the content of the curriculum and the methods of constructing it are currently under challenge. What is an appropriate curriculum for the last quarter of the twentieth century? Old recipes have steadily been discarded during the course of the third quarter, but little firm agreement has been reached on their replacement. There has been a tendency to put more value on the teaching of skills and processes rather than facts and knowledge. There has been a search for a core curriculum of processes rather than traditional subjects. There has been an interest also in teaching students how to study important issues, how to search for evidence and evaluate it, and how to criticise and formulate standards of conduct.

At the same time there has been a strong move to give schools more responsibility for developing curricula. It is an effort to make teachers more knowledgeable about curricular processes and more responsible for the whole direction of their work.

Tasmanian education in the next decade will have to grapple seriously with these problems. In chapter 2 we explore some of the main issues.

vi. Maintaining and developing the quality of the teaching service

In recent years there have been considerable changes in educational practices, and it is unlikely that such challenges to the teaching profession will lessen during the next decade. To keep abreast of developments and to equip teachers to cope with their englarging responsibilities, pre-service education for teachers has been extended and opportunities for in-service education have been greatly increased.

The quality of teachers' work depends to a large extent on the thoroughness of their preparation for it and on the support that is provided for them during their professional life. Their preparation is now longer than ever before for most teachers, but for some, such as technical college teachers, the preparation is most inadequate. Some aspects of basic preparation too are missing from most teacher education courses. Every teacher, for example, is a teacher of literacy, of valuing, and of enquiry skills, but few have a thorough grounding in the techniques of teaching these processes. For most teachers there is a great need for much more in-service education in these areas.

As teachers' responsibilities for curriculum development increase there will be a further need to include more work on curriculum construction in initial courses and to extend attendance at in-service work. The maintenance of a liberal supply of teaching materials that are up-to-date and challenging is essential for the continuance of good quality teaching. Substantial support of knowledgeable curriculum teams, superinendents and supervisors will help to make it possible for teachers to meet effectively the rising demand that will be made on their professional competence.

In chapters 2 and 6 we deal at greater length with some of these questions.

vii. Achieving a sense of direction

In order to make viable and detailed suggestions concerning the future development of Tasmanian education it is necessary to have some reasonably firm idea about the general direction in which Tasmania and its education might be expected to move. It is usual to assume that the community will develop in somewhat the same direction as in the past, and that education might be expected to support traditional and well-established present trends. That kind of viewpoint is not really satisfactory. If education is to be used to assist in correcting existing disabilities, in improving the quality of community life and promoting significant future development, steps must be taken to make a selection among present trends and to point out the directions in which fresh moves might be initiated.

The problem of orientation which the Committee has faced is a perennial problem for educators throughout the state. Effective policy-making depends on the possession of a sense of direction and design. How is this to be developed in a state system of education or within a single school? Once developed, how is it to be

sustained? New directions require support, in attitude and actual practice, from members of the teaching profession and the community. How are they to be motivated in the desired direction? How is support for the new development to be maintained? And how are further new directions to be acceptably generated?

A special investigatory committee, such as the TEND Committee can help to provide direction by the various analyses and suggestions it might make, but cannot be the chief source of direction and design. Effective and pertinent guidance comes from constant study and discussion among those whose job is to put policies into practice.

These fundamental administrative questions have to be continually re-asked as policy is made and readjusted. These are questions which bear on the effective running of every level of education throughout the state. They are particularly important at the present time for two different kinds of reasons. First, Tasmania appears to have reached an economically critical state, to recover from which will require much fundamental re-thinking. This inevitably will have implications for educational practices and institutions which should seek to contribute in whatever ways possible to recovery. Secondly, the educational system, both state and independent, has adopted a considerable measure of decentralisation, which gives to regional authorities and to individual schools responsibility for making significant decisions. We are recommending a redistribution of functions and support staff between the various levels of administration as an important step to meet the new tasks and priorities of the coming decade. The need to determine and implement new directions therefore has become more urgent, at the very time when, in educational circles, the mechanism has become more complicated, subtle and time-consuming.

Chapters 2, 3 and 8 of this report are particularly relevant to this priority.

CHAPTER 2

CURRICULUM

We think that one of the most important things that should be done in the next decade is a thorough overhaul of the primary and secondary school curriculum. During the last twenty years there has been a great expansion in the number of students particularly at the secondary level and there has been a considerable amount of re-thinking of educational objectives and methods in all countries. School curricula have, in consequence, been modified by the introduction of new subjects such as various social sciences, by the decline in others such as foreign languages, by reform in the content and method particularly of the sciences and mathematics, by the production of new methods of teaching reading and writing, by programmed learning, by team teaching and by other proposals to restructure traditional approaches to the curriculum. Tasmanian educators have been well aware of these developments and have skilfully and appropriately remodelled the curricula of the schools to take account of the innovative ideas and practices that seemed to them to be of sufficient merit. The adjustments, however, have been piecemeal. What is now needed is an overall review. It is time for a fundamental assessment and consolidation. This, we think, should be one of the basic tasks of the coming decade.

In the task, in our view, there are five main problem areas which need to be thoroughly thought through and satisfactorily resolved. They are -

i. the school's responsibility for curriculum development,

ii. the nature and content of the core curriculum, and general education,

iii. education in moral, religious and aesthetic values,

iv. numeracy and literacy, and

v. examinations and certification

1. School-based curricula

A primary or secondary school curriculum has usually been an amalgam of what has been set out for study by an external authority such as a central departmental office or an examination board, and what each teacher has taught in the light of his own interests and capabilities. During the last ten years there has been a marked tendency to reduce the prescriptiveness of the central authority and to increase the schools' responsibility for determining the curriculum. It is a tendency to be encouraged. The movement has two substantial advantages. It enables each school to provide a curriculum best suited to the needs of its own particular students. And it provides a substantial professional challenge and stimulus to the teachers and to parents. Its principal disadvantages are also two. It may tend to produce such differing programmes in schools that students who move from one school to another may experience more difficulty than usual in adjusting to the programme of the new school. And students and

members of the community may have some difficulty in assessing and in comparing, where necessary, such as in job selection, the standards achieved by students in different schools.

To minimise the possible disadvantages and secure the benefits of the movement towards school-based curricula, four things are necessary; guidelines, training, resources and evaluation.

a. Firm and comprehensive guidelines need to be worked out. Our Committee has been told by teachers on several occasions that in the less prescriptive situation of recent years they feel uncertain and somewhat at a loss. Many others, of course, are more confident and welcome the greater freedom. Nevertheless to provide community of purpose and to ensure that all who are involved in education have confidence in the process, carefully constructed guidelines are necessary. The guidelines should give a clear indication of the essential objectives, the range of possible content and methods, the limits to the schools' freedom in constructing curricula, the standards of performance to be expected, and suggestions concerning appropriate resource persons and materials.

Guidelines should cover the curriculum in general and also each area of the curriculum. They should treat the curriculum as a single whole from kindergarten to year 12. Thus we would expect, for example, guidelines that would cover the teaching of mathematics, K to 12, in a substantial way, and would be read in conjunction with guidelines analysing the nature and objectives of the whole curriculum at each level such as infants, primary, junior, secondary, etc.

The production of guidelines is the responsibility of the central authority. In the immediate future, the State departmental office, but later as more resources and expertise develop, the regional offices should shoulder the responsibility. Independent schools should be invited to contribute to and endorse the guidelines of the State educational authority.

Three matters are essential in producing the guidelines:

1. They must not be regarded as a syllabus of work, and must not be written in a form which could be used as a syllabus. The object is to produce a substantial statement that will help the teachers of a school make up their own programme of work within a clearly stated framework.

2. The guidelines should be produced by committees which should include teachers, teacher-educators and members of the community who should become, as far as possible, conversant with the theory and practice of curriculum development.

3. The Curriculum Branch of the State Education Department should be of central importance in the production of guidelines. At the present moment it is not adequately staffed to do this. If the task of curriculum reassessment is to be seriously undertaken a considerable expansion of the Curriculum Branch will have to take place.

We strongly recommend that a high priority be given to recruiting experienced teachers with post-graduate training in curriculum development as curriculum officers and that provision should be made for interested teachers to gain post-graduate qualifications in this area.

b. Extensive pre- and in-service training for teachers in curriculum development. The second essential for success in school-based curriculum work is a substantial development of training in curriculum construction. Few teachers have made a serious study of curriculum theory and practice. They have gained an elementary knowledge in pre-service training courses but have had little opportunity subsequently to extend it. During the last few years curriculum study has been more extensively developed in teacher education courses, and recent recruits to the profession have benefited by a more solid grounding in it than their predecessors. If curriculum construction, however, is to become an important part of a teacher's activities, more weight will have to be given to it in pre-service teacher education. For the majority of teachers, increase in skill and knowledge in the curriculum area will have to come through in-service education. We seriously doubt whether existing in-service resources are adequate to cope with the very large job of teacher education needed in the area of curriculum development. To achieve a desirable level of competence, it will be necessary to make and maintain a very extensive increase in in-service education throughout the next decade.

c. Frequent access to resource persons and readily available material resources are the third necessary underpinning of school-based curriculum programmes. It is essential to supplement the training courses with resource persons, knowledgeable in curriculum development, who can extend what has been learnt in in-service courses and work with teachers in discussing and testing out proposals. It is also essential that the teachers' programmes should allow them adequate time for study, discussion and the preparation of materials. An important support also, for teachers, is a supply of stimulus material such as journal articles, suggestions, sample materials and descriptions of existing successful programmes. We recommend that the Curriculum Branch should consider the most effective means of providing stimulus and Information Services put forward proposals for the Director-General's consideration.

The success of school-based curriculum work will depend very much on the extent to which it can be given constant and informed support. For this purpose, the contribution made by the Curriculum Branch of the Education Department, as we have already mentioned, by the In-service Branch, and by the Media Centre is vital. We recommend that the work of the three bodies should be closely co-ordinated and their staff expanded to cope with the substantial task that will face them in the coming decade. We recommend also the establishment of a system of regular secondment of teachers to the Curriculum Branch for a two or three year period.

Consideration should also be given to the appointment in regional offices of resource persons of the rank of superintendent whose duties would solely be that of curriculum consultants to the schools of the region.

d. Evaluation is the fourth essential. The existence of guidelines and directives of various kinds implies that there should be some means of checking on whether they are being observed, on the extent to which they are useful and on the directions in which they might be changed. Central office and regional officers should be capable of making an evaluation of this kind. More difficult and more important is the development of school-based evaluation. For school-based curricula to be effectively implemented there should be a process of evaluation built into it. We commend the initiative that has already been taken in Tasmania, through the Australian Schools Commission, to set up a project to develop a school-based curriculum programme. Good evaluation is part of the educational process. To be most fruitful it should be a continuous process from the beginning of any curriculum development project. It should involve teachers, pupils and members of the community in the setting of appropriate goals and the determination of the matters that are to be evaluated. The process should be organised in such a way that advice can be offered from time to time on possible and desirable changes of direction, methods or materials.

ii. Core Curriculum and General Education

Much of the thinking that we have encountered in various parts of the State concerning a core curriculum does not go deep enough. It does not improve the curriculum much to put together a number of subjects, such as English, Mathematics, Science and Social Science, and declare that they are the core of the curriculum which all students must study. They are merely a group of compulsory subjects or perhaps, a core of subjects. If a core curriculum means nothing more than that, there is no point in adding the term to our educational vocabulary.

A core curriculum is the central part of a general education. General education is the wider term and covers the content and processes that it is desirable for all persons in a particular culture to try to learn. It defines an educated person. The more general education one has, the more conversant one is with the range of interests and accomplishments that underlie the human activities of one's society. The core curriculum is less broad. It consists of the key processes that lie at the centre of general education.

The content of a general education is usually determined by selecting subject matter on several bases such as - a. that the content and skills are a necessary preliminary to learning in other aspects of general or specialised education, b. that it is necessary to provide the desired width of understanding of the traditional and present culture, c. that it is necessary to enable individuals to function with reasonable effectiveness in the activities of their society, d. that it provides a common bond of knowledge and understanding.

We do not wish here to make an extended analysis of the nature of general education. We wish rather to draw attention to several matters which we think need attention in deciding on an appropriate general education in Tasmanian schools.

General education is a selection of the human knowledge available at any given time and is related to the culture of the society of the time. To make an intelligent selection, therefore, of the content of general education for a school in Tasmania, it is necessary to make a careful analysis of contemporary culture and relate it to the society in which the school is situated. We do not think that enough of this kind of analysis has been made. School subjects, such as English, History, Social Studies, Mathematics and Science are in themselves a kind of cultural analysis. Each one represents an accumulation of cultural thinking and experience in its particular area. But as they are at present constituted they are not necessarily an up-to-date or relevant selection of their area. In making a cultural analysis it is therefore necessary to revise the content of existing subjects and also to look beyond them perhaps to some other way of organising the content matter that is pertinent.

We would expect that the re-examination of general education that we are suggesting would find that, for the next decade, general education will contain some ingredients interestingly different from those of the past decade. Some that have been suggested to us in submissions which we think worth particular consideration are: education for leisure which points up the need for the kind of creative recreation that widens interests and deepens satisfaction, design education which increased understanding not only of human art but of all aspects of human behaviour, and a general vocational education which does not aim to produce special employable skills but a wide knowledge and some experience of the main kinds of employment and of the social, economic and intellectual factors involved in them.

We mention these three in particular because they highlight some of the main characteristics that we believe general education should have.

It should introduce students to the main human activities: recreation and work are two of these. It should cultivate and provide a balanced development of the principal methods of human experience, e.g. intellectual, manual, social, aesthetic. It should offer a programme that leads to understanding, satisfaction and personal growth. And it should be seen to be relevant to the present and, at the same time, sufficiently forward-looking to be a stimulus to continued study in the future.

Within such a programme of general education there is a central core of processes that are imbedded in and affect every aspect and every area of the general programme. A core curriculum is an invitation to search for the ideas, skills and values that should be experienced and learnt by all persons living in our culture. When once these common experiences have been identified, the curriculum maker can build a framework within which they can be expressed, and a style and sequence through which they can be learnt.

In our view there are three broad and basic elements in a core curriculum for Tasmanian primary and secondary schools. These are: communicating, thinking and valuing. The three basic tasks of the school are to ensure that every child should learn to communicate effectively, to think efficiently and to develop humane standards of value. These are the three threads that run through all our social activities, and determine, by their quality, the quality of our society.

Communicating is the basis of human culture and human society. It saturates life. It stretches from elementary reading and writing to sophisticated literature and audio-visual presentation. Listening, talking, gesturing, reading, writing, communicating through the arts, all have two obvious common factors - a producer and an audience. In learning to communicate effectively both have to be considered. It is essential that all students should master basic language skills and have experience as producers in other forms of communication. It is also important that students should learn the various skills involved in being an audience, should understand the nature of different audiences, and should gain experience in communicating with different kinds of audiences.

Language is the main tool of communication and it is also an important tool in cognitive development. Communication therefore becomes an important part of intellectual education. It is concerned not merely with transmitting and receiving information but also with expressing ideas and experiences in a satisfying way. Art therefore as well as efficiency are involved in the process. To understand audiences and to perceive differences between them is to be involved in social analysis. Thus communication becomes involved in social science. Though its chief contact may be with language, art and social science it is, in effect inseparable from the whole school curriculum and from all the activities of our community.

Serious reflective thinking has a similar universal importance The key exercise in the teaching of thinking is that of problem solving. To teach students how to formulate and solve problems is the fundamental skill at which intellectual education aims. It is the method that permeates work in the natural and the social sciences, and competence in it is usually stated to be one of the main objectives by teachers of those subjects. There is a tendency in our schools, however, to think of some students as intellectually-minded, and the rest, the vast majority, as not interested in serious and sustained thought. In consequence, the allegedly intellectual minority are encouraged into intellectual work and rewarded for their success in it, while the remainder are not offered a comparable intellectual challenge. This tendency puts the intellectual skills, such as problem solving, in a false position. They should not be the preserve of a gifted few, but a basic requirement in the education of all students. Problem solving is as appropriate in woodwork as in geometry, it should enter into the work of level I as it does in level III, and it should be a continuing part of the programme from kindergarten to year 12. Defining a problem accurately, gathering appropriate data, systematically and logically analysing the data and formulating a solution are operations for all to learn, practise and use habitually in most aspects of daily life.

Learning conventional values and assessing them are tasks that permeate members. It is this core that holds the society together. These are the principles which govern the group's behaviour. They are the fundamental beliefs that all must accept if cohesion is to be maintained within the society. They do not remain unchallenged but, except in time of revolution, they tend to change slowly. Just as a student must learn to master the processes of communicating and thinking, so, too, must the processes of valuing be thoroughly learnt. One of the school's fundamental tasks is to teach students how values are arrived at, how they might be examined and assessed, and how each

person might build up for himself an ability to make decisions between conflicting values. The next section will deal more fully with the teaching of values. They, together with the processes of thinking and communicating, are the heart of a school curriculum. This does not mean that they should be regarded as three subjects to be taught in all classes. They should certainly be taught throughout the total curriculum, but the way in which they become part of a school's curriculum could well vary from school to school. What is needed is that there should be a thorough examination of the nature of these processes and of the content and methods that seem most suitable for teaching them.

Accordingly, we recommend that working parties should be established by the Curriculum Branch of the Education Department to examine the teaching-learning processes that are involved in developing a core curriculum in primary and secondary schools, and that the working parties should pay particular attention to the place within the core curriculum of the areas of communicating, problem-solving and valuing.

iii. Values Education

In many of the submissions made to the Committee there have been criticisms that the schools were turning out pupils who lack some of the virtues that the writers consider desirable. They suggest that the young people are critical of traditional standards, but have no clear moral standards of their own and, seemingly, little interest in acquiring them. We do not completely agree with these views. In our visits to schools and discussions with young people we have been impressed with the thoughtfulness and sense of responsibility that many of them displayed. Nevertheless, in our minds, there is no doubt that schools at the present time are finding great difficulty in performing adequately their traditional function of teaching values.

In recent years the kinds of moral and aesthetic values that our community expects of its citizens have become less clear-cut. The range of acceptable behaviour has become wider. The traditional teachers of values, family and church, have become both less influential and less explicit in their standards. School teachers are members of society, and, as such, share the uncertainties of their fellow-citizens, and are affected by the trends and influences that sweep through out community. It is not surprising therefore that, in their work, they should be somewhat unsure in their handling of values issues.

The school's task, as we conceive it, in the values field is to contribute to the quality of community life by developing the students' self-awareness and by raising the level of their social awareness and social responsibility. The school, accordingly, should aim at six things:

a. to make students sensitive to the existence of moral and aesthetic questions and principles;

b. to teach students to think critically in the values areas as in other areas;

c. to encourage students to make informed judgments, and, where appropriate, to take action on the

basis of those judgements;

d. to help students grow in self-confidence in their ability to recognise, analyse and judge values issues;

e. to support the growth of interpersonal trust among students and throughout their contacts with the community;

f. to get them to realise that, as they make their decisions, they are gradually forging their own personal standards of value, and that their community too, through the judgments that are passed and accepted within it, is steadily building a moral and aesthetic pattern that is the embodiment of the quality of its life.

Values are principles which are concerned with goodness and worth - aesthetic values with beauty, moral values with human conduct. In the raising of children we are concerned mainly with moral values, with encouraging students to decide what is right or wrong in their own behaviour, and to have a concern for the welfare of others. We think our schools should also pay more attention to aesthetic values in an effort to increase students' sensitivity in regard to matters such as the environment, housing, town planning, dress, advertising, and the public media of communication.

It has been suggested that, because we live in a pluralistic society there is no central core of values in our society to which we can adhere, and that, amidst the diversity of views, there are no right and wrong answers that we are justified in teaching. We do not accept this position. We think that the use of the word 'pluralistic' is misleading as a description of our society. It seems to imply a fundamental divisiveness that does not and could not exist. Our society, so long as it continues, is and must be underpinned by certain fundamental agreements on the values and ideals which are widely accepted in it. It is also a mistake to confuse pluralism with relativism, i.e. to think that, because we are tolerant of a diversity of values, we consider that there is no right view and that we should not, at any time, take up a firm position and teach it.

Understanding and acting on selected values are an essential part of life. They are the bases on which we regulate our relationships with other people and establish a pattern of social life. They are general principles, but, if they are to be of significance, they must be applicable in practical situations. Merely to explore them, therefore, as a verbal exercise or as a general guide to conduct, is not of much educational use. 'Value issues', an English curriculum expert has written, 'cannot be taught effectively at high levels of generality. [1] Values inevitably express themselves in practical judgments.'

[1] 1. L. Stenhouse, Controversial Value Issues in the Classroom, in W.G.Carried., Values and the Curriculum, Washington, N.E.A., 1970.

There are various ways of teaching values.

a. Moralising. A teacher may exhort a student to improve, may state straightforwardly rules of behaviour and moral precepts. This kind of direct counselling is likely to be of very limited usefulness.

b. Modelling. By providing, in his own behaviour, an example of good taste and moral conduct a teacher may exercise a continual and effective influence on his students in the direction he desires. If he does not provide the right example in his own behaviour, he will almost certainly destroy the effectiveness of values teaching he may be trying by other means to accomplish. It is most important also that the whole school should be an example of a just and moral community. It sometimes happens that a student is expected to learn to cherish the virtues of the democratic life in a school which may provide little or no model of democratic behaviour. Without the backing of the whole school atmosphere the teachers' task of moral education becomes difficult to sustain.

c. Values Clarification. In teaching students how to examine values, teachers have found a sequence of seven processes: identifying the possible choices that can be made, reflecting on the consequences of each possible choice, making a choice freely and thoughtfully, being happy with the choice, being willing to affirm the choice publicly, doing something as a result of the choice, acting repeatedly and consistently in line with the choice. In summary, there is a sequence of choosing, esteeming and acting. Intelligence, emotion and action are involved. The teacher's task is to see that students have the opportunity to examine and discuss each of the processes. It is a method through which students are able to clarify their ideas about, for example, a moral dilemma which may be put before them. The process can be followed without requiring a student to endorse any particular set of values. It is essentially a neutral and mainly rational procedure of clarification rather than commitment.

d. Cognitive Development. Recent educational research has suggested that there is a sequence of stages of moral development through which most people might be expected to pass as they rise from a pre-moral stage in early childhood through hedonistic, conforming and legalistic stages to the acceptance of a morality where right and wrong depend on principles universally applicable. Most people do not complete all the stages. The teacher's task is to help students to realise what stage they have currently reached, and to understand the requirements of the stages that lie ahead of them. Both the values clarification and the cognitive development processes are useful exercises in developing student self-awareness. The cognitive development approach encourages students not merely to be clear about moral issues, but also to take a move forward in making more adequate moral judgments at a progressively higher level.

e. Moral Behaviour. The methods of both values clarification and cognitive development emphasise the process of analysis and the making of moral judgments. They do not necessarily involve the taking of any action. It is, of course, quite possible and proper to have firm convictions without their leading to any particular action. But where circumstances arise in which action based on conviction can be taken, and, it is judged, should be taken, then, not to take action is moral irresponsibility. To act on a value judgment requires determination,

willpower, and a sense of obligation. This can only be developed by experience. Teachers might encourage this in four forms: (1) experience of some form of service, either continuing or on particular occasions, to the community, (2) intervention in community situations or issues on which, after thorough consideration at school, a careful judgment has been reached to support a particular line of action, (3) granting more responsibility to student peer groups to make significant decisions and act on them, and (4) making demands upon students that they consider and act in accordance with considered decisions and that they feel an obligation to do so. The strength of some of the independent schools lies in their insistent teaching that moral education involves an acceptance of obligations. Sometimes the obligations are blind and petty and contribute nothing to moral education; but where the school programme has been well thought out students are involved significantly in the process of making decisions with an obligation to abide by them and put them into action.

f. Value Making. Each community and each group within a community has its own ways of regulating the relationships between its members, and these are based on a set of ideas tacitly or deliberately agreed upon and valued by them. They may originate from a variety of sources, e.g. religion, tradition, statute law, convenience, etc.; but whatever their origin, before being put into operation, they have to go through a process of acceptance and adjustment to make them applicable and attractive to the members of the group. In this sense the community makes its own value system. It is a part of values education to develop programmes that will enable students to understand and be capable of taking part in this process of construction. This, we think, is a very important function for schools to perform at the present time of uncertainty and challenge to accepted value patterns. In each school, if it is thought of as a community, there should be opportunity to experience the discipline of productive group discussion, to try out ways of resolving conflicts and to seek for ways of reaching agreements on values that are rationally defensible and widely acceptable to the school community.

By looking, at some length, at various methods of teaching values we want to emphasise that we regard this as an important area of school activity. We also think that it is an area not well understood by teachers and the community, and, in consequence, not as effectively treated in schools as it should be.

In some countries, values education is taught as a subject in the school curriculum. In France, for example, it has been a compulsory subject throughout the primary and secondary school for the past 100 years; many interesting and ingenious textbooks have been written in the area and several of the techniques that we have mentioned are in use. We do not recommend, however, that values education should be introduced as a subject into Tasmanian schools. We think it should be spread throughout the whole curriculum, and that teachers should take time and opportunity to teach it on every promising occasion. There are obviously many issues in science that can give rise to moral and aesthetic analysis, but it is more likely that opportunities will present themselves in the humanities and social sciences, and we recommend that courses in these areas should explicitly contain provision for values education. It is an area that should be within the competence of every teacher, and we recommend that the necessary content and skills of values education should be part of the

educational programme of every potential teacher.

It is clear that what is being taught in values education is a number of processes, e.g. of reasoning about values, methods of arriving at value judgments, and methods of arriving at agreement on value policies. Is there any other content? We suggest that there are two other important areas.

First, there is the knowledge that is related to valuing situations and decisions. In order to make a reasonable judgment in many cases there is a considerable amount of knowledge that has to be absorbed. Much of this will be covered in the rest of the school curriculum, and teachers should think seriously about including items, e.g. literature, history and social science, that may present moral dilemmas or furnish material for the dicussion of ethical and aesthetic values. There will also be a considerable amount of useful material not to be found in the usual school programme. It would be worthwhile for some interested teacher or group of teachers to put together and publish from recent and present-day activities in the Tasmanian community a collection of descriptions of situations and materials that could be used for values education by teachers of various subjects and age-groups.

Secondly, there is the body of values that are cherished by the community, and may be regarded as a fundamental part of the community's pattern of life. We do not wish to pronounce on these values nor to become involved in a lengthy social and ethical analysis of Tasmanian life. What we would like to say is that we think that such an analysis is long overdue and that if it were carefully and comprehensively done it would provide material of inestimable worth for the school curriculum in values education. We suggest that in cataloguing the central values of a community such as ours, in which we prize individual development, democratic co-operation and a receptivity to change, an important place would have to be given to:

> a striving for sincerity in individual expression which is built up out of honesty and self-awareness,
>
> a willingness to serve the common interest which is based on an acceptance of the entitlement of all human beings to equality of consideration and an abiding interest in co-operating with them, and
>
> a flexibility of mind which enables the individual and the community to judge changes in the light of the community's interest and rationally to reject or accept an innovation.

Sincerity, co-operativeness and flexibility are perhaps the twentieth century forms of the biblical virtues of faith, charity and hope.

What part in the teaching of values should religious education play?

In independent schools controlled by church authorities a connection is usually made between religion and morals. Where, in such schools, religion can provide a rational and psychological support for values education it is appropriate to use it in the teaching of values provided that the fundamental intellectual

The Tasmanian studies conducted in 1975, 1976 and 1977 with ten and fourteen year olds have shown that:

> of ten year olds in government schools, about 30% have fundamental weaknesses in both reading and numeracy that are a considerable handicap to their educational progress, and
>
> of fourteen year olds in government schools, about 30% have fundamental weaknesses in reading, and about 40% in numeracy.

In a special study conducted with all the entrants to technical colleges in 1976 their performance was shown to be better than the average of 14 year olds; 8% had fundamental weaknesses in reading and 16% in numeracy. Of the students entering apprenticeship training those who entered without school certificate qualifications nearly half the intake - 13% in reading and 28% in numeracy were in need of remedial work. In all, about 320 entering students had fundamental weaknesses in literacy and 600 in numeracy.

Students in urban schools tend to perform noticeably better than those in rural schools, and students in middle class areas better than those in lower class areas.

It is clear from these surveys that we are faced with a serious problem. It is one which has probably always existed without arousing until recently, widespread concern and anxiety. It has long been possible for the bright boy of poor parents to work his way through education to the top. So long as this was regarded as a satisfactory demonstration that equality of education existed, there might be complaints about the standards reached by many of the others but no fundamental concern about the situation. In the last twenty years, however, industrial and commercial progress has been steadily eliminating unskilled workers and has required higher levels of literacy and numeracy from many employees. At the same time, the concept of equality of education has changed to a demand that all young people should be given the opportunity to reach an educational level of substantial literacy and numeracy that would enable them to participate as skilled and responsible persons in the community. The problem has therefore now become an urgent one. The solution, however, is not easy.

At the moment we have not really defined the full dimensions of the problem. We can see in a fairly rough way that large numbers of young people are not reaching minimally desirable levels of achievement, but we do not know the finer details of the ways in which they are falling short. Reading, for example, involves a number of complicated skills and inadequacy in any of them can be a handicap to the whole process. We need much more information about the kinds of shortcomings that are occurring before adequate remedies can be applied. Nor do we know what has been happening to the linguistic and mathematical competence of students higher up the literacy and numeracy scale. Are the linguistic skills of those, for example, who qualify for university entrance as high in quality as they should be? From some university teachers our Committee has received complaints on this matter, and, from others, expressions of considerable satisfaction Clearly, it would be important to look more closely into this ma-te-

the more especially as many of the students in tertiary institutions will enter the teaching profession.

There are many suggestions as to the causes of inadequate performance in the literacy and numeracy areas. They can be placed in three groups of factors concerned with the child, the environment and the school. Various medical and physical defects in students, emotional instability, and a low level of intellectual ability account for a small proportion of inadequate performers. Social and home environments which do not provide sufficient motivation or resources are probably a very significant factor. Various researchers and commentators have pointed out that the school situation can be lacking in encouragement, it can have inadequate facilities or insufficiently trained teachers, or it might use inappropriate methods of teaching reading, writing, speech and number work. It is unlikely that any single factor is responsible for the overall position in Tasmania or in any particular school. Undoubtedly combinations of environmental and school factors are the principal causes, and the ones to which urgent and substantial attention has to be given. For multiple causes multiple remedies are necessary.

We would suggest that seven things are needed:

a. a substantial and regular programme of diagnostic testing in each of the literacy and numeracy areas to pin-point the particular deficiencies in students that need to be remedied;

b. an annual monitoring programme which would include state-wide proficiency testing conducted by the Research Branch at about four different age levels in the system, e.g. for 8, 11, 14 and 17 year olds, to supply accurate information on the current state of literacy and numeracy, and to assess progress and to evaluate methods used in dealing with the problem;

c. the introduction, into teacher education courses for all teachers, of basic methods of dealing with language and numeracy competence and the extension of in-service education to provide information on new resources for teachers, guidance on standards that are required, and experience in appropriate techniques;

d. a sufficiently generous provision of additional teachers and community helpers to enable teachers of literacy and numeracy subjects in primary and secondary schools to give more time to helping students individually, and to correcting and discussing their written work. A special loading of an additional 1/6 time for these subjects might be tried in the first instance;

e. a programme of community involvement which associates the community more closely with the school's activities, increases the amount of encouragement given by families to their children and improves the education facilities of the community in the language and mathematical areas;

f. additional remedial teachers will still be required to supplement classroom teachers even when they have a more generously arranged load; they are needed to deal with more difficult cases of disability requiring teachers with special training; and

g. no particular methods have been shown to be successful beyond all others, but existing evidence suggest that within whatever pattern of teaching is used there should be an emphasis:

1. in writing, on more extensive writing practice,

2. in reading, on encouraging students to read widely and constantly to consolidate their reading skills in the large amount of good and attractive literature now available for all age levels,

3. in numeracy, on practise in applying numeracy skills to a wide variety of problems,

4. in general, on

i. building up confidence and satisfaction in students, and

ii. a solid demand by the teacher at all times for student effort and for work that is well done.

v. Examinations and Certification.

Tasmania, for the past thirty years, has had a statutory and independent Schools Board responsible for awarding certificates to be gained by secondary school pupils as a result of an assessment of their work. There are two successive certificates.

The School Certificate is awarded at the end of year 10, the fourth year of secondary work. A preliminary certificate may be awarded to students who leave school usually after three years of secondary work, at year 9, without having completed the full course for the award. The School Certificate is awarded on the basis of examinations conducted internally by teachers in each school. The setting of the papers and the standard of marking of them are subject to a process of consultation, known as moderation, between groups of schools and moderators in the various subjects with the object of ensuring comparability of standards between schools. To assist teachers, organised collections of questions, known as item banks, in

several different subjects are available. These have been devised to test different kinds of mental processes, have been tested out on large samples of students, and rated on their degree of difficulty. Teachers can use them as a means of comparing their students' performance on their own tests with the level of performance reached by a wide sample of students in other schools

The Higher School Certificate is awarded for work completed in year 11 or 12, at the end of five or six years of secondary education. For both the certificates, courses are taken and examinations set at three levels. Results at the highest level, level III, in the Higher School Certificate, are used by the University of Tasmania to determine which students are qualified to matriculate. The syllabuses of study for the Higher School Certificate are prescribed by the Schools Board, or in a few cases syllabuses submitted by schools are approved, and, for the highest level, externally administered examinations are conducted by the Board. For most, but not all, subjects up to 50% of the final result may be contributed by the school's own assessment of their students' performance standardised against the external examination results. For the other levels of the examination, the students' school, after a process of consultation, determines the awards.

In statements in 1967 and 1968, soon after the re-organisation of the Schools Board, its then chairman pointed out that its function was not to act as a custodian of secondary education but that it was 'concerned with testing primarily as an instrument of the teaching process and not as an end in itself.' 3 Our Committee is in complete agreement with this objective. We think that during the past ten years the Board has proceeded a reasonable distance towards achieving its aim. We would, however, like to see considerably further progress.

The School Certificate is final award for about three quarters of the students who enter secondary schools. It is evidence of having completed a junior secondary education. For the pupils who intend to complete a full secondary education it is a meaningless distraction; for those who leave after completing work for the award, or for those who hold only the preliminary certificate, it is a low-level certificate of little value. It indicates that a secondary education has been a little more than half completed, and its existence probably encourages a number of students to leave at that point instead of completing the full secondary course. Many employers, however, are accustomed to look to the School Certificate for evidence of general education and proficiency in basic skills in possible future employees. They are likely to get better information by requesting a wider-based and more substantial statement from an applicant's school.

3 The Schools Board of Tasmania, Regional Moderation of Standards. Occasional Report, No. 2, Feb. 1968, p.3

We recommend that each school and college should issue a pupil with a certificate, containing a comprehensive statement of performance at school in all activities, at whatever point the student chooses to leave the school. In chapter 5 we outline the kind of certificate which we think the community colleges should issue. We would hope, and fully expect, that in the next few years all students will complete four years of secondary work in a district or high school, and will then proceed to a community college. Their school's certificate will not then be evidence of the end of their secondary education but an aid in the transition from one school to another with no more nor less significance than the final report from a primary school has before entry into secondary work.

Several schools have already discontinued their association with the School Certificate award of the Schools Board. We suggest that all schools should do so.

The practice of moderation, now conducted in connection with the School Certificate, has had the beneficial effect of improving the teachers' competence in testing and of making them more conscious of the principles and techniques that are involved. We have found that there is much dissatisfaction with it as a means of achieving comparability of standards. We are of the opinion that consultation between schools, within appropriate zones, should continue without the formal structure of moderation but with some form of advisory monitoring from central and regional offices. A report in 1976 on the Queensland situation puts it well: 'Perhaps moderation could give way to a gentler scheme of monitoring, involving liaison officers in school districts, tertiary institutions and employment.' 4
In addition to such help to teachers as monitoring can give, we would like to encourage the continued production and use of Australian produced item banks. We think that their use is the best means at present available of establishing comparability of standards among schools and students that can be a reassurance to employers, to the community and to the teachers themselves. At the same time, they provide material for diagnostic testing and suggest a variety of ways in which to teach and learn the subject matter with which they deal. To use the previously quoted objective of the Schools Board, an item bank is not a mere testing device, it is 'an instrument of the teaching process.'

The Higher School Certificate is obtained on the result of a traditional external examination. Its procedures are clear and easily understood. It applies the same standards to all pupils and all schools, and it is readily accepted by the community as a just assessment of student performance. By introducing an element of school assessment into the final results for the certificate, the Board has tempered the impersonality and intellectuality of the process; it is possible for personality factors and personal difficulties to be taken into account as well as academic performance, and for perhaps a juster result to emerge.

4
W.J. Campbell et al, Some Consequences of the Radford Scheme for Schools, Teachers and Students in Queensland, Australian Advisory Committee on Research and Development in Education, Canberra,AGPS, 1976, p. 393.

The Higher School Certificate has, also, all the vices of an externally administered examination. Because it is a final and vital record for secondary school students it has an important influence on the latter years of schooling. It causes an emphasis to be placed on proficiency in activities that are readily testable in simple ways and in a mass situation. This tends to distort the purposes of education as we outlined them in chapters 1 and 2 of this report. The externally prescribed syllabus also ensures that all schools follow approximately the same course aiming not only to cover the stated syllabus but also to prepare students for the particular kinds of questions on it that the examiners are accustomed to set. It is a procedure which makes nonsense of the move towards school-based curricula which we regard as an important current development to be encouraged. There is no doubt that the interest of parents, pupils and teachers tends to be centred on the test rather than on the education leading up to the test. It is the content of the test and the methods of dealing with it, not the content of good education and the methods of effecting it, that are really thought to be important. Indicative of the central importance of the examination rather than the course of education is the provision that examinations in the Higher School Certificate subjects may be taken in either the fifth or the sixth year of secondary education. Here we are clearly not looking at a course of secondary education planned as a whole over a six year period for all students, but a four year course plus as hasty a preparation as a student is capable of sustaining for the final external examination. We are, of course, aware that many students achieve a reasonable secondary education in following this process, but we are of the opinion that their education would be sounder and of better quality if it were planned over the full six year period and were not aimed at a performance in a final public examination festival.

Several other educational authorities in Australia have moved away from the kind of procedure that is still retained in Tasmania. We are attracted by the system operating in the Australian Capital Territory. The ACT has adopted the Tasmanian pattern of separate secondary colleges for years 11 and 12. For the final certificate at the end of year 12, the colleges devise their own courses and assessment procedures with the approval of the territory's accrediting agency and, for matriculation purposes, the Australian National University. A scholastic aptitude test is also administered. By combining school assessment and a general scholastic aptitude test it is possible to compare the marks in different colleges and to produce a common set of marks, while allowing each college to develop its educational programme in its own professional way within broad guidelines from the accrediting authority.

We do not wish to recommend the precise form of examination procedure for a final secondary school or for a matriculation certificate. We see, however, considerable merit in the scheme operating in the Australian Capital Territory and urge the Schools Board and the University of Tasmania to adopt an approach similar to that in the Australian Capital Territory. For the proper development of secondary education in Tasmania we are firmly of the opinion that

a. colleges should be responsible for devising their own courses;

b. college courses should cover the final two years of a six year secondary education; students leaving at the end of the fifth year (year 11) should be issued with an appropriate certificate from the college, and after work experience might be sympathetically considered by university and CAE authorities for entry to their institutions;

c. teachers in colleges should be responsible for the assessment of students in college courses.

We recommend that the Schools Board should appoint a working party to propose in detail certification procedures suitable to Tasmanian circumstances that make possible the implementation of the above three principles.

CHAPTER 3

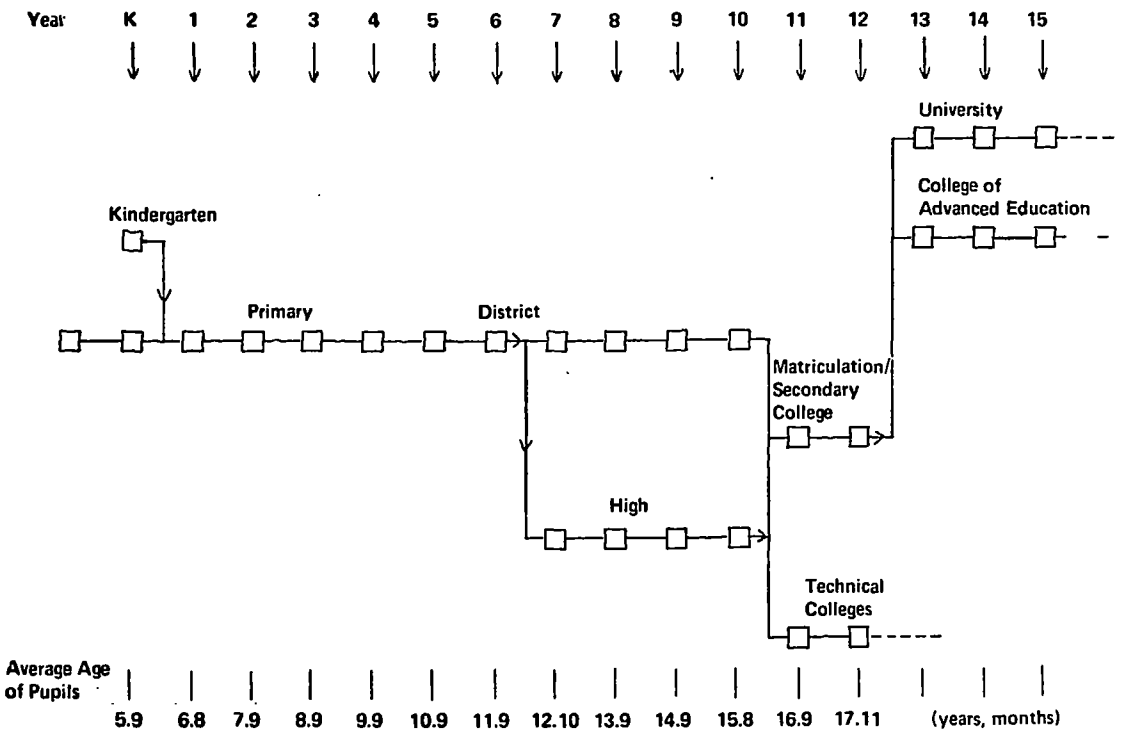
ORGANISATION OF EDUCATION

The Committee is necessarily concerned mainly with schools and that part of education that is connected with them. Obviously education is wider than schooling, and, as we have already pointed out, it is a lifelong pursuit. In looking at the organisational side of Tasmanian education we will concentrate mainly on schools and the administration - central, regional and local - connected with them, but we are firmly of the opinion that schools and all levels of educational administration should be designed to ensure the possibility of continuing lifelong education.

The School System

In the State system of education attendance is compulsory from the age of 6 to 16 years. Students may attend a kindergarten which may be a separate school or linked with the infants classes of the primary school. This is followed by a six-grade primary school which may be complete in itself or part of a ten-grade district school. After the sixth class students proceed to a secondary education of which the first four years may be in a district school or a high school. Beyond the tenth grade students may attend a technical college on a full or part-time basis, or a secondary college. From secondary college students may qualify for entrance to the University or College of Advanced Education. The structure of the Tasmanian school system is represented diagramatically in Figure 1.

FIGURE 1 SCHOOL SYSTEM OF TASMANIA



The administrative structure is three-tiered. A central administration in Hobart for the whole State, three regional directorates - the south with headquarters in Hobart, the north in Launceston and the northwest in Burnie - and a third level of school administration for which each school principal and his staff are responsible.

The regional organisation is a fairly recent development evolving slowly during the past fifteen to twenty years. It has undoubtedly been a move in a worthwhile direction and has parallelled similar moves in the other Australian States.

The essential features of regionalisation are that:

a. it enables administrators to be more responsive by seeing more closely and catering more effectively for local needs and interests in a manageable area;

b. it lessens the size of the bureaucratic machinery for a significant number of decisions in a number of areas of importance to teachers, pupils and the community;

c. it makes possible more participative management on a reasonably wide range of appropriate matters.

A regional administration which carries out these three functions effectively should prove to be quicker and more expeditious in its working than a centralised organisation; it should be able to involve the local community more effectively and with more understanding and interest; it should produce a larger sense of belonging and higher morale among administrative staff and teachers of the local region.

We think that within the area of its present responsibilities the regional organisation is functioning well.

We think, however, that its responsibilities are not wide enough, and that the time has now come for them to be considerably widened and for the regional staffs to be considerably increased.

In regard to the first function listed above we have been impressed by the responsiveness to and knowledge of local conditions and requirements shown by regional administrators. We think, however, that the limited responsibilities that they have been granted do not allow them to respond to local needs as fruitfully as they might. In respect to the second function, we are of the opinion that it is desirable to keep administrative machinery to the smallest practical limits, but that the regional machinery is too small, and the matters it can deal with are too restricted. Concerning the third function, we think that considerably more participation in management and decision making by teachers and community members should be encouraged; these processes are time-consuming and require a more generous staffing of the regional offices.

Accordingly, we recommend a further redistribution of functions between central and regional officers.

We see the central office as an organisation through which general educational guidelines should be set in consultation with regional officers. Criteria should be established for the performance of various functions in the regions such as teacher assessment, a general monitoring of the state system should be undertaken, and control exercised over some broad functions which can most economically be done in a central office.

The redistribution of functions between central and regional offices should continue to be a gradual process over the next few years. In our view the division of functions should eventually be:

Central Office

i. Finance. The central office, after advice from regional offices, should be responsible for the allocation of funds to each region, and for the payment of the salaries of all permanent officers, the purchase of properties, and the cost of capital works.

ii. Properties. The central office, after advice from the regional offices, should determine priorities for the erection of school buildings and other capital works, be responsible for the acquisition of school sites, the calling of tenders, and the construction of all school buildings.

iii. Planning and Policy Making. The central office should be responsible for setting general guidelines in consultation with regional offices, e.g. for school curricula, teacher assessment and appropriate services, to be followed by regional offices. It should determine, as occasion arises, general policies affecting the whole system, e.g. the establishment of Community Colleges or the development of District Schools in urban areas. It should contain a planning section responsible for gathering appropriate data throughout the State and for recommending ways of implementing general policies.

iv. Monitoring. The central office should watch carefully educational developments and standards of performance throughout the whole State and be ready to advise and assist regions whenever necessary. It would be particularly important to monitor the state of rural education, and supplement the financial allocation and the staff for rural areas where necessary.

v. Personnel and Recruitment. To secure an adequate supply of trained teachers for all branches of the profession throughout the State should be a function of the central office. The central office should also have responsibility for personnel matters related to salaries, conditions of service, promotion, leave, determination of qualifications, retirement and other administrative matters, for those employed by the Department.

vi. Research and Innovation. Large scale investigation and testing, research associated with general educational planning and experimentation on a wide scale or in several regions is probably best performed through a central office. Regional offices and schools, however, should not be inhibited from conducting and promoting research and innovation in which they are interested.

vii. Relations with Federal Agencies. For the most part, negotiations with federal agencies are best channelled through the central State office. Where, however, individual schools or teachers are in direct negotiation with a federal agency, it would probably be helpful for the central office to be informed and kept abreast of the negotiations.

Regional Offices

We suggest that regional offices should perform the following functions within guidelines established by the central office. Where appropriate, regional officers should participate in the process of establishing such guidelines.

i. School staffing and teacher assessment. These functions are at present performed through regional offices.

ii. Pupil Placement and Guidance. These functions are at present performed through regional offices.

iii. Property Maintenance. This function is at present performed through regional offices.

iv. Curriculum. Notwithstanding the need expressed elsewhere and reaffirmed here for a strong central curriculum branch, the principal responsibility for providing advice and assistance to schools should come from officers on regional staffs who are in a position to be in close contact with the schools and are sensitive to the needs of the region. So long as the Schools Board remains in existence, it must have a determining influence on many courses offered at the senior secondary level. Regional curriculum officers should give consideration to ways in which courses specially adapted to regional interests might be accepted by the Schools Board.

v. In-Service Education, Consultation and Research. The health and vitality of schools depend very much on the extent to which teachers can be assisted and stimulated by in-service workshops and expert consultative services and the promotion of local small scale research and development projects. Many of these might be appropriately closely associated with regional curriculum officers. The further development of teachers' centres, and a greater degree of teacher participation in decisions on curriculum, school organisation and regional policy should be encouraged by regional officers.

vi. Community Relations. A special responsibility rests with regional offices for the promotion of better relations with the community, an increase of community interst and participation in education and the distribution and diffusion of information.

Staffing of Central and Regional Offices

Central Office

The organisation and staffing of the central office appears to us, in general, for its present functions to be sound. But we are here recommending a redistribution of functions and the strengthening of regional offices. It will therefore be necessary for a group of senior

administrators to:

a. examine the structure of central and regional offices and recommend appropriate changes to fit their changed responsibilities,

and

b. ensure that there are sufficient resources, i.e. personnel and facilities available to regional offices to carry out their increased load of services efficiently.

To accord with recommendations put forward in other chapters, we recommend four important administrative changes to the present structure:

i. The staff and the activities of the Curriculum Branch, Media Centre, Development and Information Branch, the Supervisors and Research Branch should be closely co-ordinated so that they plan and work together as one team in providing service to the schools. The promotion of in-service education and carefully thought out innovative development in schools should be regarded as a matter of great importance.

ii. The planning division of the central office should become a monitoring and planning service, staffed appropriately to evaluate educational development or the lack of it throughout the State, to make an appreciation of community changes and needs, and to plan appropriate action.

iii. With the proposed development of Community Colleges, incorporating the functions of secondary colleges, technical colleges and further education a Deputy Director of Community Colleges responsible to the Director of Schools and Colleges should be appointed. The Deputy Director should have an adequate staff, knowledgeable and experienced in the areas of his responsibility. This position would replace the present position of Deputy Director of Technical and Further Education.

We have given much attention to what might be the most appropriate administrative arrangements for technical and further education. We are firmly of the opinion that these areas should not be moved out of the existing central and regional organisation of the State Education Department. As indicated in Chapter 1, we are gravely disturbed at the trend in some current thinking among those concerned with Technical and Further Education which would seek to bring this about. We have come to this opinion on three grounds.

a. Educationally: In the interests of good education, we think that vocational and general education should be brought closer together, and we are of the opinion that our school programmes have suffered from the degree of segregation that has existed up to the present. In chapter 5 we have argued this matter in more detail. We hope that one of the most important outcomes of this Report will be a much closer integration of technical, continuing and adult education into the programme of all the schools throughout the State. We believe that this is undoubtedly in the best interests of students at all levels.

b. Economically: We think the considerably additonal expense in adminstration that has been incurred by the establishment, for example in New South Wales and South Australia, of a separate authority is unjustifiable and more particularly so in the relatively small Tasmanian situation. A considerable amount of the benefit that should flow to the work face of Technical and Further Education from additional Commonwealth funds that may be anticipated in the next decade would be dissipated in unnecessary administrative duplication.

c. Administratively: In our opinion and from our observation of the experience of other States, the separation of educational authorities is a step which creates and accentuates unnecessary problems of liaison and tensions in matters of personnel and educational policy. In a small educational system such as the Tasmanian, administrative separation seems to us to be an unnecessary complication of the situation. Such separation moreover would run completely counter to the Government's well publicised determination wherever possible to reduce the number of departments and statutory authorities in the interests of economy and efficiency. To this end it has appointed a number of Task Forces which are currently investigating, with these specific terms of reference, the whole area of Government service.

We are, nevertheless, very conscious of the need to improve technical education and to extend facilities and programmes for further education. We think this can best be done by greater financial support, improved teacher education, the development of strong community colleges and a strengthening of central office and regional office administrative staff in this area.

iv. In accordance with the importance we place on the support and development of District Schools, a Deputy Director of District Schools responsible to the Director of Schools and Colleges should also be appointed.

With the appointment of two additional deputy directors the responsibilities of the deputy directors in the areas of primary and secondary education would be correspondingly reduced. There would then be four deputy directors, one for each of the main groups of schools and colleges, viz. primary schools, district schools, high (junior secondary) schools and community colleges.

Regional Offices

We are of the opinion that the staff of regional offices should be substantially strengthened and extended to enable them to cope with the wider responsibilities proposed for them.

i. We have been impressed with what we have seen of the work of the superintendents, but it is clear to us that there are too few of them to cope even with the responsibilities that they already have. The proposed new responsibilities for the regional administration will exacerbate the position.

We recommend, therefore, that the number of superintendents should be increased and that they be appointed in two separate categories.

One group of superintendents should be responsible mainly for for the assessment of teachers, pastoral care of schools and

liaison with the community.

The other group of superintendents and other officers from different levels, should have special skills in the curriculum field and should be responsible for advice and stimulation on curriculum matters, for the promotion of research and development and for teacher development through in-service education.

ii. The appointment of a superintendent in each region and adequate support staff with responsibility for all aspects of work at the community college level. It is particularly important that technical and further education should get strong support within each region and that it should be brought into and benefit by the regional structure. We regard the community college as a development of great significance for the future development of education in Tasmania and we think that a high priority should be given to strengthening administrative support for it within the regional directorates.

School Organisation

Various submissions to the committee and our own observations lead us to believe that there is a need to examine and clarify five matters relating to methods at present in use in the organisation of schools, viz. questions of administrative processes within schools, continuity, streaming, open education and size of schools.

i. Administrative processes within schools

Throughout this Report we have given support to ideas and practices which are changing the nature of the teachers' task and altering the function of the school. The development of school-based curricula and open education, for example, the appointment of superintendents to advise on curriculum, preference for small-sized schools, the extension of community participation and more extensive support for innovative teachers, are factors which will increasingly change the ways in which schools operate. This quiet revolution is as much an attitudinal change as a formal change in function. The school is becoming much more of a community responsible for the formulation of its own purposes within guidelines which it has had some part in formulating. For the staff there is more opportunity to share in general policy making for the school and in the making of decisions which affect a teacher's own area of interest.

To develop regionalization effectively and encourage more school-based responsibility it will be necessary to provide more opportunity for widespread discussion into which the community as well as the teaching profession should be drawn. At the school level it means a recognition of the common responsibility of the whole staff for setting and achieving common goals. 'All have common obligations, common interests and common satisfactions in the results of co-operative planning.' [1]

[1] K.S. Cunningham and D.J. Ross, An Australian School at Work, Melbourne, ACER, 1967, p. 91. This book is an account of a successful pioneering effort to develop a democratically run school. It analyses the work of a large independent school in Victoria in the 1940's and 1950's.

We do not think it sensible to try to prescribe how schools might best organize the administrative processes through which they operate. These will vary with the maturity of the staff, with the level of their community relationships, with the personality and skill of the principal and with the kind of support forthcoming from regional and central offices. Each school will, we hope, develop its own effective way of building itself into a competent, decision-making community.

In the course of the transformation, which is already well under way in many schools, the role of the school principal is a crucial one. The principal will have to learn to become a co-ordinator of persons and opinions. The job will not be one of interpreting and executing departmental policy, nor one of making an insisting on personal opinions. The principal's leadership will be exercised more by learning how to be an effective chairman. Thus the principal will set the tone of the relationships among the school staff, and between the staff and students and will affect the nature of the school's involvement with the local community. Staff, students and local community are the three principal human elements in the school's environment that have to be brought into productive interaction if the school is to function effectively in its decision-making processes. The principal's role in achieving the right kind of relationships calls for considerable administrative skill, democratic conviction and perceptiveness.

ii. Continuity

A good administrator will seek to ensure within the school system two kinds of continuity -

(a) an administrative articulation of functions and services that ensures economy in the use of persons and materials, minimum of overlap and smoothness of transition from one stage or function to the next;

(b) continuity of programme within grades and between successive grades and stages.

In the Tasmanian system the student passes through a succession of two or four year stages: from infants (2 years) to primary (4 years) to junior secondary (4 years) to senior secondary (2 years). For many students in many areas progress is unnecessarily segmented. Teachers, styles of teaching, record keeping, testing procedures, administrative requirements and location of buildings change abruptly as they move from one segment to the next, and, at the same time, they find overlap, unnecessary repetition and the lack of co-ordination between the segments in the content of courses. In many other schools both government and non-government, on the other hand, the transitions are smoothly managed and there is continuity in both administration and curriculum.

Where the transition is smooth and well-organised there are usually several factors at work. There is some joint planning of courses by teachers from both sides of the transition point, e.g. across the transition from infants to primary level. There is an effort to build a continuous and graded programme throughout the whole school, e.g. years 1-6 in primary school, and 1-10 in district schools. There is opportunity for staff to teach at various levels on both sides of the transition line. And there is an effort administratively to

reduce the contrast between two successive stages by lessening the administrative differences between them or by combining them into the one stage.

We recommend that all schools should take measures such as these to promote continuity in the school system. In primary and district schools thought might also be given to the reallocation of administrative duties to ensure maximum continuity. For example an infants' mistress, instead of having an almost separate jurisdiction over kindergarten and years 1 and 2, might in some cases be more usefully employed as a person in charge of the language development programmes throughout the whole school; similarly a more flexible use of deputy principals could be made to develop continuity through the school and across the barriers between subjects.

iii. Streaming

We have found that it is a widespread practice to divide classes into ability streams in the latter years of high school work, and that it is not uncommon for streaming to apply also to pupils in primary school and the early years of high school. Many teachers and parents have told us that it is a matter of common sense that it is easier and more efficient to teach a class that is homogeneous in ability and that the competition engendered among students of similar ability is an important spur to better performance.

There has been a considerable amount of research on streaming in schools and little firm evidence in its favour. There is nothing conclusive to support the common sense view that bright pupils if put together in ability groups are likely to improve their performance. There is, on the other hand, very good evidence to show that students who are consistently placed in lower ability groups actually tend to and are expected by their teachers to perform below expectation; they become confirmed dullards and do not realize their potential. There is a substantial amount of evidence that sorting on the basis of ability testing or school performance is nearly equivalent to sorting on the basis of social class differences and that teaching based on ability grouping tends to increase the advantage or disadvantage that social class status brings with it.

Since the practice is of doubtful value both educationally and socially, we recommend that teachers and school administrators should not use it.

iv. Open Education

Changes in school architecture that developed in Tasmania from 1970 on have drawn attention to a change that has evolved in the teaching-learning process.

The new schools both primary and secondary were built to an open plan design which provided larger than usual learning areas of various shapes with movable partitions and smaller spaces for specialties such as art and science. They provided a pleasant and attractive environment in which it was easier for teachers to adopt various teaching styles and for individual and group work to take place. In consequence, what is known as open education was more likely to take place in open plan schools than in more traditionally built ones, but open education has by no means been confined to schools with a particular style of architecture.

Open education by its very nature cannot be precisely delineated. It is to be found in slightly differing forms and emphases in different schools, but it does have some broad common characteristics:

a. Flexibility. The general tenor of the work is informal. Many activities are usally proceeding at the same time and formal, set instruction occurs comparatively infrequently. There is a willingness to adjust the educational programme flexibly to the needs of students and to take full advantage of educational opportunities as they occur.

b. Pupil-involvement. There is a trust in and respect for the children's ability to take a large part in directing their own learning. Students are encouraged to proceed at their own individual pace and to learn actively by discovery methods.

c. Emphasis on learning. In the open situation the emphasis is on learning rather than on teaching and still less on formal instruction. The emphasis is on the acquisition of skills and the development of attitudes. Learning is concerned primarily with processes - with learning the basic skills of the 3 R's and the more advanced processes such as how to think, enquire and weigh up evidence.

d. Teachers' role. The teacher is less of an instructor and more of a facilitator of learning. In this role teachers usually co-operate as a team of two or more running several class units together. Each teacher lends support to the other and in some cases is able to capitalize on his particular strengths and interests.

e. Sense of community. Extensive opportunity is taken to work in small groups on shared projects, and a strong and warm sense of community in the classroom is often a characteristic. Open education has a tendency to spread beyond the classroom, and to develop a varied and extensive contact with the local community.

During the last few years there have been anxious enquiries and criticisms from parents who are disquieted about open education. In submissions made to us and in our meetings with community groups in various parts of Tasmania several people have expressed doubts about the soundness of the education offered in open schools; we have also received a number of expressions of interest and approval.

In observing work in some of them and in discussing the subject with groups of teachers, we have been favourably impressed with the quality of work that we have seen in many classrooms, but we have also been made very conscious of the demanding task that open education imposes on teachers. It is a task that most teachers are not adequately trained for, and some are unwilling to undertake.

The crucial elements, in our view, that are the mark of good open education are:

i. the existence of high motivation among students and teachers,
ii. warm atmosphere of caring by both teachers and students,
iii. cordial mutual support between teachers, and
iv. continuous and varied means of assessment, efficiently administered and recorded.

Where these can be seen in the work of a school, we can be well assured that the quality of teaching, the level of student performance and the personal and social benefits of the experience of open education are high.

How is it possible to ensure that open classrooms have these qualities? In our view eight things are necessary.

a. Teachers should operate with reasonably small numbers and preferably in two or three teacher units.

b. Teachers need adequate pre-service training in open education methods and support from in-service courses, from interested administrators and from teachers' aides.

c. Teachers who are to work together must be willing to share and plan together.

d. There must be carefully thought out objectives put into practice in a flexible but well-planned structure.

e. There must be a large variety of material, and comprehensive and challenging assignments for students.

f. All students' activities, performance in assignments, attitudes and general development should be carefully and systematically recorded.

g. Effective communication with parents and the general community is important so that they may thoroughly understand the school programme and help in the achievement of its objectives.

v. Size of Schools

There is no firm research evidence or general agreement among educators about the optimum size of schools. In Tasmania there are 2, 4, 6 and 10 year schools and one might expect that two year schools would be smaller than 4 year ones and so on, but this is not consistently the case. The two year secondary colleges are larger than six year primary schools. According to the latest census of schools there were 304 primary, secondary and district government and non-government schools in Tasmania in 1977; one of these had more than 1000 pupils while 79 had less than 100 pupils. Taking Australia as a whole, of the 9,450 schools in existence in 1977 there was one school with more than 2000 full-time students, and 323 with from 1001 to 2000 students, of which 77% were secondary schools; at the other end of the scale there were 3267 with less than 100 pupils of which only 1% were secondary schools. In this kind of company, Tasmania had no very large schools and only a small number of very small ones; most Tasmanian secondary schools had from 600 to 1000 enrolments, most primary schools were fairly evenly scattered over a wide range of 36 to 600, and most district schools from 100 to 600. We might speak of a small school as one with 200 students, intermediate 500 and large 750+.

In trying to assess what might be the most suitable size for schools four principal factors have usually been taken into account: the effect of size of school (a) on the cost of construction and management, (b) on pupil achievement, (c) on the deployment and management of educational resources, and (d) on other educational purposes and outcomes.

a. The economics of school size are somewhat obscure. It seems likely that there is a saving in capital costs by constructing schools to house large numbers of students; but large schools tend to require

more expensive staff and larger numbers of administrators resulting in a large increase in salary costs.

b. There is no evidence to show whether students in large schools have a higher level of academic achievement than those in smaller schools. It is generally assumed that students in large schools might be stimulated by the high level of competition generated in them, and that pupils in smaller schools might be compensated for this by the great degree of individual attention that may be accorded to them. Schools, however, are notoriously different from one another, and in two schools of the same size there may be considerable differences in individual attention, competitive spirit and pupil performance.

c. It is the manner in which some educational resources are used that noticeable differences begin to emerge between schools of different sizes. In a large school it is easier to provide a wide variety of courses, but even very small schools, such as the 50 student experimental school, Tagari, have been able to provide a richer variety than many large schools by judicious use of community resources and part-time staff. The larger the school the more teachers there are in non-teaching occupations in the school administration. There is more clerical support staff and possibly more educational support staff in the form of remedial teachers, specialist teachers and guidance personnel. There is also a tendency to establish a hierarchy of senior school staff. One important effect of the increase in staff numbers is an increased formalizing of relationships among the staff. Hierarchy is the beginning of bureaucracy. It appears to start at a point where the principal is able to form a consultative committee out of the senior members of his staff, or at the point where he finds he has little time and perhaps little inclination to sit and consult with a junior teacher seeking professional advice. It is probably about the stage when the full-time teaching staff has reached 25. Beyond that point the staff has a tendency to break up into cliques and to lose the close inter-relationship that may have previously characterised it. Given a staff-student ratio of 20 to 1, we might expect to find a staff of 25 in a school of about 500 students.

d. Our committee has received numerous indications from teachers of a preference towards teaching in a small school. There is a reasonable amount of evidence that teacher satisfaction declines in large schools. Where there is a less intimate relationship between teachers and pupils, disciplinary problems tend to increase and teachers begin to feel harassed. The greater informality possible in smaller schools tends to attract more whole-hearted community participation; a large school may be on good terms with a local community but it is unusual for it to have an intimate relationship with the community. Student satisfaction with school is largely dependent on the warmth of student-teacher relationships in the school and the extent to which the student can feel himself accepted throughout the institution. On both counts small schools are likely to fare better than large ones. It is difficult to know at what point a student begins to feel overwhelmed by numbers of fellow-students. There would be considerable differences among individual students on the matter. If we assume a student's viable area is principally bounded by his own year and the one above and one below it, he has to learn to handle effectively the numbers which cover three years of schooling.

It is obvious that there are many unanswered questions in a discussion dealing with school size, and they will remain unanswered until there is much more research undertaken on the matter. At least it can be said that enough of a case has been made out in favour of small schools to cause a halt to the building of any more large schools. We would suggest from the arguments and feelings of teachers and from the small amount of available evidence, that a school of 500 students is probably at a point at which it is beginning to lose its educational effectiveness. The committee's view on the matter is (i) that a school of 400 full-time students is a size which would be most productive of teacher and pupil satisfaction, community involvement and the economic and effective deployment of educational services and (ii) that, as far as possible, schools should be planned to accommodate between 300 and 500 full-time students, and should, in no case, be allowed to reach the category of large schools of 750+ full-time students.

Pre-School and Primary School

We have linked pre-school with primary education in this section because we wish to emphasise the importance of continuity in early childhood education and because we think that pre-school education should be an integral part of the basic education offered to all children.

Almost 50 years ago, the influential Hadow Report in England suggested that the primary school curriculum 'is to be thought of in terms of activity and experience rather than of knowledge to be acquired and facts to be stored.' The subsequent history of the primary school in all countries has been one of movement in this direction. The report of the committee on Educational Aims in the Primary School in Tasmania,1946, and the report Education from Three to Eight in 1968, encouraged Tasmanian teachers and administrators in their efforts to develop education for young children that was more active, interesting, caring and flexible.

The primary school in recent years has been changing, from a somewhat austere but reasonably pleasant institution for the acquisition of basic knowledge and skills, into a warm, attractive and multi-resource community engaged in growing up through an intriguing array of stimulating and exacting activities.

Our Committee has noted and thoroughly approved the extent to which the schools we have visited have managed to keep up with the general trend in modern primary education. We see the main characteristics of this as an enrichment in three main areas: the material, the human and the learning-teaching environments of the school

The material environment has been greatly improved in recent years by building new, more flexible and more imaginatively designed schools. School libraries have grown in number, and the range of their reference material has substantially widened to cater for an increase in the students' individual project work. But in Tasmanian primary schools the library resources need much more attention; they are often indifferently housed and insufficient in quantity. We strongly endorse the moves foreshadowed in the report of the Tasmanian Advisory Committee on Libraries for the integration of Education Department library services with those of the State Library and for the improvement

of library services generally. These offer a positive and practical means of remedying this situation. Some of the recommendations have already been carried out, and we would urge the speedy implementation of the remainder of the recommendations. Materials for various areas of the curriculum such as reading, science, social science, art and craft have been generously increased, and few schools would lack an adequate supply. Physical education facilities, however are not good in Tasmanian primary schools. It is unlikely that they will become sufficient until the subject is taken more seriously and an adequate supply of trained physical education teachers is made available for primary schools. The inadequacy of physical education at this level seems to us to be one of the main deficiencies in the primary school curriculum.

The human environment within the school is being transformed into that of a warm and secure community. In this atmosphere the students can expand more freely and learn more effectively to express themselves. There is a growing degree of pupil responsibility and co-operation; there is a more informal relationship between pupil and teacher; there is less tendency to place children in ability groups; and there is an effort to take care of the whole personality and individual development of the child. These features of present-day primary education seem to us to be well developed in Tasmanian primary schools and to be characteristic of the thinking of most primary school teachers.

The learning-teaching environment is changing in four ways. Ordered, formal classes are becoming more flexible in operation with the growth of individual work and small discussion groups. We have already referred to open education and the favourable impression much of the work has made on us. Secondly, the acquisition of knowledge has become more purposeful. It is more often based on some form of enquiry, and is used to solve a problem or to contribute to some piece of constructive work. Thirdly, there is a greater encouragement of expressive work. Expression through language, music, art, drama and dance is the basis both for improved performance and enjoyment in these areas, and also for the development of a student's character and personality. Fourthly, a change in the way the curriculum is planned has been occurring. Building a sequence of learning has always been important. In recent years a more sophisticated sequence, carried from the beginning of kindergarten through to the end of primary school has developed, in which learning experiences are matched with what is known of the pattern of intellectual, language, mathematical, moral, and physical development in early and middle childhood. At the same time there has been an effort to spread the learning of fundamental skills and processes, particularly in language and mathematics, throughout all aspects of the curriculum in such a way that, for example, experiences in science or in social education can be used to reinforce basic language or numerical learning. This is an area in which Tasmanian schools need further development. There is a sizable task to be done in the curriculum area. It is nothing less than to work out the sequence of intellectual, moral and social processes, as well as the language and mathematical ones on which much work has already been done, that are to be developed from kindergarten to grade 6, and to suggest the ways in which they can be learnt and taught in every area throughout the curriculum.

We have noticed that there is a tendency to link education in pre-school-kindergartens more closely with the first years of infants-primary school in an early childhood education sequence. This move we

strongly support. In developing this linkage two precautions have to be taken. The great virtue of good early childhood education has been its informality and encouragement to spontaneity; it is essential to preserve this kind of learning atmosphere. It is also important that, as a result of strengthening the concept of early childhood education, this period should not come to be regarded as something distinctive to be separated from the rest of primary education. Every care must be taken to make the transition through early childhood to primary education a smooth and uncomplicated process. We think, also, that wherever possible, kindergartens should be part of the primary school complex and not on a site separate from it. In these ways continuity in the children's educational experience and flexibility in the use of teaching staff are more likely to be achieved.

In recent years there have been considerable changes in the pre-school area. Kindergartens, both state and private, have increased in number, attendance at them during the last ten years rising from 5,835 in 1967 to 11,332 in 1977.* For younger children, day care, creches and play groups have spread rapidly to cater particularly for the great increase in the number of young working mothers. Agencies concerned with young children and their parents, such as child health clinics, social welfare services, home liaison officers, and parent, children's and toy library services, have grown up and expanded in response to community needs. The 1968 report, Education from Three to Eight recommended that education prior to grade 1 should be known as pre-school education and the institutions in which such education was provided to be known as kindergartens. The kindergarten is still the most important single pre-school institution, but it is impossible any longer to think of pre-school education as mainly the province of the kindergarten. The age range has also changed. There has long been a significant body of knowledge about the intellectual, social and physical growth of children from birth. The increasing number of institutions concerned with their care have an educational responsibility to see that the earliest years of childhood from birth and infancy have the appropriate educational environment and stimulus.

We are convinced of two things: i: that the Education Department should be much more concerned with the assessment and certification and also with the provision, where needed, of pre-school institutions and persons working in the area. The distinction between child-care, which may be the province of social welfare departments, and early childhood education, which may be the legitimate interest of education departments is not clear and needs to be carefully examined.

ii. that a working party should be established to review the current state of pre-school education and provide guidelines for its co-ordination and development. The committee should concern itself with the age range 0-8 years.

Three other matters seem to us to need attention in the primary school, and we refer at length to them in other parts of this report.

i. Improvement in the level of literacy and numeracy is a desire very strongly expressed by the community in submissions to us. In chapter 2 we have already made recommendations on this matter.

* These figures include all pre-school classes below grade I.

ii. Continuity of education is vital especially through the transition from infants to primary grades, and from primary to secondary school. We do not see the necessity for what sometimes appears to be a separation of administrative authority for the early childhood years in a primary school, and we recommend that, where it exists, the separation should be abolished wherever it can be done without detriment to the excellent work done in kindergarten and infants grades. The question of continuity has been further discussed in chapter 2 above.

iii. Additional support services, particularly in guidance, music, art and physical education. The need for a greater supply of these services and for attention to teachers' loads is particularly apparent in country primary classes. There is currently an agreement in operation with the Teachers' Federation in response to which services and loadings are being improved. We discuss the general matter more fully in chapter 7 which deals with rural education.

District Schools

The report of the recent departmental committee on the future of district schools in Tasmania refers to them as 'a distinctive and exciting educational facility.' The remark presumably represents the committee's aspirations for the schools rather than their judgment of present reality. We too share the same aspiration but must point out that before it can be realised there will have to be substantial changes in attitude on the part of educational administrators, the teaching profession and the community.

In 1936 an interesting new concept in rural education, the Area School, came into being. By the mid-1960's it had become apparent that Area School education was no longer appropriate for the society of the second half of the twentieth century. Out of the declining Area Schools, the District Schools were created, and at the same time comprehensive High Schools began to spread in country districts. The purpose and functions of District Schools have never been thoroughly thought out. They have simply been a slightly extended Area School with a decreasing rural bias losing, at the secondary level, pupils and prestige to growing numbers of country high schools.

The District School* is an all-age school, K-10, staffed and equipped to teach at kindergarten, primary and four years of secondary work. The departmental committee has recommended that eight of these should become primary schools. There will, therefore, be twenty-four District Schools in the rural areas throughout the State. It is important that they should survive and flourish. Their past history is unpromising. They have been discouraged and emasculated by a declining rural population, by the supposed academic superiority of the high schools, and by an undiscerning public. With the recent publication of the second part of the report of the committee on District Schools, there is evidence of a new approach to them. Its proposals for more generous staffing and curricular reform may act, we hope, as a stimulus to substantial development.

* The departmental committee has recommended that from the beginning of 1978 most District Schools be renamed District High Schools, a change in nomenclature which we regard as misleading and unnecessary.

There are three distinctive characteristics of District Schools:

i. Continuity from kindergarten to year 10. Since all grades are contained within the one school it is possible to plan the curriculum as a single sequence and for students to move smoothly through it. In practice we have found that this seldom occurs. The divisions of infants, primary and secondary grades persist and interrupt the continuity. When the school is run on a whole-school basis teachers are able to make fruitful contacts with their colleagues at all grade levels and to teach at whatever level they are most needed. Primary trained teachers might, thus, be used to great advantage on language programmes in secondary level classes, and subject specialist might be used at all levels. Clearly, when treated on a whole-school basis, the District School is a very sound and rich teaching unit. In practice this ideal teaching arrangement is not achieved in many schools. Secondary, primary and infant teachers are trained differently, their appointments are usually made by different authorities, and their career expectations lie within their own divisions. It is, therefore, not always easy to organise them into one flexible team.

ii. Atmosphere of warmth. Friendly and warm relationships tend to characterise the District School at all grade levels. When the students spend most of their compulsory school years in the one school, as a fair proportion of them do, often in company with several brothers and sisters, the school develops a sense of community which embraces students, teachers and parents. Relationships between teachers and students are close and rewarding and the school becomes a pleasant, familiar and nurturing environment. The continuance and educational effectiveness of the atmosphere depend to a large extent on the size of the school and the willingness of teachers to remain in it. At present no District School has more than 550 students in it, and almost half of them have less than 200. There seems little likelihood that numbers will greatly increase in the next decade. Teacher turnover, however, is a problem to many of them as it is in most rural schools in the State. In chapter 8 on rural education we make several recommendations that we hope will reduce the instability of teaching staffs in rural areas.

iii. Close community contact. In most District Schools parent involvement is substantial and continuous, and friendly personal relationships exist throughout the community with the school. The school is usually seen to be an important element in the community's life and it is therefore an object of interest and importance. There is an opportunity here for District Schools to develop much more substantially into Community Schools. (see chapter 5)

In several submissions and discussions, criticisms have been made of the present situation of District Schools. The secondary level work, it is suggested, is in poor condition for several reasons: In many schools the brighter students, after completing primary work are bussed off to a high school, leaving behind a reduced number of students who tend to be the less promising ones. Secondary level staff is correspondingly reduced, and so too, is the range of secondary subjects available to the students. Many good teachers find such a situation unattractive, and, even if they do come to teach in a District School, they soon leave because there are few promotion prospects for them there, and country life is often not to their taste. In consequence, there is a rapid turnover of staff. The schools lack specialist staff, and have difficulty, because of the distance students have to travel, in

arranging enrichment activities such as after school clubs and classes, art groups and weekend sport. The accumulation of these disabilities results in a lower level of school performance than that of comparable students at country high schools. District schools have not in the past been treated by administrators as the equal of high schools, and they have lacked the confidence of country communities who try to steer their adolescent children elsewhere.

Fortunately for District Schools, there are a number of exceptions to which many of the above criticisms do not apply. Eleven of the schools are having their secondary courses and facilities deliberately upgraded to make them comparable to those provided by high schools. This programme is to be extended to cover the other district schools. One or two of the schools have managed to develop sufficient community support to enable them to retain their pupils in the face of high school competition. And several have developed sound and interesting programmes of unmistakable quality that must place them among the best schools in the State.

During the past year important moves have taken place with the intention of giving greater recognition to the work of the District Schools and improving their facilities and their image. It is important that the momentum should be maintained.

What is to be done to ensure that the twenty-four schools do become 'a distinctive and exciting educational facility?'

In the first place, we endorse the recommendation of the departmental committee report on The Future of District Schools in Tasmania that:

i. All students in years 7 and 10 should be educated in their local secondary school wherever possible, and that bussing students to high school from areas where district schools are available should be phased out.

ii. In all secondary classes there should be range of experiences in six basic areas and improved facilities for a further enrichment of the curriculum. This means that district schools can more readily be staffed to teach the common secondary curriculum.

iii. Positive discrimination should be made in favour of country children. The District School committee has recommended more generous staffing and in particular the creation of more promotion positions. This should be a considerable incentive to teachers to join the staff, to remain for a reasonable period, and to build up the body of expertise needed for the conduct of District Schools. We strongly support the recommendations of both the District Committee report and that of the report on Secondary Education in Tasmania that staffing take a whole-school approach and that all teachers should be used wherever it may be appropriate throughout the school.

Further careful consideration needs to be given to matters such as :

a) the provision of specialist teachers, e.g. in music, library, physical education, and, in selected schools, teachers of special education and rural science,

b) increase in support staff, especially speech therapists and vocational and welfare counsellors,

c) more resources for student travel and for visits from educational and art groups such as Theatre in Education,

d) upgrading of various physical facilities at the schools such as libraries and science laboratories - it is essential that these schools be given a very high priority in the capital works programme,

e) increase in the general funding of District Schools so that it is on a level comparable to that of High Schools.

These measures, though of considerable importance, we do not consider to be enough. Two other moves are also necessary.

The District School has suffered considerably because it has not been properly articulated into the departmental system. It has largely been thought of as an extended primary school, and to a degree, has been treated in respect to staffing, equipment and funding as a primary school. Recent moves have begun to rectify the position, but, in a system which is geared to administer primary and secondary education separately, an all-age school is anomalous. A District School is not a District High School nor is it a District Primary School; it needs to be treated as an equal but different kind of institution in its own right. We have recommended earlier in this chapter the appointment of a Deputy Director of District Schools responsible to the Director of Schools and Colleges. This could be seen as a first step towards the level of recognition which we regard as essential. The first task of such an officer would be to work out administrative procedures to articulate District Schools more effectively into the pattern of both regional and central administration.

It is obvious also that, although the District School has many promising aspects for future development, no sustained thought has yet been given to its purposes and functions. There is a need to answer questions such as:

Should it develop into a Community School? If so, what part would continuing education play in its programme?

Is there a particular kind of caring education that District Schools are especially able to cultivate?

What should be the balance of numbers between primary and secondary students?

What kind of teacher education is the most desirable for District School teachers?

In what ways could it be made possible for teachers to develop a career in District Schools?

Under what circumstances might years 11 and 12 be added to some District Schools?

What would be the characteristics of District Schools established in urban areas?

We heartily endorse the recommendation of the departmental committee on District Schools that a Policy and Planning Committee should be established whose task would be to work out a rationale for District Schools, consider ways of raising their status, and suggest answers concerning their future development to questions such as the above.

Up to the present, District Schools have been situated only in country centres. The formal division of schools into separate primary and secondary schools is the fashion in cities. There appears to be no reason why an all-age school should not be quite suitable, and, with its capacity for creating a community feeling, highly desirable in urban areas where a community sense is often in need of stimulus and support. We recommend that when there is opportunity one or two District Schools should be experimentally tried in appropriate areas. We would suggest that they might be sited in the first instance in an established area with a highly developed sense of community that might be reinforced by a District School, or in a newly developing area, such as Rokeby, where a sense of community has yet to be built.

High Schools

One of the best statements of the purposes of secondary education that we have seen is that produced by the Riverside High School. It states that 'all pupils, whatever their academic potential, have the right to expect a high quality education.' Such an education encompasses social education for effective participation in a challenging society, physical education for fitness and satisfaction, the constructive use of leisure, the development of worthy values and attitudes, and an effort

> 'to ensure that all learners develop a taste and a continuing desire for learning, master the techniques of self-education and develop their powers of critical and creative thought.'

This particular quotation is a good statement of the intellectual purposes of secondary education. It is of central importance in the work of the high school. In the full Riverside High School statement, in the report, Secondary Education in Tasmania, and in our own chapter 1, however, the point is strongly made that the school has wider purposes. The school is concerned with raising the quality of all human experience, and therefore with health, social relationships and moral and aesthetic development as well as with intellectual cultivation. There is no priority or preferred order among these objectives. In high schools, at present, there is clearly a greater emphasis on intellectual development than on any of the other purposes. We think that an intellectual emphasis is a very proper one but that it should not be an exclusive one. The essential thing to realise is that the various purposes mentioned above are and ought to be interrelated. It is the interrelationship rather than the placement in order of priority that is of particular importance. Raising the quality of a student's experience means raising not one aspect of it only but its all-round quality. Each purpose inevitably affects all the others in some measure; the teacher's task is to see that the relationship is developed to the greatest possible extent, and to try to ensure that the maximum mutual reinforcement among purposes is provided.

We are in general agreement with the report of the departmental committee, Secondary Education in Tasmania, issued in 1977. We think it has established sound guidelines for the next decade in junior secondary education. Our task has been a broader and less detailed one. In matters where there is common ground, e.g. curriculum, administration, teacher education, community relationships, the Secondary Committee's recommendations should be read within the context of the analyses we have made.

We would point out that the title of the Secondary Report is misleading. The report deals only with junior secondary education, the first four years of education offered in District Schools and High Schools. A full secondary education is a six-year education completed at the age of about 17 or 18 and would include two years at a Community College. In other Australian States and overseas it would involve attendance at a six-year high school or its equivalent. To regard secondary education as four instead of six years of post-primary work is not merely a matter of terminology, it is an error with serious social and educational consequences. It has already become a serious disability in Tasmanian education.

We have found in many Tasmanian communities that the tendency to think of the fourth year as the completion of secondary education encourages young people to leave school at that stage or, much too often, a year or more earlier in the false belief that they have completed or almost completed their secondary education, whereas they have merely had the introductory or junior part of it. Similarly the lack of a definite terminus in the Community College, where the final external examinations can be completed in either one or two years, means that those who do manage to proceed from the tenth grade to the College often leave after one additional year, thus experiencing only an incomplete five year secondary education.

Despite the fact that Tasmania has the highest age for compulsory attendance of all the states, 16 years, Tasmanian secondary education has the lowest holding power. This can be seen in Table 1.

TABLE 1 - Retention Rates for all schools, by State, 1977.

State	Year 10 %*	Year 12 %*
Western Australia	95.4	35.3
Queensland	93.6	36.9
South Australia	90.7	36.9
Victoria	87.0	34.0
New South Wales	82.8	34.8
Tasmania	82.5	25.5

* % of those leaving primary school who are still in years 10 and 12 based on unpublished data supplied by the Department of Education, Canberra.

FIGURE 2 RETENTION RATES FOR TASMANIAN GOVERNMENT SECONDARY SCHOOLS, PUPILS IN LEVEL 6 IN 1971 AND LEVEL 12 IN 1977.

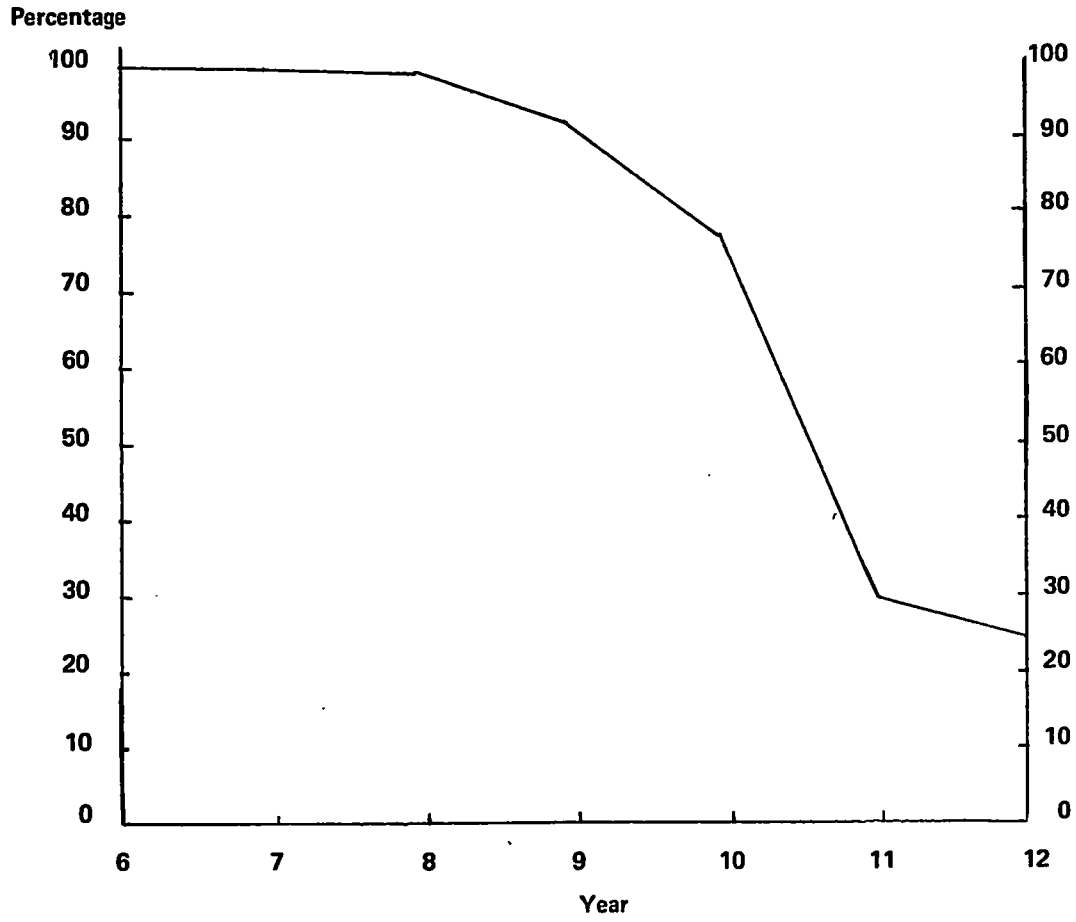
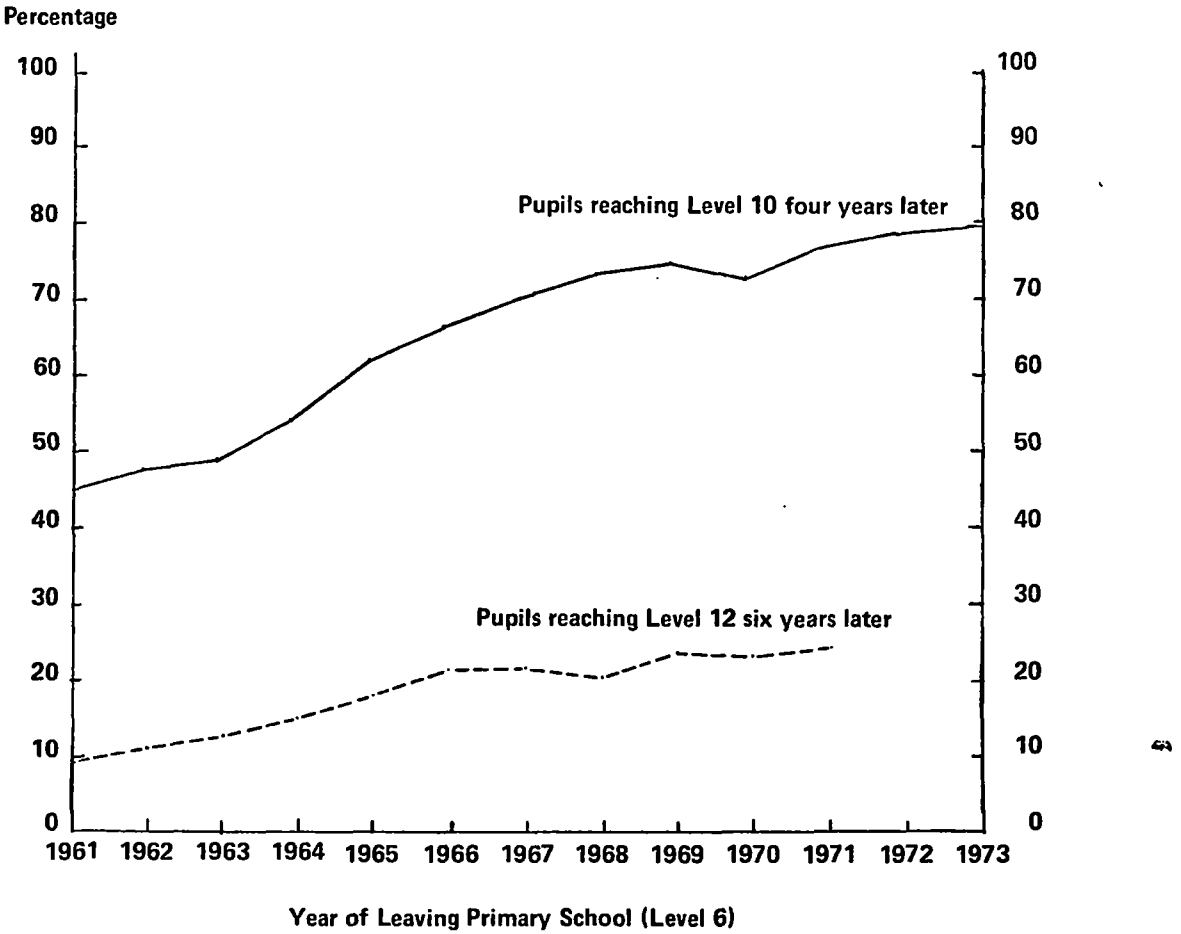


Figure 2 shows the rate at which students in government secondary schools drop out year by year; after year 9 there is a decided falling off and after year 10, the completion of the junior secondary level, the slide becomes a veritable avalanche. Of those who entered secondary education, 79.2% remain to year 10, and only 24.3% to year 12. On the credit side, it can be said that there has been a steady build up in holding power throughout the 1960's and 1970's. Of those who entered secondary school, for example, in 1961, only 44.8% survived to year 10, and 9.2% to year 12 (see Figure 3).

Figure 3

RETENTION RATES IN TASMANIAN GOVERNMENT SECONDARY SCHOOLS, 1961-1973



The problem of premature dropout from school is a complicated one. It involves many economic, educational and attitudinal factors with some of which we deal in other chapters of this report. In this context we wish to emphasise and recommend two things:

i. that continuity should be more clearly seen in the secondary programme by planning a co-ordinated six-year curriculum, and by the addition of year 11 and 12 classes to some country district and high schools where attendance at a Community College is particularly difficult. Guidelines for a six-year curriculum should be thought out by an appropriate committee working through the Curriculum Branch of the central office.

ii. that a concerted effort should be made, whenever occasion arises, to convince students and their parents that secondary education for all is as desirable for Tasmanians as it is for the people of other developed countries, and that a complete secondary education is a six-year programme. This is a task for teachers and principals and one to which the Development and Information Branch might direct special attention.

Many of the matters dealt with in the report, Secondary Education in Tasmania, are discussed elsewhere in our report, e.g. general and vocational education, core education, school responsibility for curriculum, size of schools, school-community relationships and assessment. Two matters of importance call for comment at this point: the structure of secondary education, and freedom of choice of school.

For more than a decade the structure of secondary education has remained unchanged. There are district schools and comprehensive high schools providing four years of secondary education for years 7 to 10, and secondary colleges and technical colleges both contributing to the full-time and part-time work done in years 11 and 12.

In chapter 5 we recommend the wider development of community colleges for years 11 and 12 and the upward extension of some district and high schools.

For the junior secondary level, years 7 to 10, we do not see the need for any structural change. We are of the opinion, however, that the use of the term 'high school' is misleading. Elsewhere, and in the past in Tasmania, it has stood for a school offering a full secondary education. Since it no longer does this nor has aspirations to do so, a more descriptive and more accurate name would be junior secondary school, or perhaps, junior high school. The recent decision to call district schools by the 'district high schools' we find doubly misleading; first on the ground that, like existing high schools, they cover only junior secondary work, and secondly that they are not merely secondary schools but all-age schools. The nomenclature of schools, however, is not, in our view, a matter of great importance; it is simply a useful way of communicating educational intentions to the general community. What is of great importance is the maintenance of the idea of comprehensiveness in secondary education. A comprehensive school is one -

a. which may be attended by students of all levels of ability,
b. which offers courses suitable to a wide range of ability and interest, and
c. which enables students to choose a suitable education from the range of offerings without restrictive combinations.

In short the comprehensive school is the common school for all students in which the highest academic excellence may flourish side by side with worthwhile and absorbing but decidedly non-academic interest, providing both a comprehensive education for each student and a comprehensive opportunity for all students who are able to attend.

Some of Australia's leading independent and state secondary schools provide very good examples of successful comprehensive schools. In our view, it is in this kind of school that the purposes of secondary education, which we have just outlined, can be best achieved. We think it is important that Tasmania should maintain and strengthen its pattern of comprehensive secondary education. Early dropout, undue streaming and inadequate provision for or encouragement of non-traditional subjects are factors that work against comprehensiveness in Tasmanian high schools. In rural areas, the principal handicap to comprehensiveness has been the tendency to send the academically more able students away from district schools to country high schools. This has made it difficult in many district schools to obtain a reasonable balance of abilities and courses,

and has, correspondingly, unbalanced the high school population. Until the movement from district schools is overcome and early dropout is arrested comprehensive secondary education for all in Tasmania's rural areas will be seriously handicapped.

In recent years many state secondary schools have developed more individuality. There is, for example, a considerable difference between the educational programmes of Geilston Bay, Brooks, Ogilvie, Scottsdale and Taroona High Schools, each with excellent and distinctive features of its own. There have also been a number of experimental ventures in junior secondary education of which Tagari is the most notable. We think these differences are stimulating and most desirable. They provide opportunity for thoughtful professional initiative by the teachers, and offer the community a choice of educational approaches. One of the implications of this growth in variety is that parents and students should have an opportunity to exercise a choice in the selection of the school to be attended. We agree with the recommendation of the report on Secondary Education in Tasmania that within reasonable limits of enrolment and transport, parents should not be restricted in their choice of secondary school for their children by the over-rigid operation of a zoning system. We anticipate, however, that most parents and students would choose the nearest convenient school. Where there is a possible choice of district or high school we think that public transport should not be provided to take students away from the district school. We would hope that the attractions of the district school in the future will be such that all the local students will wish to remain at it for whatever secondary work it offers.

Independent Schools

There are 14,500 students in independent schools, 15% of the total enrolment of students in Tasmania. Secondary level classes account for 6,200 students, 20% of all secondary students.

In the Catholic sector of them there are 9,900 students; and approximately the same number of Catholic children are in State schools. In the Catholic system there are 40 schools staffed by 138 religious teachers and 305 lay teachers of whom 20% are non-Catholic. The State, i.e. Federal and Tasmanian governments, paid 80% of the running costs of the Catholic systemic schools in 1977.

We do not wish to deal separately, at length, with the Independent Schools in Tasmania. We think that many of our observations elsewhere in the report, e.g. on curriculum, education for 16-20 year olds, open education and examinations, apply to independent schools as well as to those within the State system. There are however, three matters specifically concerning them on which we would like to comment.

i. The educational contribution made by independent schools. Most of the schools with which we have had some contact are comparable with state schools in similar localities. They usually have fairly stable staffs, well-developed esprit de corps and student-teacher relationships, small classes (in the non-Catholic group), an interest in producing well-behaved students and a desire for good academic examination results. Some of them are contributing in interesting ways to the aesthetic, physical and moral education of their students, and a few are trying out programmes embodying some unique conviction

or theory about education, but on the whole they are providing an education substantially similar to that found in state schools. It is noticeable that the Catholic schools have, during the last ten years, lost much of their separateness, and, it is probably true to say, much of their distinctness also. The same tendency is largely true of most of the other old established independent schools.

We have been told that the principal advantage in supporting a non-state system is that it enables parents to exercise a choice in deciding on the education of their children. With the growth of variety now appearing in the State system it is no longer necessary to look to independent schools for a wider choice of education. Nevertheless new independent schools are still being established and are applying for registration and government support.

What should be the criteria for the acceptance and support of new independent schools? We suggest that the founders of new schools should be able to demonstrate:

a. that the school is viable - i.e. it will have sufficient students, staff and financial backing to survive for, say, six years;

b. that it has suitable premises, and, with a Commonwealth Government building grant, will be capable of making the premises as satisfactory as the average of government schools;

c. that it has an approach to education which can be explained to and approved by a committee of educators appointed for the purpose;

d. that it has a staff of qualified teachers;

e. that it is providing a service needed in the community, e.g. in a new area of population, or for a group of parents with progressive educational ideas.

We think that these are matters about which existing independent schools should formulate an opinion. It would be very useful for the Boards which have to make the determinations to have from the independent schools themselves a considered statement of the criteria for assessing the claim of new independent schools to a share of public monies.

ii. Sharing of resources. We observed on several occasions in our visits to schools that classes and facilities were being shared between two independent schools or between a state and an independent school. It is obvious that in the interest of economy and efficiency this practice should be much more widely encouraged. The sharing of school resources should also be more widely developed by the amalgamation of small independent schools of the same persuasion. For these kinds of rationalisations there is at present no established machinery. We suggest that the principals of independent schools might consider whether they might set up an appropriate body for this purpose.

iii. Review of education in independent schools. Just as we have recommended that the State department should undertake reviews and investigations of various aspects of its activities, so, too, we think

that the independent schools would do their colleagues throughout Australia a service, if, either individually or in appropriate groups, they would undertake similar reviews of their purposes, their curricula, and their probable lines of development for the next decade. We are convinced that education is in one of its periods of fundamental change and that, educationally, the next ten years will be a time of great interest. Most of the schools have, at least, an obligation to the more conservative members of the community, whom many of them traditionally serve, to keep them reliably and judiciously informed of contemporary and future trends. But more importantly, there is an opportunity in this situation for the independent schools to provide some alert and informed leadership that will be of value to all educators in the coming period.

Special Education

In recent years there has been a much greater consciousness of the large numbers of children who suffer from physical, psychological and environmental handicaps. There has been a corresponding increase in knowledge of the ways in which these disabilities affect the children's learning and of the educational treatment that is appropriate for them. It is obvious, however, that in both the long established fields of physical handicap and mental retardation, as well as in the newer areas of specific learning difficulties there is much that has to be done in basic research on the nature of the disabilities and in exploring ways to raise the effectiveness of current educational practices.

For the next few years, in the matter of educational provision, we see the main needs to be as follows, and we recommend that immediate attention be given to them:

i. A much greater emphasis on early detection and diagnosis and on treatment beginning, as far as possible, at the pre-school level.

ii. An increase in the competence of the classroom teacher to recognise disabilities and take early remedial measures.

We think that these two are the priorities, and that steps to implement them should be immediately undertaken. Their implications are that more resources and treatment should be put into the earliest years of schooling, and that teacher education in this area will have to be improved by mounting a substantial campaign of in-service education for all teachers, and by strengthening pre-service education. Other important needs are:

iii. A considerable increase in the training and production of teachers of special education, and guidance and other support staff. These are teachers who would be used in special schools or in withdrawal situations in primary and secondary schools, and also the staff of guidance officers, speech pathologists, social workers, welfare officers and remedial teachers who are necessary for an effective programme of remedial work in schools. Present recruitment is well below what is desirable.

iv. A review of the staffing and the career prospects of the personnel in special education and guidance. These areas have grown in importance and size to the point where, to attract new recruits, to retain trained personnel and to provide adequate job satisfaction, it is necessary to rethink their conditions of service.

v. The introduction into existing school buildings and the planning in new ones of withdrawal areas for children and adequate space in which the auxiliary services can operate.

vi. Further and more extensive provision of vocational education for handicapped students, and more opportunity for them, through community colleges to become involved in the programmes of continuing education.

Education of Girls

It has been pointed out to us in quite a number of submissions that girls are educationally a disadvantaged group. We accept the evidence that has been brought forward on this matter, and we commend the work of the project officer on girls in education and the groups associated with the effort to improve the education of girls.

We are particularly concerned with the evidence which shows that girls from their early teens tend to develop a lower level of self-esteem than boys, and have lower expectations of what they might achieve. This lowering of the potential of 50% of the population is a serious cultural, and possible economic,disability for society. At about the same age there is a fall off in the physical education of girls who, at that stage, do not receive the same encouragement as boys to participate in sport and vigorous exercise; and there is a tendency to channel them into subjects and subsequently occupations that are regarded as more suitable for women. We think that women's record in some of these occupations, such as the caring professions, is a superb one, but there is a tendency to train women for the lower levels of the professions where there is less call for the exercise of responsibility and high skill.

It appears to us that there is less mental and physical stimulus offered in the education of girls than in that of boys from the early years of secondary school. This should not be allowed to continue. It seems to us that there is no obvious discrepancy in the educational facilities available to girls and boys, but that there is a noticeable difference in the way in which they are used. The solution lies, therefore, not in providing more facilities but in changing the attitudes and cultural patterns that lie behind the differential treatment of girls and boys. There is no quick and obvious way to do this. There are, however, several steps now being taken that should be persisted with.

We recommend that:

i. the work of the project officer on girls in education should be continued and reinforced with appropriate assistance;

ii. that more written and visual materials should be prepared for students, teachers and the community which demonstrates and encourage an enlarged role for women, and

iii. in-service seminars and courses for teachers should be further developed with an emphasis on the need to minimise occasions when students are segregated by sex, and on the need, particularly for lower secondary school teachers, to increase the mental and physical stimulus offered to girls and to take steps to raise their educational and occupational expectations.

Education Act

We have examined the Education Act 1932, the principal act governing the conduct of education in Tasmania. As it is currently in force, it is a messy and unnecessarily detailed collection of amendments fluttering round the skeleton of the original Act. It is time that the amendments were consolidated into a new and simplified Act.

We recommend that a new Act should be drafted. It should be short and should consist of simple statements enabling appropriate appointments to be made, institutions to be established and measures to be taken for the conduct of education.

The content of the Act should cover:

statement of scope and intention of public education,
staffing,
schools and colleges,
student attendance and fees,
community relationships,
properties,
appointment of Boards in general,
scholarships,
registration of school and teachers,
payments to non-state schools, and
miscellaneous items.

The Act should contain a statement enabling the Governor in Council to make regulations concerning all the matters dealt with in the Act. Details, such as titles of staff to be appointed, the kinds of Boards to be elected and their powers and procedures, methods of ensuring attendance at school, etc., should be confined to the regulations. A simplification and rearrangement of this kind will preserve the clarity of the Act and make it a much easier matter to amend details of organisation and procedure.

TABLE 2: Enrolments in Tasmanian Schools, 1966-77#

Type of School and Level of Education	1966	1971	1976	1977
A) Government Schools*				
Unattached kindergartens	2,447	1,928	1,486	1,398
Special Schools	1,024	1,020	775	739
Primary Schools	36,751	40,769	41,454	41,950
District Schools - Primary	9,528	8,688	7,290	7,175
- Secondary	3,665	3,232	2,926	2,806
High Schools	17,927	21,774	23,524	23,048
Matriculation/Secondary Colleges	1,315	2,801	3,727	3,756
Total Government Schools	72,657	80,212	81,182	80,872
B) Non-Government Schools				
Primary	8,621	8,054	8,210	8,188
Secondary	6,122	6,361	6,221	6,258
Total	14,743	14,415	14,431	14,446
C) All Schools				
Primary	58,371	60,459	59,215	59,450
Secondary	29,020	34,168	36,398	35,868
Total Pupils	87,400	94,627	95,613	95,318

technical college figures, for full and part-time students, are given in figure 5

* present day terminology

CHAPTER 4

SCHOOL AND LOCAL COMMUNITY

'The school in Australia has for too long been isolated from the communities whose children it serves' was the opening sentence in one of the submissions to the Committee. The sentiment was repeated in many others. We were impressed with the great amount of interest displayed in the submissions and in our public meetings on the matter of school-community relations, and on ways of developing them into more fruitful patterns.

Present Practices in Community Involvement with Schools

In Tasmanian schools at the present time, the community - in practice, mainly parents of students at school - is involved in a number of ways.

i. Consulting with teachers. There are various kinds of meetings, such as teachers with new parents, school principal with special purpose groups, or guidance officers with parent groups.

ii. Making a contribution to the school's facilities. Parents and Friends groups and Mothers Clubs who meet and act mainly as fund-raisers, providers of material resources for the school and suppliers of non-educational services, such as working in a school canteen.

iii. Using the school's premises and facilities. Various community groups use school resources for their own programmes, e.g. recreation groups and evening classes. They have access to various school facilities, e.g. toilets, gymnasia, workshops, classrooms. Adult Education officers, also, make wide use of school premises in implementing programmes.

iv. Participating in the school's extra-curricular activities. Some parents act as football coaches, and help supervise excursions or vacation trips and camps.

v. Participating in the school's curricular programme. A growing number of parents work as teachers' aides in the classroom, most commonly on reading programmes in primary schools, and help in the school library. Some with particular skills and experience are used as resource persons to talk with or advise students in particular areas. Others may be called upon to provide resources for school programmes, e.g. offering opportunities for work experience in pre-vocational courses.

vi. Conducting a joint enterprise with the school. Some groups have entered into joint ownership of property with a school, e.g. the sharing of a hall by Boy Scouts and the local school.

vii. Participating in school government. Some schools have developed informal councils involving students, teachers and members of the community who meet and advise on a variety of school policies and activities. The existing Education Act authorises the establishment of Boards of Advice which may be municipal councils or ad hoc bodies to

advise the Minister and to exercise general supervison over the schools in the district.

It is clear that there can be various levels of involvement. The above examples give an indication of the range. They have been put into seven categories in increasing degrees of the community's involvement.

Attitudes to Community Involvement

Some schools have almost no community contact, and either do not wish for it or do not know how to develop it. Others have a warm and busy relationship with the community and receive substantial support from it. We have no doubt, from our investigations, that in recent years, there has been a greatly increased interest among teachers and many members of the community in raising the level of school-community involvement. In the other States there has also been a noticeable upsurge in interest. Notably in South Australia and Victoria, elected school councils containing students, teachers and local members of the community have been established to advise the school principal, to have an oversight of the school buildings and to conduct education activities for the benefit of the local community.

Although it is clear that there has been an upsurge of interest, it would not be true to say that there is an overwhelming demand among teachers, parents and citizens for greater community participation. The community on the whole appears to take the view that, 'Schools are provided by the State and run by experts',[1] they are content to participate to the extent of helping the schools run more efficiently and voicing doubts about school practices which seem to them of dubious value. A recently published piece of research done in Victorian schools in 1973-75 concluded that the general community and most parents do not, in the main, want greater opportunities than they now have for influencing school policy, and that 'most principals and teachers are chary of extending such opportunities to them.' 2 We think that such findings are probably also true, for the most part, of Tasmanian communities, but that the diffidence which they express is steadily being changed for greater interest and confidence in the beneficial effect community participation can have on education. During the last three years since the study was conducted a stimulus has been given by the Australian Schools Commission both by its advocacy of community participation and by its financial support for projects encouraging community involvement. We have seen in several schools and colleges during the past year considerable community interest, and believe that with encouragement it could develop into an important body of support for the schools and become a significant part of the movement for life-long education throughout the community.

1 R.T. Fitzgerald, P.W. Musgrave and D.W. Pettit, Participation in Schools, Melbourne, ACER, 1976, p 108

2 Fitzgerald, p. 188

Reasons for Encouraging Community Involvement

We see three important reasons for encouraging greater community participation in schools. They are concerned with i. benefit to students' performance, ii. benefit to teachers and iii. benefit to community education.

i. It has been shown clearly and repeatedly in educational research that the performance of students in school is affected very considerably by the educational expectations their parents have of them and the amount and quality of support that they receive in their home environment. Expectation and support in turn depend very much on parental understanding of what the school is doing and what it requires. Involvement with the school is the most thorough way of ensuring a high degree of understanding. It is, therefore, very much in the interests of their students that schools should seek to promote community participation in the school. Consultations with parents, explanations of the school's methods and policies to community groups, and encouragement to parents to come into the school and use its facilities are ways of ensuring a reasonable level of community understanding but a much greater sensitivity and attachment to the school comes to the community when members of it feel they have a real stake in it by participating not merely in the fringe activities but in its educational work and in s ome aspects of its policy making.

ii. The teaching profession has suffered in two ways from lack of contact with the community in the past.

The curriculum that is taught particularly at secondary level lacks reality and relevance to contemporary life in the view of many students and members of the community. Many teachers are seeking to provide more obvious relevance by involving themselves and their students more closely with the community.

A school that is not close to the community is a badly supported school. For the raising of funds community activities are obviously necessary. But more important is support for school practices and policies. Changes in methods of teaching mathematics, the introduction of open education, or the exploration of controversial issues in social science classes are certain to provoke questioning and some opposition if they are not accompanied by extensive public discussion and explanation, and preferably by some form of community participation in the innovation. The same applies to education in general. Education is a public service supported by public funds and, in the last analysis, regulated and governed by the Minister for Education and the elected representatives of the community. The extent of the support which education and the teaching profession get depends on the depth of understanding of current educational activities and the conviction of the importance of education that our politicians have absorbed through their canvassing of their electorate. This is clearly dependent on the extent to which the community feels itself to be involved.

iii. Substantial involvement with the school is of considerable advantage to the community. There is the benefit of being able to use both the recreational and educational facilities of the school and the savings to the community that result from such a rationalisation of facilities. But the greatest and most important benefit is an indirect one.

Participation is itself a form of education. The higher the level of participation, the more substantially educational it is. By taking part in discussion which has a serious purpose, and by sharing in the processes of decision making on social and educational policy members of the community are learning important social skills and becoming part of a significant political activity. Australians have never had the fundamental experience of grass-roots democracy that characterised many small settlements in England and New England, the early cradles of democracy, at a time when fundamental democratic ideas and processes were being worked out. In consequence, we have known only a form of large elective democracy devoid of personal involvement for most of the community. Community participation in aspects of the activities of our social institutions, such as schools, is a re-education in fundamental democracy. It is a chance to put democratic practice into our local social institutions, and, in the process, an opportunity to enrich the quality of community life.

School Participation in the Community

Up to this point we have been concerned mainly with the ways in which the community might participate in the affairs of the school. It is of equal importance to look at ways in which schools might participate in community affairs. The school establishes a vital contact with the community by going out and working in it. By involving itself in studying the community, the school interests and involves the community. The fundamental and lasting basis on which school-community involvement is built is the need for students to understand and learn how to become active members of the community. If the school has a solid and continuing programme of community studies, it will have a sound and natural basis on which other kinds of community participation can be built up.

In a community study programme there are four levels of participation:

i. Observation of community activities. Short excursions to places of interest, visits to local government meetings, inspections of public utilities, and similar kinds of activities, if well planned, are a useful means of gaining a general familiarity with the way in which the community functions.

ii. Systematic studies of community institutions and activities. A careful and concentrated study of a bank, a hospital, trade union, employment agency or other institution or service provides an opportunity for students to look in some depth at some aspects of the community's activities. It brings the school into a solid working relationship with some significant community agencies. By becoming involved, for example, with the local business community, students can come to understand its activities more closely, teachers can learn its view on ecucational needs and standards and the business community can appreciate more fully the school's objectives and activities.

iii. Contribution to community activities. It is a further step from gaining an understanding of community activities to taking part in them. Students and teachers can contribute to money-raising efforts on behalf of local institutions, can gain work experience in a variety of occupations, can serve on local committees and can join community clubs and associations. This kind of participation reinforces understanding

and envelops a deeper sense of belonging to the community. There are also useful possibilities in developing pilot projects for school-based personnel to work with early school leavers in the period after they have left school, for centres to develop as annexes of a school or college to function as a means of providing support for unemployed youth or as a means of providing second-chance education, and for a group of schools to become engaged in a larger scale scheme of providing support for unemployed youth and for young people with recreational and counselling needs.

iv. Participation in community decision-making. Joining in community activities brings with it a responsibility for the proper maintenance and conduct of the activities. The participants might be expected to take part in the running of the activities, to think about the future of them, and help devise ways of improving community undertakings.

In the last two levels of involvement (iii and iv) the school or members of it begin to become implicated in the community's activities to the extent that they are accepted as genuine participants contributing like other participants. In this situation they can play a part in influencing community decisions in directions which they see to be worthwhile. Thus school participation in the community as well as its reciprocal, community participation in the school, can have an impact on the quality of community life.

Requirements for successful school-community and community-school involvement

In developing effective relationships between the community and the schools there are three kinds of problems to be solved. These are:

i. problems of mechanics,
ii. problems of content, i.e. finding appropriate activities,
iii. problems of attitudes.

i. Problems of mechanics.

a. Many good intentions fail because there is no responsible person with sufficient time to translate them into effective action. If community involvement is to flourish in the State, positions need to be created at three levels.

There should be, in the central administration, a person of Superintendent level to supervise and encourage efforts in the schools, to work with the curriculum, information and adult education branch, and to ensure adequate administrative support for the activities.

Initially in selected schools, and eventually in all, there should be a co-ordinator of school-community relationships. The co-ordinator should be a teacher who could be seconded for a three-year period full-time in community colleges and some other selected schools and half-time in others.

Where the community makes extensive use of school buildings, a part-time caretaker is essential for the care of the buildings and supervision of their use.

We recommend that appointments at these levels should be made as soon as possible. In the case of the co-ordinators and caretakers we recommend that a number of schools, urban and rural, should be selected, that appointments should be made to them for a three year period in the first instance, that the Research Branch be requested to monitor the activities of the schools during that period, and that a firm decision concerning further appointments be made in the light of the evidence obtained from the Superintendent and the Research Branch.

b. It must be recognised that schemes of community involvement in education will need some additional funding. Some money is at present available from the Australian Schools Commission for experimental projects.

We recommend that the selected schools should be supplied with funds through normal State channels during their three year trial period.

c. We think that some schools and colleges may be interested in and ready for the establishment of advisory councils. We do not think that all schools will necessarily be best served by the creation of advisory councils, or that, where they are established, they should all be to the same design.

We recommend that any schools which agree with the communities to set up advisory councils, should devise an appropriate constitution in consultation with their communities and be empowered to establish a council.

d. If teachers are to get to know the local community, and to establish some depth of relationship with it, they must live in it for a reasonable length of time. In dealing with rural education in chapter 8 we point out that rural schools suffer considerable disadvantage from a rapid turnover of teachers and from the fact that many travel each day from the nearest convenient city to the rural town where the school is situated. These practices are not conducis to good and lasting community relations.

We are of the opinion that the normal length of appointment to a school should be for at least 3 years and we are convinced that there are great advantages in having teachers reside in the locality in which they teach.

e. Community participation, as it grows, will have an effect on the design of school buildings. At the very least it will mean the addition of parent drop-in rooms to existing schools; at the other end of the scale it will mean the construction of community education centres of which schools are a part. We recommend that at the first reasonable opportunity, in a suitable locality and to a suitable design, a centre should be built incorporating facilities for compulsory schooling and for lifelong education and other appropriate community services.

ii. Problems of finding appropriate activities.

In the previous sections on present practices in community involvement and on school participation in the community, we have outlined the kinds of activities that are appropriate in this connection. All communities and schools will not want to adopt all these kinds of activities. Each group must adjust to its own level. It is the

task of the school, however, as an educational agency, to seek to deepen the educational impact of its participation in the community, and to try to ensure that members of the community get the maximum educational benefit from their contact with the school.

iii. Problems of attitudes.

We have already stated that as well as a noticeable amount of undoubted enthusiasm for strengthening the links between community and school, there is probably a considerable amount of indifference. In some cases we have been told that, among some parents, there is a positive dislike of returning to school which is associated with failure, boredom and unhappiness. There is, too, among a number of teachers, a considerable reluctance to become involved with the community. It is not easy to overcome these attitudinal barriers.

Community involvement and community educational activities have to be shown to be attractive and useful. They have to be seen also to meet the needs and interests of the community. And the school itself must be seen to be active, alert, outgoing and with a concern for the interests of the community's children. It should in effect appear as a Community School.

There is some initiative to be found among interested members of the community, especially in districts where community co-operation is highly developed, but in most places and at most times it is fairly certain that schools will have to take the main initiative in the development of community involvement. We are convinced that the soundest basis for this lies in a school's own programme of community studies in the regular curriculum. It is through this programme that it can discover people who are interested and can cement contacts with them; and it is through this programme that students and teachers can come to a better understanding of the community. It is a slow and gradual way of becoming involved with the community but it can be carried out at all stages of schooling from kindergarten to community college. And, in the process, the school is gradually being transformed into a genuine community school which understands and serves the needs of the community and, in turn, is appreciated, used and warmly supported by the community.

CHAPTER 5

16 - 20

A reasonable indication of the value placed by a community on education is to be found in the proportion of the students who continue in full-time education after the period of compulsory education. In a comparison with other developed countries on this matter (see Table 3) Australia does not show up very well, and Tasmania is below the average for the Australian states.

TABLE 3 Percentage of population aged 15-24 years in full-time education, 1975.

Country	15-19 year-olds %	20-24 year-olds %	State	15-19 year-olds %	20-24 year-olds %
Japan	76	15			
United States	72	22			
Norway	63	19			
Germany	51	11	Victoria	52	7
Ireland	47	7	New South Wales	49	7
Australia	46	6	South Australia	44	6
United Kingdom	44	8	Tasmania	43	5
Italy	41	11	Western Australia	43	4
Austria	37	11	Queensland	38	4
Spain	35	13			

based on O.E.C.D. figures

based on unpublished data supplied by the Department of Education, Canberra.

In each country there is also a large number of part-time students and the general tendency is for the countries with more full-time students to have more part-time students also. Clearly relative to other Australian states and to other developed countries, proportionately fewer Tasmanians extend their education beyond the minimum prescribed by law. We think it would be difficult to argue that this is a desirable situation and that Tasmania has less need of educated persons than other comparable regions. On the contrary there are good reasons why Tasmania should be near the top rather than the bottom of the list.

It has been suggested, notably in the State Strategy Plan of 1976, that Tasmania should develop upper- and post-secondary facilities so as to become an exporter of educational services to the mainland of Australia by attracting students from other States to study in Tasmanian institutions. Clearly this goal cannot be achieved until educational facilities at this level are superior to those elsewhere in Australia; and it would be hazardous to upgrade and extend these facilities unless their improvement were to bring an increase also in the number of local students. To raise Tasmania's level of full-time attendance, for 15 to 19 year olds, to that of Australia as a whole would require an increase in the participation rate from 43% to 46%, i.e. for 1977 this would have meant an increase in places from 16,830 to 18,000.

It has been made clear by recent investigations, especially by the Callaghan Report of 1977[1], that 'Tasmanians do not seem, in a material sense, to be as well off as Australians in general,' and that Tasmania is likely to continue indefinitely its economic lag relative to the other States unless some substantial new factor is introduced into the situation. One such new development which might support new economic policies could be a re-thinking and expansion of the educational pattern for older adolescents. Of the employed population aged 15 and over in Australia, according to the Census of 1971, 70% of men and more than 80% of women had no formal post-school qualification of any kind. In this Australia lags behind many other western industrialised nations.[2]

The level of qualifications of the members of the labour force in Tasmania is slightly lower than that of the national labour force in all the main categories of employment. To increase the supply of skilled labour at a level matching or more than matching that of the rest of Australia would seem to be an obvious necessity; to raise the level further to match the efforts of other advanced nations would be one way of ensuring for Tasmanian industry a supply of skilled labour that might substantially strengthen local industry and be a useful factor in attracting investment from outside the State.

What are the requirements for a more effective education for the immediate post-compulsory school years?

They should emerge from a consideration of three things: 1. the characteristics of 16 to 20 year olds, 2. the existing structure of educational facilities for this age group, and 3. the future needs of this group and of the community.

[1] B. Callaghan, Inquiry into the Structure of Industry and the Employment Situation in Tasmania, AGPS, Canberra, 1977, pp. 95 ff.

[2] First Report of the Technical and Further Education Commission for the Triennium 1977-1979, Canberra, AGPS, 1976, p. 62.

i. Characteristics of 16-20 year olds.

It is not appropriate here to try to paint a full picture of later adolescence in Tasmania. We want to draw attention, simply, to what, in our view, are the main features that have to be taken into account in planning the most appropriate education for them.

a. Maturity of Students. The students have reached the fourth half-decade of their life. Behind them are the years of childhood and early adolescence. During the next five years (16-20) they are expected to achieve adulthood, become capable of earning a living and develop an attitude and life-style that will serve them for many years to come.

b. Interest of Students. Work, sex and social relationships seem to be the most prominent interests of the 16-20 age group. There is a substantial pre-occupation with the job for which they are in training or with the selection of the one they eventually hope to enter. There is a vital interest in members of the opposite sex and in exploring and deepening the contact with them. And there is a constant desire for social activity, for getting around in small groups, or for just sitting and talking. From these kinds of informal social relationships the older adolescents try out the behaviour and learn the attitudes and vocabulary that will make them acceptable to their contemporaries. In this way they gradually establish a pattern of social conduct which they carry into early adult life.

Although it is possible, in general, to distinguish three principal interests, in the 16-20 period there is a diversity of interests greater than at any earlier stage. Life tends to become much richer and the need for discrimination and personal choice is more apparent. There are, for example, a wider range of sports to choose from, more fashions and clothes to investigate, a greater selection of literature, political questions to understand and a new group of interests developed out of job or job preparation experiences.

c. High Dropout Rate. It is characteristic of the 16-20 year old group in Tasmania that most of them are no longer in full-time schooling and of those who are at school a large proportion tend to leave before completing their full course. Careful research should be made into the reasons for this substantial drop-out. From our discussion with parents and students in various parts of the State we are sure that there is no single overriding cause but a variety of contributing factors. The most significant appear to be:

1) The inability of many parents to see the value of education beyond the compulsory limits for their children. For students who do proceed beyond year 10, their own and their parents' ambitions are often inappropriately directed at matriculation, although there is available a much wider range of studies from which more suitable courses might be selected.

2) The lack of local facilities for further education in some rural areas, e.g. Circular Head, Huon and East Coast. In none of these areas is it possible for a student to obtain a complete secondary education without substantial travel to a metropolitan centre.

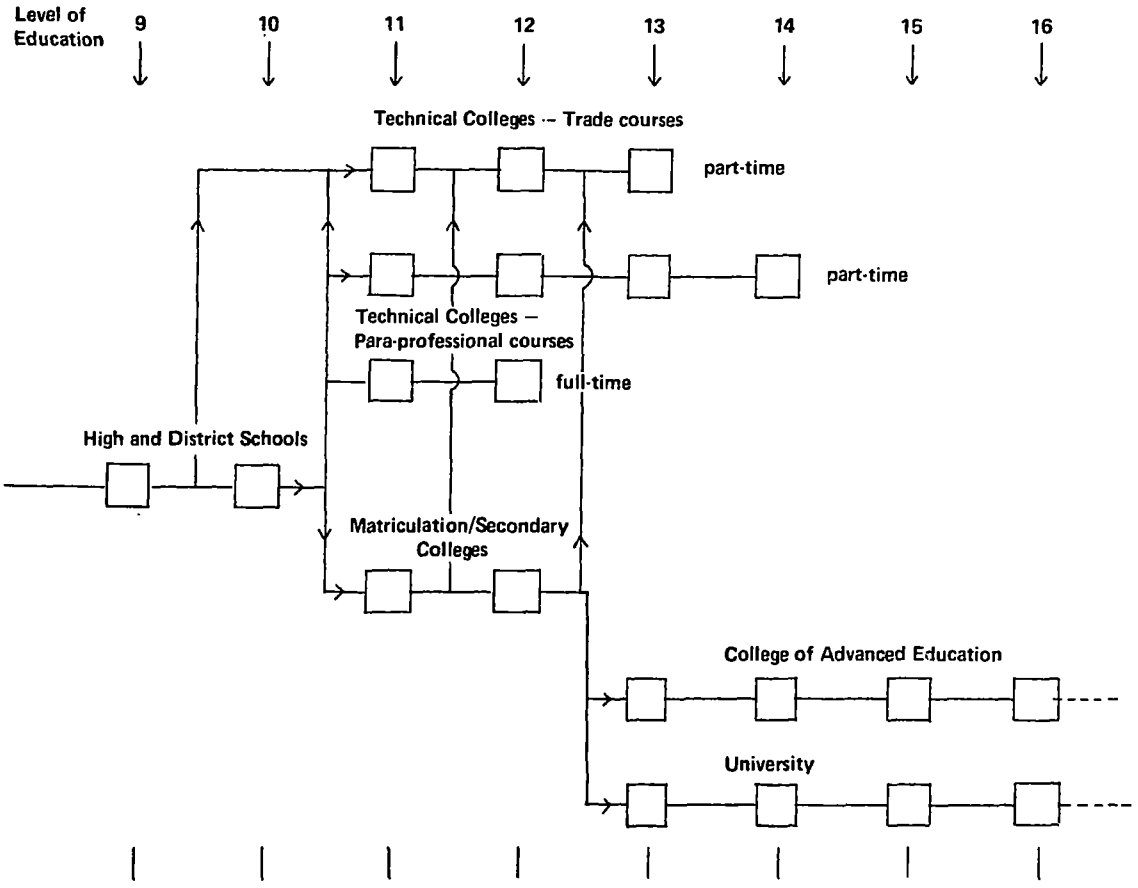
3) The view of many students that much of the secondary work is irrelevant. Many of the students in years 11 and 12 decide to take

matriculation subjects not because they find them interesting nor because they intend to proceed to the University or College of Advanced Education, but because to have passed in several higher school certificate subjects is thought to be a useful qualification in job-hunting. Many, finding that they do not make much progress with these subjects and having no great interest in them, decide to discontinue their schooling. There are few non-academic courses, especially technical courses, not tied to apprenticeship training, yet for many 16 year olds such courses would appear more relevant and attractive than those offered at present.

Low performance by students discourages many from continuing from high school to college and also causes a large number of those who take up apprenticeships to discontinue them. It has been pointed out already that, in basic literacy and numeracy, the performance of about 30% of 14 year olds is inadequate. It is probable that the performance of the same students in most of the remainder of their school work is similarly inadequate, and would provide a very weak foundation for further study. One must, therefore, draw the conclusion that nearly a third of the school population is inadequately prepared to succeed in courses beyond the compulsory school-leaving age. When, to this cause, is added other factors such as poor motivation, low student and parental expectation, unsuitable choice of courses, and sometimes indifferent teaching, it is understandable that the student drop-out rate is a high one.

ii. The Existing Structure of Educational Facilities for the 16-20 Year Old Group

FIGURE 4 EXISTING STRUCTURE OF EDUCATIONAL FACILITIES FOR THE 16-20 YEAR OLD AGE GROUP



After completing the work of year 10 in a District or High School, a student who intends to continue with some formal education may follow one of three paths, as shown diagramatically in Figure 4:

a. become apprenticed to an employer and attend part-time the appropriate trade courses at a technical college for three years. For about 10% of the courses successful performance at year 9 level is sufficient for entry.

b. enter employment and, if qualified and selected, attend part-time para-professional courses at a technical college leading to a certificate after four years of work and study. These are principally technician and business studies courses, and, in a few cases, may be completed through a two-year full-time course.

c. proceed to a secondary college for one or two years to work for a High School Certificate which may be the means of enabling the student to matriculate to the University or to qualify for enrolment at the TCAE, or may provide an opportunity to further general education or some particular interests. The student may also decide at the end of year 11 or 12 to transfer to a technical college and take up a trade or a para-professional course.

The work in each of the three choices is designed for a standard of entry that can be reached by year 10, i.e. two-thirds of the way through secondary education. In each case the work to be done is equivalent to a course of two years or less if taken on a full-time basis, and each may, therefore, be regarded as a different means of completing a secondary education.

Beyond this level, a student on completing work at college for the Higher School Certificate may, after year 11 or 12, proceed to tertiary level work by entering the University or the TCAE. At these institutions the student may continue general education or enter one of a number of professional courses leading to a diploma or a degree.

iii. Future Needs of Students and the Community

Young people in the 16-20 year old range might justly expect the opportunity to:

a. develop further their basic skills of communicating, problem solving and valuing;

b. interact, both with their contemporaries and with people of other ages, in such a way that their own personal values can be tested and modified, and so that they can develop a working basis on which to make choices about the kind of community they wish to live in and about their own responsibility in that community;

c. acquire, in a systematic way, the political, economic and social information relevant to the involvement they seek;

d. learn the skills and have some experience in decision making;

e. acquire the confidence and skills necessary for them both to participate in decisions which result in economic and technological changes and also to adapt to the future which these changes might produce;

f. study courses relevant to their interest and designed in a stimulating and efficient way;

g. investigate and select various avenues for extending their education and exploring job opportunities.

The community might expect to share the same expectations. In addition, mindful of the need both to maintain itself and to provide for future development, it might, in the education of the 16-20 year old, expect to provide for the effective preparation of youth for the future work force. This implies

1) adequate facilities for training for all levels of employment and encouragement for all youth to make use of them;

2) careful planning to foresee and match the community's manpower requirements;

3) a sufficiently broad and flexible preparation that will enbable employers and employees to adapt to and cope with future technological developments and changing demands in the economy;

4) relevant courses conducted in an interesting and efficient way, and designed both to meet existing requirements and to improve the quality of future production and the life of the producers.

It is clear that these community and student expectations are not being satisfactorily met at the present time.

On the matter of availability, the proportion of 15-19 year olds attending formal education full-time is less than 43%, and the opportunity for many country children to complete their secondary education either in a technical or other college is not readily available without lengthy travel or residence away from home. For students in the main urban centres access to post-high school education does not present any problem, but for a variety of reasons attendance falls well short of the desirable.

On the matter of the suitability of the education that is being offered, there can be some serious question; and in the quality of facilities, programme, and teaching there appears to be much variation among the different institutions. There is, however, an obvious distinction between the technical colleges and the 11-12 year colleges.

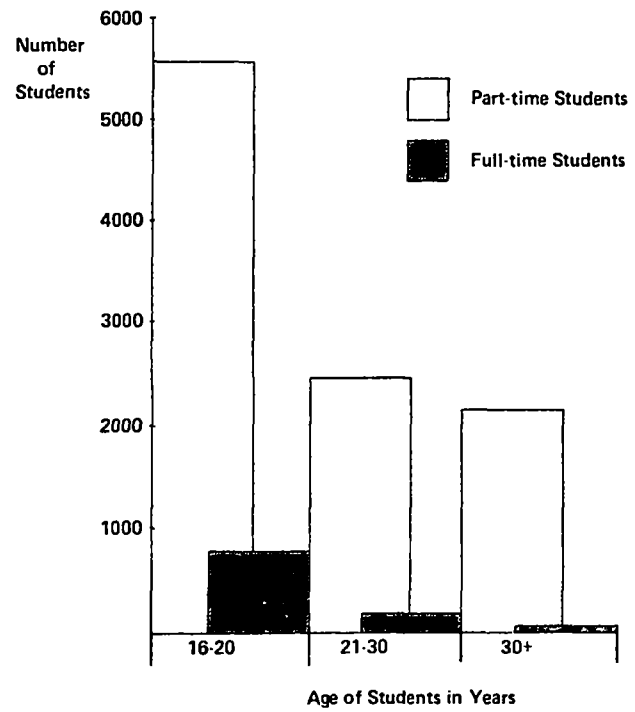
The 11-12 year colleges tend to be very well equipped, and to be staffed with trained secondary school teachers a reasonable number of well-qualified support staff. When they were established in 1965 as matriculation colleges, their school programme was given a firm academic orientation with the aim of preparing a selected body of students for success in the matriculation subjects of the Higher School Certificate examination. Since that date the retention rate of students from years 7 to 12 has risen from 9% in 1965 to 24% in 1977 (see Figure 3). This threefold increase has been accompanied by a widening range of student abilities and interests which has been recognised by their being renamed 'secondary' colleges. The central feature of the colleges' programmes, however, has remained that of

preparation for the matriculation examination. Approximately 30% of the students do qualify for matriculation and many of the remainder pass in several of the higher school certificate examination subjects at various levels. In recognition of the changed composition of the student body, each of the seven colleges has extended its programme by introducing more non-matriculation, vocational, semi-vocational and recreational subjects.

Nevertheless the requirements of matriculation play an unduly prominent part both in the programme of the colleges and in the minds of the students and their parents. In an institution where two-thirds of the students are not likely to proceed to the University of TCAE, it is improbable that courses preparatory to university studies would be the most suitable curriculum for the majority of students. What is really needed is an effort to design a two-year curriculum for the general body of students as the central part of the college's work specifically to meet the kinds of student and community needs listed above. Such a change in emphasis would not only be more suitable for the select group who currently attend the colleges, it should also attract more of the students who now do not attend because they do not see the relevance to them of the curriculum offered in the colleges.

The technical colleges, for much of their history, have obviously not had a high priority in the educational system. The new colleges are well designed and well-equipped but the older ones, Hobart and Launceston, which house about 70% of the students, could scarcely be said to have been designed at all, and are most inadequately equipped. The core of the technical colleges' work is in the trade and para-professional courses offered to 16-20 year old students. Courses for them account for about 60% of the enrolment, as can be seen from Figure 5.

FIGURE 5 STUDENTS ENROLLED IN TASMANIAN TECHNICAL COLLEGES, BY AGE, 1977.



The remaining 40% of students cover a wide age range from 20 to 60+; they are enrolled in trade and para-professional courses too, and in other skilled vocational courses of varying length. Less than 10% of the total enrolment are full-time students.

The attractions of technical college courses to prospective students are that they offer direct and relevant training for a vocation, that they are run in close association with the factory or office, that they are taught by persons who are skilled and experienced craftsmen and that they concentrate on the acquisition of skill through practical experience. The reality does not quite match the expectations. Trade training is sometimes out-of-date and inflexible and adapts slowly to technological change and the introduction of new skills and new trade patterns; work experience, especially with small-scale employers, is very limited and poorly supervised; the technical college teachers, though experienced craftsmen, have little training as teachers;[3] and the practical work done in the college workshops is sometimes unsatisfactory because of a lack of materials or the inadequacy of the tools and machines.

Even where the best conditions prevail and vocational training runs smoothly, there is still a fundamental flaw in its design. This has been pointed out in regard to apprenticeship by the Technical and Further Education Commission in its report in 1974. The idea of apprenticeship-in-industry is rapidly becoming untenable, and the current industrial recession has hastened the process. Some large employers provide special, excellently run facilities for apprentices, but increasing numbers of employers are unable to provide adequate training, looking to technical colleges to take much more responsibility than the past system had envisaged. It appears therefore that the present system will provide inadequate training until it is recognised that the technical college has to play a much more substantial part. This means that the technical college not the employer has to become the training authority while the employer becomes responsible for providing work experience of the length and kind agreed upon with the staff of the technical college. It means also that the technical college curriculum has to be re-thought, and that unions and employers will have to re-think their ideas on training requirements. If this approach to vocational education is adopted there seems to be no reason why it should not be conducted on a full-time basis.

In the education of the 16-20 year olds three kinds of changes - structural, curricular and attitudinal - must be seriously considered.

Structural Changes:

We do not think that one kind of pattern is likely to be the best for all circumstances, but we do think that the present pattern is unsatisfactory and should be discontinued.

We think it is essential that students studying vocational and general education should be brought together within the one institution for five educational reasons:

[3] H. Hocking, Conditions of Learning in Tasmanian Technical and Further Education Institutions, Research Study No. 28, Research Branch, Education Department of Tasmania, 1977, p. 34, refers to technical college teaching as 'authoritarian and archaic'.

a. it provides an easier opportunity for students to choose appropriate courses, to plan more varied courses and to modify and change their activities;

b. it provides a staff with a wider range of interests;

c. it makes it easier to design broader vocational courses with more general education, and it gives academically oriented students an opportunity to become involved in some vocational work;

d. it provides a richer and more balanced social mixture of students;

e. it should be more economical of teaching staff and equipment.

This combination of vocational and general education within the one institution is no great innovation. It is the usual pattern of universities in the Anglo-Saxon world, and it is to be found in a number of the better independent schools which, recognising the wide range of abilities and interests among their pupils, have made an effort to build themselves into genuinely comprehensive colleges.

We recommend a rural and an urban pattern:

a. Extended District or High School in selected rural areas. To provide more educational opportunities at the post-compulsory school stage for country children, we recommend that appropriately placed schools should be extended to years 11 and 12. Suitable schools seem to us to be:

for the North-East - Scottsdale High School
for the North-West - Smithton High School
for the Huon Valley - Huonville High School
for the East Coast - St. Marys District School
for the Central Area - Campbell Town District School, and King Island District School

The West Coast Community College at Queenstown should be staffed to offer a full secondary course at year 11 and 12 level.

We would suggest that, initially, two of these schools might be selected for immediate development, that appropriate staff and facilities be provided, that curriculum for years 11 and 12 be developed, and the work of the schools monitored for the next five years. If the experiment appears to be successful, it could be extended to other appropriate schools.

We see no reason why some of the larger independent schools in the State should not also add substantial vocational training to the work in their upper years.

b. Community Colleges in urban areas. We recommend that

1) The practice of separate technical and secondary colleges be discontinued and that the work of both colleges be combined in the one institution.

2) No further building or substantial renovation should be made that would tend to commit either type of college to a continued separate existence.

3) A small committee should be immediately established on Community Colleges to determine the developments and amalgamations that are to take place.

4) A deputy-director of schools and colleges should be apppointed with responsibility for Community Colleges (as discussed in chapter 3).

In his 1977 memorandum, the Director-General stated the case for Community Colleges as follows;

> The basis of the developments is the desire to provide greater opportunities for students by increasing the range of subjects and courses available to them; to provide appropriate educational and physical environments which will encourage students to develop their abilities and interests to the greatest extent; to develop an atmosphere and relationships between staff and students which will assist development of mature adolescents to adulthood and encourage adult members of the community to become participating members of the college community.
>
> ..... the Community College promises to be an institution in which students of different ages, interests, aspirations, abilities, attitudes, cultural backgrounds and values participate in the life of the college ans they will in life outside the college; learn together and recognise but respect difference in human beings; co-operate and share while pursuing their individual goals; become involved in fashioning the institution and the decisions which provide the framework for its operation and value the contribution the college can make to their own development and the life of the community it serves.

We are in agreement with these statements and we would wish also to point out that the divorce between vocational and general education that the separation of institutions represents is in our view educationally unsound and has led to the narrowing of vocational education, and to the impoverishment of general education.

The development of Community Colleges of the kind suggested here means the combining of a third main function - that of adult education - with the two already mentioned - vocational and general education. The importance of becoming accustomed to life-long education, the need for recurrent education, the significance of remedial education for adults, and the value of recreational education in raising the community's level of satisfaction and culture have been looked at above in chapter 4. We think it appropriate to combine this work in the same institution with higher secondary level vocational and general education because much of it appears to us to be of the same standard and to cover many of the areas of adult interest. We think also that

it is good educational policy for young adults of 16-20 to become accustomed to working in a college with faciltiies for adults to which they can expect to return from time to time for further education.

Curricular Changes

Each Community College will be expected to work out the details of the curriculum best suited to the needs and interests of its community, bearing in mind the expanding range of communities to which we have referred in chapter 1. It is the responsibility of each College, without neglecting the total range, to determine the kinds of community interests which it thinks it can best serve with the resources that it is able to develop. Whatever its choice of area on which to concentrate, the College will find much of its activity in the existing vocational and general courses now offered at that level.

To provide adequately during the coming years for the kinds of students we have described, the Community Colleges might be expected to modify curriculum and certification in four ways:

a. General Education for All. We would like to see the Colleges provide a general education which would take account of the level of maturity of the students, their imminent responsibilities as adults and their developing social interests. It should also stimulate their concern for the future quality of life in that community. It is unlikely that this can be done by any mere combination or rearrangement of Higher School Certificate subjects. It is more likely to be successful if it is thought out afresh. We would suggest that a general education suitable for the 16 to 20 year old student - and probably also for many older persons - who will be the young adults of the 1980's and 1990's, should contain at least four elements.

(1) Social Science. It is clearly desirable, at this stage in their education when they are about to complete their full-time education and accept new social, political and legal responsibilities, that they should understand three things: (i) the way in which the main institutions of society, local and international function, (ii) the main problems of society for the present and immediate future, and (iii) the methods by which an individual can gather reliable information, analyse it, and formulate a defensible opinion. A course or courses should be devised to ensure that these matters are thoroughly tackled.

(2) Politics. The nature of democracy, its essental features and ideas such as social justice, community and liberty should be the basis of thorough discussion and study. The theory should be linked to a first-hand examination of the practical operation of democratic ideas in various governmental systems especially in our own, from local to international level, and also, close to home, in the operation of various aspects of their own college. Attention should be given, for example, to sources of power and influence, the formulation of current policies, and the means and extent of planning for the community's future.

(3) Communication. Social life depends upon good communication and it is therefore vital for Community Colleges to try to produce members of society who can communicate accurately, fluently and upon occasions, imaginatively.

It should be concerned with (i) the critical study of the way in which ideas, attitudes and information are presented through advertising, the press, radio, TV and in ordinary social intercourse; (ii) achieving competence in communicating especially through written expression and discussion, and (iii) encouraging creative expression in whatever medium a student seems to have particular interest.

(4) Manual and practical skills. There is a unique opportunity in a Community College, with its range of vocational and academic courses, to provide opportunity for all students to experience, at a level appropriate to their abilities, some form of practical craft. From such work students might be brought to see practical work as an important aspect of experience, as a source of knowledge, and as a form of art. It should also provide for them another means of satisfaction, and an insight into the skill and contribution to the community made by the well-trained artisan.

(5) Personal values. Older teenagers are at a point where they may seriously question the values they have so far been expected to adhere to, and are in the process of formulating, sometimes half-consciously, sometimes deliberately, their own philosophy of life. The Community College has a valuable opportunity to assist in this process by providing for its students a substantial opportunity to learn, (i) how to examine, analyse and criticise values, (ii) how to make decisions, and (iii) how to put their ideas together into a reasonably coherent guide to future conduct.

b. Vocational Education. No doubt, for some time to come, part-time trade and para-professional courses will be the main vocational offerings. To improve the standard of training, however, and to move more closely into the stream of future demand, they should expand their work as quickly as possible in three directions:

(1) Full-time trade and para-professional courses in which the teaching and the work experience will be designed by the staff of the college with the assistance of representatives from commerce and industry. We see this as a form of training which will supersede the traditional apprenticeship and cadetship approach. We recommend that the Minister should appoint a working party to investigate and make suggestions to solve the problems of course design, work experience, certification, employment and trade union membership that might arise from the move from part-time apprenticeship to full-time pre-service training.

(2) Special Courses. Throughout Australia and overseas, courses other than initial trade and para-professional courses have been developing rapidly. In Tasmania there is a need to provide staff and facilities to enable these courses to develop more extensively. They can be short in-service courses on new ideas or processes within an established trade, longer courses to orient individuals to substantial changes in their occupation or to a new occupation, or courses in basic skills to develop more flexibility. There is obviously a wide variety of courses that alert vocational educators will need constantly to provide if the college is to keep abreast of the changing needs of industry, commerce, and agriculture, and provide recurrent training for the work-force.

c. Community Education. In recent years a number of factors have combined to increase the importance of and demand for adult education. In our view it should be a significant part of the work of the community college. The college should be looked on not as the place where secondary education ends, but the place where further education commences. It is a beginning not a termination. Obviously this is the case with vocational education. But it often happens that intitial vocational education is not subsequently followed up. Similarly, general education needs constant renewal if it is not to get out of date and lose its pertinence. A third strand of education, overlapping the others, education for leisure has also become an important area in adult education. Hobbies and personal development courses have particularly flourished in this area. More substantial craft courses have developed out of the hobbies area into semi-trade in fields such as enamelling, leatherwork and jewellery. They can be used as basic training benefit by the application of the fine technique and taste that comes from serious study and expert training.

All these kinds of activities - leisure and craft education - are concerned primarily with individual development. There is another side that also needs attention - that of community development. If the College is to be concerned with one of the basic objectives of education, that of raising the quality of life throughout the community, it must pay serious attention to the development of courses and other activities that are designed to benefit the community. They may incidentally be of value to individuals, but they would specifically be concerned with community development. They may deal with such matters as community relationships, problems within the local and wider community, and the planning of community activities of all kinds. They would involve not merely students who are formally enrolled in the College but also sections of the community who might be thought to have an interest in the matter. To fulfil its functions adequately it is important that the Community College should serve the individuals in the community who wish to make use of it; it is equally important that it should be conscious of providing a service for the community as a whole.

d. Certification. We think it would be an advantage to the colleges to be able to produce for each student who desired it, a certificate indicating the courses completed in a college and the standard attained in each course. The certificate would cover each kind of course, vocational, general and adult. Certification by an external body is a restriction on the flexibility of college programmes and the initiative of teachers. In chapter 2 we have stated our views on the part colleges should play in certification at the end of a secondary course. In short, it is that they should devise and assess their own courses. We have found, however, that there is a strong body of opinion among the general public in favour of some kind of certification with a wider base than that of a single school and productive of a consistent standard in which they can have confidence. We have therefore recommended that the existing Schools Board should establish a working party to propose certification procedures which would meet all these criteria. If the Schools Board is unable to agree on appropriate procedures, we see no reason why there should not be a certificate issued by a join examining body established by all the colleges.

Attitudinal Changes

The changes that are recommended here in the education of youth from 16 to 20 are in line with tendencies already apparent in Tasmania and elsewhere: yet they represent a fundamental change. They recommend the end of the traditional technical college, the end of a matriculation-oriented upper secondary school, and the deliberate development of a new institution. Some of the secondary colleges have moved substanially in this direction already, and two new colleges, Alanvale in Launceston and Claremont in Hobart, are planned as community colleges. There is a considerable attitudinal distance to cover, however, before the community, administrative officers of the Education Department, and technical and secondary college staffs can become thoroughly interested in adopting and working purposefully in the new direction. Without substantial attitudinal change, the structural and curricular changes recommended will have little substance.

We therefore think it is important that if the Community College structure is to be developed (a) a substantial public relations programme be mounted through which the community can have an opportunity to study and discuss the kind of education the Community Colleges might develop, and (b) in-service study groups should be formed from among technical and secondary college staff and interested members of the community, to explore in depth the educational possibilities of Community Colleges.

CHAPTER 6

TEACHERS AND TEACHER EDUCATION

A study of Australian teachers published in 1975 found, as one might expect, that Tasmanian teachers have many characteristics in common with other Australian teachers. Most primary teachers, for example, had had a teachers' college or CAE education; a larger proportion but not the majority of secondary school teachers had gained a university degree and diploma; there was a tendency to move frequently from school to school staying on the average only about three years in each; there was a considerable movement of women in and out of the profession; and most teachers had a dislike of large schools, a wish for more support staff, and considerable satisfaction in the development and achievement of their pupils.[1] The findings of the survey are likely, in large part, to be still valid. Teaching is, throughout Australia, a fairly homogeneous profession. Teachers who transfer interstate find no difficulty in fitting in with their new colleagues. They have been trained in much the same way, their experiences in various kinds of schools are similar, they are promoted in a similar manner, they suffer similar disabilities, and experience the same kinds of satisfactions.

There are, however, a few interesting and significant differences between Tasmanian and other Australian teaching services. There is, for example, a higher proportion of women in Tasmanian primary schools; where other States have a level of 60% or 70%, Tasmania has 80%. Tasmanian teachers, both primary and secondary, have academic qualifications slightly higher than the Australian average, which, however, is not a very impressive one. Tasmanian teachers are significantly older and more experienced. Compared with the somewhat youthful teaching force in all the other states where 75% of teachers are under the age of 40, the Tasmanian average is about 10 years older. It is, in effect, a slightly ageing work force. This suggests a greater incidence of long service leave, imminent retirements, and the need for increased recruitment to maintain numbers. Tasmanian teachers were also found to be more satisfied with their work than their mainland colleagues. This reflects considerable credit on the policies and work of the Tasmanian Teachers' Federation and the administration of the Education Department, and on the fruitful co-operation that has been built up between them. Tasmanian teachers recorded a high level of satisfaction among both men and women teachers. They seemed less likely to complain of being frustrated by administrators and their conditions of work and felt for the most part that they were able to do a truly professional job.

Satisfaction in one's work and ability to perform as a professional depend on many factors - personal, material, administrative. In various parts of this report we deal with a number of these. Here we wish to examine two which have an important influence

[1] Campbell, W.J., Being a Teacher in Australian State Government Schools, AACRDE Report No. 5, Canberra, A.G.P.S. 1975.

on the performance of teachers and the quality of schools; the supply of teachers, and the pre- and in-service education of teachers.

Supply of Teachers

The demand for teachers in a State system is related principally to the size of student enrolment and to the desired level of the student-staff ratio. A recently released analysis of a working part of the Australian Education Council provides the appropriate data for the immediately foreseeable future.

Both for Australia as a whole and for Tasmania, in both government and non-government schools, it is predicted that:

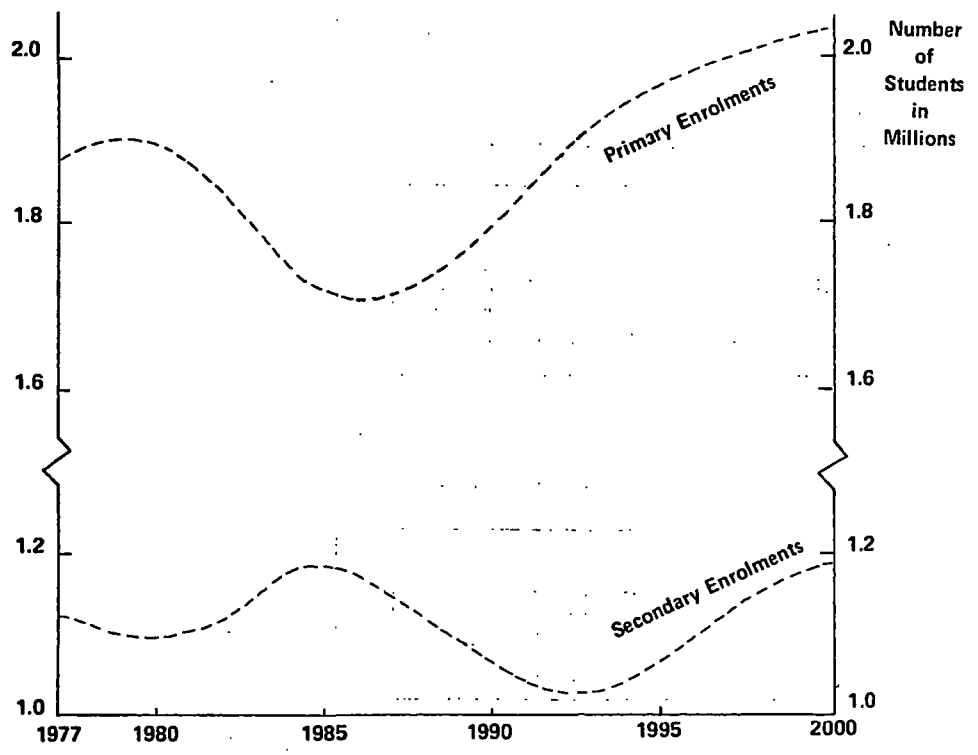
i. the primary school enrolments will steadily and slightly decline from 1979 to 1985, and that they will probably start to recover in the late 1980's moving steadily upwards for the rest of the century;

ii. secondary school enrolments will decline slightly for the next three or four years, will start to increase about 1981 until about 1985, will then decrease until the early 1990's, and will increase again about 1995.

The accompanying graph illustrates the predicted movement of enrolments for Australian schools.

Figure 6

PROJECTED SCHOOL ENROLMENTS, AUSTRALIA 1977-2000



From Teacher Supply and Demand in Australian Schools, 1978-1985
Canberra, AGPS, 1978, p. 86

Table 4: Estimated Student & Teacher Numbers in Tasmanian State and Non-State Schools

Year	PRIMARY				SECONDARY			
	Student Numbers	PTR*	Teacher Demand	Estimated Teacher Supply	Student Numbers	PTR*	Teacher Demand	Estimated Teacher Supply
1978	52,000	20	2,600	2,600	35,100	13.5	2,600	2,600
1979	51,950	19.6	2,650	2,650	34,200	13.2	2,600	2,650(+50)
1980	51,600	19.1	2,700	2,700	33,550	12.9	2,600	2,700(+100)
1981	49,750	18.8	2,650	2,750(+100)	34,000	12.6	2,700	2,700
1982	49,950	18.2	2,750	2,850(+100)	34,500	12.3	2,800	2,700(-100)
1983	49,400	17.6	2,800	2,900(+100)	35,600	12.2	2,950	2,750(-200)
1984	48,650	17.4	2,800	2,950(+150)	35,300	11.8	3,000	2,750(-250)
1985	48,600	16.8	2,900	3,000(+100)	35,500	11.5	3,100	2,750(-350)

*PTR - Pupil-Teacher Ratio

Adapted from Teacher Supply & Demand in Australian Schools, 1978-1985.
Canberra, AGPS, 1978.

Kindergarten, technical and further education teachers are not included in this table. For primary schools they decline gradually from 52,000 to 48,600; for secondary schools they decline from 35,100 to 33,550 and the rise slowly to 35,500.

Predicted enrolments for all Tasmanian schools up to the mid-1980's may be seen in Table 4.

It is the policy of the Education Department, in keeping with departments in the other Australian States and in agreement with the Tasmanian Teachers' Federation, steadily to reduce the pupil-teacher ratio. The figures in the table allow for a reduction of about 2% per annum in all schools, state and non-state.

Taking account of the estimated number of students each year and the proposed pupil-staff ratio, the number of teachers required in the education service will rise, in the primary schools from 2,600 to 2,900 and, in the secondary schools from 2,600 to 3,100. The number of teachers that will be available will include those already in service, those recruited annually from teacher education courses, and those who may re-enter the service or come from other sources.

If existing policies are followed, the supply of teachers will match the demand reasonably closely. For primary education the supply will rise from 2,600 to 3,000, producing an oversupply of 100 teachers in 1985; the current departmental policy of steadily improving teacher loadings should in part counteract any oversupply in state schools. For secondary education the supply will rise from 2,600 to 2,750 producing an undersupply of 350 in 1985. It is likely that the holding power of secondary schoools which now lags behind that of the rest of Australia will have considerably increased by 1985. In this case, there is likely to be a more serious shortfall in the supply of secondary school teachers during the early 1980's.

In other States there is some concern over a possible oversupply of teachers; in Tasmania there appears to us to be no problem of oversupply if present financial and educational policies are maintained. Indeed, it appears that some modest steps may have to be taken before the end of 1978 to increase the recruitment of secondary trainees in order to counteract the predicted shortfall of 1982 and the following years.

Pre-service Education of Teachers

The pre-service education of teachers usually has four objectives:

i. to enlarge the potential teacher's general education and interests;

ii. to provide an opportunity for the teacher to acquire a reasonable mastery of the subject matter and the skills that he may be called on to teach;

iii. to encourage some understanding of the nature of education and some feeling for the profession of education;

iv. to help the student develop some skill in teaching.

Different courses of teacher education place different emphasis on the various objectives and have various ways of achieving them, but all expect to produce potential teachers who have had a reasonable exposure to and experience of each of them. Some courses tend to keep the objectives separate and treat them as different segments of training. The university degree-diploma of education sequence is the best-known example of this kind of separation. The more recent trend is a closer relationship between theory, practice and background content. Four-year undergraduate B.Ed. courses usually give evidence of a move in the direction of greater integration.

Pre-service teacher education courses are provided in three centres: the Faculty of Education at the University of Tasmania, and the Divisions of Teacher Education at the Mount Nelson campus of the Tasmanian College of Advanced Education, and at the Newnham campus of the same institution. Each centre offers within the overall framework of four years of teacher education differing approaches to pre-service training.

The University provides for primary and secondary teacher students two structures: a degree usually in arts or science followed by a one year Diploma of Education course; and a four year B.Ed. degree in which academic subjects, the study of education, and the practice of teaching are taken concurrently. Both Divisions of Teacher Education in the Tasmanian College of Advanced Education offer differing versions of a three year diploma of teaching course which may be extended into a four year B.Ed. degree in which academic and education work are taken concurrently for either primary or secondary teacher preparation. Various specialised teacher preparation courses are distributed between the northern and southern campuses of the Tasmanian College of Advanced Education. Mount Nelson provides the training for teachers of art, music, manual arts and those wishing to become teacher librarians, and the Newnham Campus provides the opportunities for intending teachers of home economics, physical education and commercial subjects.

The staffs in each of the training institutions have approached their tasks in different ways, and are continually modifying and improving the content and arrangement of their courses.

The University Faculty of Education's venture into a four year B.Ed. degree is a fairly recent one. It is an important move. There is a strong body of opinion among teacher educators that a four year course, modelled in the same way as most other professional courses at the University which combine basic academic and professional training as closely as possible together, is a desirable move for the preparation of teachers. We welcome the introduction of such a course at the University of Tasmania and anticipate that, as experience grows, the course will develop a greater degree of integration and will achieve a reputation for excellence.

In the courses at the TCAE there has been an interesting endeavour to integrate in some measure both the teaching of academic content and also the relationship between academic and professional work. The TCAE courses place more emphasis on the practical experience of teaching than do the university courses at present. They offer therefore a useful variant in teacher education within the State.

We regard this diversity of choice as most desirable and valuable. The different styles are a stimulus to thinking about purposes and methods of teacher education. We have found that both the Education Department and the Teachers' Federation favour the maintenance of the choice that is now available. It gives the Education Department the opportunity to place its students as it sees fit in any one of three types of approach.

This however is in no way incompatible with the promising moves towards co-operation and rationalisation between the Faculty of Education in the University and the Division of Teacher Education at Mount Nelson which are now just developing. We see these moves as a logical and valuable means of developing the differing strengths of each centre to the advantage of both.

We are mindful that the Karmel Committee recommended in 1976 that the Education programmes of the TCAE at Mt. Nelson should be transferred to the University and that it should maintain the three year diploma course. The Cosgrove Committee also subsequently, in 1976, recommended that the Mt. Nelson courses should come under the University's authority through a Centre for Advanced Education established by the University. During 1977 substantial changes took place, the effect of which was to transfer the major centre of advanced education to the Newnham campus in Launceston. The remaining elements of advanced education at Mount Nelson are largely those concerned directly with teacher education.

In these circustances we see four possibilities:

a. The continued existence as at present of the Mt. Nelson teacher education programme as a branch of the TCAE now with its headquarters in Launceston.

b. The establishment of the Mt. Nelson teacher education group as a separate institution, a single purpose College of Advanced Education.

We do not favour either of these choices. They seem to us to be expensive and educationally undesirable. Single purpose teachers' colleges have in the past shown a tendency to be somewhat narrowing and unadventurous. They are gradually going out of existence, and we do not wish to see them revived. We prefer to see our future teachers developing in the richer and, we would hope, more challenging atmosphere of a multi-purpose institution.

c. The establishment by the University of a Centre for Teacher Education which would contain the teacher education part of the University Faculty of Education and the Mt. Nelson Division of Teacher Education. The Centre would be largely autonomous but would be responsible to the University Council. This arrangement would have the merit of co-ordinating the teacher education staff of the two institutions while enabling them to continue to offer their different styles of teacher education courses. It would, however, be a grave disadvantage to the University Faculty of Education to segregate it from the University into what might appear to be merely a somewhat enlarged teachers' college. It would, however, be a means of bringing the two teacher education staffs together into some formal relationship, which in time could lead to a more fruitful amalgamation.

d. The enlargement of the University Faculty of Education to include the staff and programme of the Mt. Nelson Division of Teacher Education. This choice would be administratively the simplest, and educationally the most beneficial. There is no reason why the University could not maintain two different programmes leading to the same degree provided that they are of similar academic merit. The University would also have to support a three-year undergraduate Diploma of Teaching until such time as it became possible for all teacher education entrants to become degree students. With such an amalgamation both programmes would gain considerably by the interchange of staff, and there would be considerable economies both in administration and in the use of teaching staff. We do not underestimate the difficulties in the way of achieving such a union. They have already been shown to be sharp and painful. There are many personal, status, professional and administrative difficulties to be overcome. We hope that in the interests of improved teacher education they can be speedily and amicably solved. We recommend that the University and the Mt. Nelson Division of Teacher Education should be requested to set up a joint committee to discuss and agree upon an appropriate way of combining the efforts of the two institutions.

As a corollary to the establishment of closer relationships between the two teacher education bodies it has been suggested to us that there might be an opportunity for the State Education Department to develop a laboratory school on the Mt. Nelson site for their joint use. We suggest that such a school should be District School from kindergarten level eventually to grade 12 and that it should incorporate some elements of technical and of further education in its programme. It should be a school with a close and genuine connection to its local community with a normal cross-section of enrolments from an appropriate feeder area. At the same time it would clearly provide a unique laboratory situation for the practical involvement of the teacher education staffs in classroom situations. We think this is an exciting and valuable proposal. We strongly recommend that every effort should be made to bring it into operation.

Pre-service teacher education gives an orientation to the teaching profession and an initiation into the skills and ideas that are needed for the effective maintenance and future development of education. We have listed teacher education among our priorities because we think that if the kinds of emphasis we are urging for the next decade are to succeed, they will have to have the support of teacher educators and be a vital part of teacher education courses.

In various places throughout the report we have indicated directions for development and suggested the need for teacher education to support them.

There are four areas that we want to draw particular attention to.

We recommend that the teacher education institutions in the State should consider how best to strengthen their activities in the following areas and how they might provide more substantial experience in all these areas for all teachers in training:

i. curriculum construction: With the further development of school-based curricula, curriculum development will become a normal and important part of every teacher's activities. There will be need also for a greater provision of advanced courses to train specialists in the

curriculum field, and for courses for members of the community who may be involved with schools or with the Curriculum Branch in curriculum activities.

ii. core processes: We have argued that the processes of communicating, thinking and valuing are central to the school curriculum and are part of the activities of all teachers. The implication for teacher education is that all teachers, primary and secondary in all subjects, should have sufficient competence to improve their students' learning in these areas. Attention is already paid in teacher education courses to various aspects of these core areas. We think that some strengthening is needed. In particular, there is a need for the preparation of all teachers to provide more competence in techniques of improving standards of literacy, and in teaching the processes of valuing.

iii. rural education: For the extensive effort that will be needed to upgrade rural education it will be important to encourage new teachers to have an interest in the problems and challenges of rural education and competence to deal with them. As most young teachers early in their career will hold country appointments we think it is essential that they should have a sound introduction to rural education in their pre-service courses.

iv. community involvement: The lack of community participation in education and, reciprocally, the lack of school involvement in the community can often be attributed, in part, to the fact that many teachers do not know how to conduct community studies or how to build up an association with the community. We are convinced that community involvement is important and should grow considerably during the next decade. It will be important, therefore, for pre-service education to introduce all potential teachers to the ideas and techniques involved in school-community relationships.

In making these four proposals we are conscious that we are suggesting additions to an already crowded course of pre-service education. For this we make no apology. We think that teacher education should be oriented to the future needs of education, and we see these four areas as important future developments. They are aspects of a teacher's general rather than specialist competence in that they deal with matters in which all teachers should have reasonable competence. The effect of acting on these proposals, therefore, may well be to lessen the weighting in teacher education on specialist curriculum courses and to increase the amount of attention given to a general preparation for teaching.

Present deficiencies in pre-service education

There are three deficiencies that should be rectified immediately.

i. Honours students holding studentships at the University on completion of their four year degree are placed immediately in schools without previous teacher training. We recommend that an additional year of studentship should be granted to students who gain honours degrees at the University to enable them to complete a Diploma of Education before entering the teaching service.

ii. The present teacher education programme for technical college teachers is meagre and unsatisfactory. In our view their preparation

should not be less than the equivalent of a Diploma of Education taken after their professional training and experience. We recommend that a committee be established to investigate and recommend a more satisfactory teacher education programme for technical college staff.

iii. Pre-service training for teacher counsellors and guidance staff is also inadequate. Similarly, therefore, we recommend that a committee be established to investigate and recommend a more satisfactory teacher education programme for teacher counsellors and guidance staff.

In-Service Education

We have been impressed by the service offered for the professional development of the State's teaching service by the Centre for Continuing Education of Teachers. There is clear evidence from the Teachers' Federation and from individual members of the teaching service generally of the high regard in which this Centre and its work is held.

It evolved orginally as a co-operative undertaking between the Division of Teacher Education on Mount Nelson and the Education Department's In-Service Branch with the initial aim of providing real opportunity and practical help throughout the State for teachers to complete basic qualifications or to up-grade a two-year qualification to three years of training. It has clearly developed far beyond that original concept and now provides opportunity not only for completion of B.Ed. courses but also for higher degree work.

It has also become the main organiser, throughout the State, of workshops and short professional courses of in-service education over a very wide range of interests - child development, curriculum problems, administrative issues and new educational materials and ideas. It is playing a major part in stimulating and updating teachers' ideas throughout the State. In addition it provides a teacher education programme for Technical College staff recruited from industry.

The Centre is now involved also in close co-operation with the Newnham Division of Teacher Education in the North, and the University's Faculty of Education is about to become similarly involved by providing through the Centre certain units of its Dip.Ed. course for external study.

We recommend that this valuable service should continue to be developed. In particular we would like its efforts to be strengthened in three directions.

i. We would like closer links established with the pre-service institutions with a view to taking special responsibility for the assistance and further training of teachers in their first year in the classroom after training. It would greatly increase the effectiveness of pre-service training and raise the level of confidence and skill of young teachers if there was a solid and systematic support provided by the in-service agency in association with the initial training authority.

ii. In chapter 7 we refer to the needs of rural schools. One of the important needs of country teachers is greater access to in-service education. We suggest that this area should be regarded as one of the Centre's highest priorities.

iii. We would like to see the strongest association possible between the Centre and the Curriculum Branch of the Education Department. In chapter 2 we have looked at the importance of developing school-based curricula; the success of this significant movement will depend largely on the effectiveness of in-service education.

CHAPTER 7

EDUCATION IN RURAL TASMANIA

Tasmania, according to the census of 1971, has a higher proportion of rural population than any other Australian State. The total, however, and the proportion of the rural population are steadily falling while the urban population is very slowly increasing (see Table 5). One quarter of the population live at present in rural areas. By

TABLE 5 - Tasmania: Rural and Urban Population 1961-76

Census Year	Rural	Urban	Total*	% Rural
1961	102,926	246,535	350,340	29.4
1966	109,779	260,982	371,436	29.6
1971	100,418	289,580	390,413	25.7
1976	100,368	301,923	402,866	24.9

* includes migratory population

contrast only eleven to twelve per cent of New South Wales' and Victoria's population is rural. Proportional to its resources, therefore, Tasmania has a much greater task of providing suitable education for country children and adults than have the other States. Among other things, it is necessary to provide for them educational opportunities that are not less than those in the cities. They do not necessarily have to be the same, but if they are different they must be seen by the rural communities not to be inferior to the opportunities provided for the urban population. At the present time there can be no doubt that educational facilities and opportunities in country areas are inferior in a number of respects to those of the main four cities, Hobart, Launceston, Devonport and Burnie, and the closely settled areas around them.

There are, however, considerable differences among the rural areas. There is a great variation among the schools in their degree of isolation. The schools of Sheffield, Deloraine, and Cressy, which are no great distance from Devonport or Launceston are not cut off from urban centres to the extent that the Circular Head and southern Midlands schools are, and they in turn do not experience the feelings of separation and isolation of the schools on the West Coast, the far North-East, and the Bass Strait Islands. Climatic conditions differ considerably, being severest in the most isolated areas. Queenstown with a rainfall of 2531 mm per year offers vastly different living conditions from Campbell Town with 547 mm. Occupation also is an important differentiating characteristic. Mining towns like Savage River are largely company towns with considerable movement of population, shift work, and doubtful long-term prospects; fishing, timber getting, cattle-raising, and light industry provide a town like Smithton with a different outlook

and a different style of life; and Glenora and Westbury in established grazing and crop-growing areas are settled agricultural districts in a more traditional pattern.

Because of the differences there are different levels and kinds of educational disadvantage suffered by people living in rural areas. And there can be no single set of remedies to cover all of rural education. Scottsdale does not need the same treatment, for example, as Geeveston, nor Triabunna the same as Ouse or Edith Creek. Each locality and each school is in some respects unique and needs individual treatment. It is not difficult, however, to place most Tasmanian country schools into reasonably homogeneous district groups e.g. Upper Derwent, West Coast, Circular Head, Northern Midlands, Southern Midlands, North-East etc. There is, we think, a good case for determining these zones carefully, for studying the zonal needs, and for establishing a mechanism in each zone, under the oversight of the regional directorates, to deal with them.

In submissions from many country districts the disadvantages of their situation were pointed out and some possible solutions were put forward. It is interesting to note that a committee reporting on The Educational Needs of Rural Areas in 1971 managed to collect a somewhat similar list. The disadvantages appear to be mainly of five kinds:

i. Staffing and conditions affecting teachers. There is a very high teacher turnover. In some of the less favoured schools more than half the staff move off to other schools at the end of a year. In most country schools few teachers stay for more than a few years. Most of them either do not find the life congenial or have to leave in order to obtain promotion. Shortness of stay makes it difficult for teachers either to become thoroughly familiar with their school and its community or to be sufficiently accepted by the community to be able to become deeply involved in it and to involve it in their work at the school.

A large proportion of teachers in rural schools are inexperienced. An undue proportion of teachers are sent immediately after training to country appointments, most of them are unused to handling composite classes, and many principals and vice principals receive their first appointments in country schools. In some cases this might lead to the introduction of some interesting new ideas; but, for the most part, it places an undue burden on young teachers and tends to lead to some lack of confidence in the school on the part of the community.

Accommodation for teachers in some places is difficult to get, and is sometimes inadequate. Teachers find also that in country schools they have fewer support services than in urban schools. Speech pathologists, remedial teachers, guidance officers, and teachers of music and physical education are less frequently available, to the consequent impoverishment of the education of rural children. Access to in-service courses, which would help teachers to cope better with their difficulties and to keep up to date, is difficult but improving. Special isolation allowances that might encourage teachers to persevere in the more remote areas in the face of considerable disadvantage are considered to be inadequate by the teachers with whom the Committee discussed the matter.

ii. Educational facilities and services. We have already mentioned the lack of support services for teachers. In schools, there is also a lack of gymnasia, and insufficient attention to equipping and stocking

school libraries.

Good maintenance of school buildings and teachers' accommodation and school equipment is important in all areas and particularly in places such as the West Coast where the climate is severe. We have had many written and verbal complaints of the inadequacy of the maintenance services. It is vital that country school maintenance should not be added to the list of disabilities afflicting rural education.

iii. Students' educational programme. The lack of kindergarten facilities in many country schools means that the language and social experiences provided by them are not available to many country children whose intellectual and social development is thereby retarded and additional pressure is placed on the often inexperienced teachers of infants' classes in the rural primary school. At secondary level there tends to be fewer options available in district and country high schools, and opportunities for technical education are considerably restricted. It is often difficult to enrich the school programme, for example, by using guest speakers, theatre groups, and exhibitions whose headquarters are in the city. From the community's point of view, adult education is hard to come by in many places, and library and other cultural facilities, though improving, are less readily available and less adequate than in the main towns.

iv. Students' living conditions in rural areas. Students often live long distances from school to which they travel by bus. In consequence many are unable to stay for any after-school activities in the afternoon or to take part in weekend sport. Frequently they come to school tired from travel and early morning work on a farm, and their school work suffers. Their opportunity to study outside school hours is similarly handicapped.

The general environment has a considerable degree of educational disadvantage built into it for all country children. There is less social and cultural stimulus than is to be found in city environments. Most country parents do not expect their children to progress very far in education and do not encourage them to do so. Partly this attitude stems from the poverty of many rural workers. Partly also it is because job opportunities are limited and not related to higher levels of education. 'In-so-far as work is concerned', Behrens wrote in his study of Schooling and Work, 'the inequality of country children lies in their distribution between occupations and their under-representation in higher status jobs and in the necessity for subjects (of the study) in small centres to move in order to obtain jobs.'[1] During the ten year period from 1965-75 the number of permanent rural farm workers dropped by almost a third. This is an example of the steady decline in employment in both agriculture and mining that has taken place since World War 2, from a level of 25% of the total Tasmanian workforce in 1947 to 11% in 1977. There has been a correspondingly high level of migration from rural to urban areas and interstate. It has been a somewhat selective migration by those with longer schooling and better educational qualifications, thus denuding the country areas of its more promising young people. Both economically and intellectually the countryside is steadily being dismantled. Living in an uncertain and crumbling situation is the principal disadvantage suffered by rural schoolchildren.

[1] Behrens, N., Schooling and Work in School, Community and Work: urban and rural aspects. Poverty and Education Series, Canberra, A.G.P.S., 1978. p.88

Educational Effects of Disadvantages

A submission to the Committee from the Infant Mistresses and Masters Association suggests that from their experience the various disadvantages of rural children make it difficult for them 'to develop fully abilities in attention, perception and thinking.' They submit also that rural children are restricted in their language development, that they are poorly motivated towards education, and that their educational and vocational aspirations are low. There can be little doubt that these views expressed by the Infant Mistresses and Masters are, in general, right. There has been ample evidence collected on rural children in other western countries that bears them out. But the overseas evidence does not give us an exact knowledge of the effects in Tasmanian schools. It would be useful to have some careful research on each of these points to find out precisely the ways in which processes such as attention, cognitive operations, motivation, expectation, and language development are handicapped in these children in Tasmania.

The lowered levels of attention, motivation, and expectation together with the accumulation of disadvantages has an impact on the students' performance in school. The clearest evidence of lower performance by country students is to be seen in the reports on literacy and numeracy testing undertaken by the Research Branch of the Education Department in 1975, 1976 and 1977.

When fourteen-year-old students were tested in 1975 it was found that the average performance of district school students was well below that of high school students in both literacy and numeracy. It is probable that the common practice of transferring the more able students to nearby country high school affected the district school results. When, however, country and urban high school students were compared, the country students still performed slightly below the level of the urban ones. In 1977, fourteen-year-old students were tested again in reading skills with similar results, except that the difference between rural and urban pupils appeared to be even greater than that shown by the 1975 test. Some 53% of the district school group appeared to have fundamental weaknesses in literacy. In regard to the high schools the research report states that 'when the performance of students in the 11 'country' high schools is compared with that of those in the 22 'urban' high schools, it is obvious that the 'enriching' effect still leaves rural children at a serious disadvantage compared with urban children.'[2]

In 1976, ten-year-olds were tested. The average of the performance of rural children was below that of urban children in both numeracy and literacy. In the accompanying table 6, dealing with basic skills in reading, it can be seen that students in large city areas have the best average score, those in large country towns are next and those in small country villages and rural areas come last. In 1977, a survey of basic number skills showed similar results.

[2] Blazely, L.D., 1977 Survey of Reading Skills of 14 Year Old Tasmanian Students, Research Branch Report No. 34, Education Department of Tasmania, March 1978, p.7

TABLE 6 - Basic Skills of Reading of 10-year-old Tasmanian Students

Schools of:	Number	Average Score
Greater Hobart	1844	29.1
Burnie, Devonport, Launceston	1668	29.2
*Urban/Rural areas	837	28.9
Other Rural areas	1488	26.9

* Other towns and villages with a population of 5000 and over.

From Broadby, F.M., Survey of Basic Skills of Reading of 10 Year Old Tasmanian Students, Research Branch Report No. 27, Education Department of Tasmania, Hobart, March, 1977.

The significantly lower level of literacy and numeracy in country children cannot fail to have an effect on their work over the whole school curriculum. Some may compensate for this by showing greater determination and enthusiasm for their work, and some may be fortunate to have high ability and a stimulating home environment, but the majority will not succeed in their school work or in the level of their subsequent employment as well as if they had been brought up in an urban atmosphere.

An important consequence of the lower expectation and lower performance of rural students is that they tend to discontinue their formal education earlier than urban students and thus further compound the educational differences between them.

Many country students claim that they cannot afford to stay at school beyond year 9, and many more do not have the inclination to do so. Country students as a whole participate less in schooling than city students. 'They are less likely to gain higher level certificates from school, and more likely to leave school before the compulsory limit has been reached. The smaller the centre the lower the degree of participation.' Fewer country children than city children attend secondary colleges or technical colleges, or enter any form of tertiary education.[3] Parents who attended our meetings in Scottsdale and Smithton were very conscious of the low proportion of country students who completed a full secondary education or proceeded into tertiary education.

Table 7 summarises the position by providing a comparison between a sample of all students throughout the State and a sample of rural students. On almost every indicator the rural students come off worse. They have less formal education, and they get poorer jobs. The sample consisted of 1543 individuals who were in grade 3 in 1959; their history was traced through until 1974 when most of them were about 23 years old.[4] There is no reason to suppose that the position in 1978 is significantly different.

[3] Behrens, pp. 49-50

[4] Behrens, pp. 3,6.

TABLE 7 - Rural School Children - Indicators of Disadvantage (Only proportions significantly different from total group are shown).

Social or geographical subgroups	Indicators					
	Proportion leaving before 16	Proportion qualifying for matriculation	Proportion enrolling for technical or tertiary education	Proportion in semi-skilled jobs	Proportion in unskilled jobs	Proportion in high-status jobs
TOTAL SAMPLE (Urban & Rural)	52%	9%	28%	19%	20%	16%
Rural School Children						
Children from district schools (secondary)	75%	1%	11%	29%	34%	4%
Children from District schools (primary)	58%	5%	22%		25%	10%
Children from schools in villages/hamlets	57%	4%	19%		30%	10%

Adapted from Behrens, p.51

What measures can be taken to improve the situation of rural students?

The positive measures that can be taken are fairly obvious. The minimum steps that are necessary can be found by looking at the list of disadvantages of rural schools and taking the measures that will eliminate them. But this is not enough. If the opportunities of country students are to equal those of urban ones, rural facilities must be better and richer than those in the cities. They have to compensate for the less intellectually stimulating environment of country life. Equalisation of facilities is the first step, positive discrimination to improve them the second, and substantial enrichment of school programmes and community activities the third.

There appear to be five major areas in which changes are necessary and, in some instances, are already taking place.

i. Improvement of staffing of rural schools.

The handicap under which rural schools suffer from quick teacher turnover needs to be overcome by greater inducement to teachers and school principals to stay longer in country appointments. This might be done by

a. more substantial allowances to teachers in isolated schools,

b. more credit for country service e.g. service in schools more than a prescribed distance from the main post office in each of the four main city centres might count as time and a half.

c. the possibility of obtaining promotion without transfer from the school in which the teacher is serving. There seems to us to be no good reason why three senior positions in the rural areas of the State, one in each region, should not be advertised each year irrespective of the actual number of vacancies available in schools. Teachers eligible for appointment could apply. If the successful candidates are already teaching in rural areas they should be promoted and should continue to serve as before in their present school. Successful candidates from non-rural areas would be appointed as additional senior persons in rural schools selected by the Regional Director.

It seems to us to be particularly important also that school principals should gain promotion without having to move to a larger and more highly classified school. This might enable them to remain a substantial time at their schools in order to build and maintain continuity within the school and in the school's relationship to the community. Elsewhere we have suggested that three years is not too long for teachers to spend in a country appointment; we would suggest that a principal's tenure should be considerably longer. We recommend that the Director-General should look into present promotion procedures, and should discuss the matter with the appropriate interested parties to see if there may be ways of designing a promotion system that will enable teachers to have considerably longer tenure of their positions in country schools, and should examine particularly the possibility of the classification of principals instead of schools. One of the strengths of the independent schools is their stability of staff. It should be possible for the State system to devise ways to ensure that the State's schools can similarly enjoy this highly desirable stability.

d. a better balance of ages in the teaching staff of rural schools is needed. There are far too many young, and inexperienced teachers in them. More older, and perhaps more married teachers who might settle for longer in the area would help to provide the experience and stability now lacking in many schools.

e. more specialist teachers should be provided for secondary subjects and for activities such as drama, music, and physical education at all levels. Schools should also explore the possibility of sharing specialist staff and also the varied talents of the teachers appointed to schools within a reasonably accessible distance.

ii. Teacher Education

Most teachers in the State service will at some time teach in country schools, and for many the experience will be early in their careers. For this they should be prepared as adequately as possible in their pre-service training. We recommend that all pre-service teacher education courses should at some stage introduce prospective teachers to the objectives and problems of rural education, and to the curricula and methods of teaching that may be appropriate, and should provide all students, if possible, with an opportunity to take some of their teaching practice sessions in a rural school.

In-service education is of vital importance for teachers in country schools. In this matter, positive discrimination in their favour should be taken to ensure that they are particularly well served.

iii. Enrichment of the School Curriculum and School Facilities.

A school that is interesting and stimulating attracts good teachers, arouses its students, and satisfies its community. Rural schools have not merely an interest in good education, but also an interest in the local district. It should be the aim of the school staff to make the school's programme relevant to the needs of the local students and the local community. This implies, on the teachers' part, a great deal of interest in and knowledge of the district, and a constant effort to enrich the school curriculum with local materials. Much more can be made in rural schools of local geography, history, botany, and zoology. Local materials have immediacy and relevance for the students. They have the same academic respectability and can be used to teach the same intellectual processes as the more standard and less local materials. It implies also an effort to enrich the local community by extending its ideas and equipping the local students for service in a wider community. More opportunity should be made available to bring to local country schools more regularly and frequently groups such as drama, art and craft groups, the mobile media van, and individuals who may have something of wide interest to teach.

We are much concerned with the early dropout of students in country areas and with the tendency for them to enter low status jobs with little or no training. We think this situation will not be remedied without substantial economic measures, but we think the education system can contribute to the improvement of the situation by providing more encouragement and better opportunities for students to remain longer at school and obtain higher qualifications. We think that there should be more facilities for pre-vocational education and for technical education both for initial and for second chance vocational training. We think, also, that there should be easier opportunity for students to proceed with matriculation or other full secondary courses suitable for them.

While we favour the development of community colleges for year 11 and 12 students, we recognise that the separation of these years from the first four years of secondary work in district and high schools is probably an encouragement to many students to terminate their schooling at year 10. The Tasmanian educational system already has a holding power much below the Australian average.

We have recommended in chapter 5 that selected district and high schools should be extended to include years 11 and 12. The selected schools must be well staffed and well equipped, and their curriculum must cover both vocational and general subjects to the widest extent feasible. We do not think that it will be easy to raise the holding power of rural schools but we are hopeful that readier access to full secondary and technical courses may persuade increasing numbers of country students to stay and seek higher educational qualifications.

We are concerned also that not only do country students leave school earlier, they also perform worse in basic literacy and numeracy work. In our opinion there is a strong case for a strenuous in-service campaign to improve the capacity of both primary and secondary teachers in country areas for remedial work in reading and number work. There is a similarly strong case for an increase in the number of remedial teachers to work in rural schools.

Much of the critically important work in literacy is done in the early years of childhood by social and intellectual enrichment in kindergartens as well as by more direct teaching of reading in infants' classes. Country children appear to us to have less opportunity for education in early childhood than young children in the city, and are probably in greater need of it. We recommend the strengthening and extension of kindergarten classes in all rural schools.

All of these measures are of little avail if basic facilities are inadequate. We have seen a few good libraries in primary, district and high schools, but on the whole we have not been much impressed either with the size and range of libraries or with the manner in which they are housed. We recommend that steps should be taken immediately to upgrade libraries in rural schools considerably, and that further consideration be given to ways of co-operating with the State Library in providing books and services for country schools and communities. We repeat our support for the recommendations of the Tasmanian Advisory Committee on Libraries.

iv. Development of zonal services

In several areas some local groupings have been built up and some sharing of facilities has developed on a small scale. This seems to be a very promising development that might do much to enrich and lift the level of rural education. In the Huon and Circular Head areas the association between schools has been built into a formal experimental project; in other places, for example on the West Coast and the Upper Derwent, it is much more formal and occasional.

The three educational regions of Tasmania, Southern centred on Hobart, Northern on Launceston, and North West on Burnie, divide naturally into several smaller zones as we have pointed out earlier in this chapter. We recommend that the regional directorates take advantage of these zonal divisions to organise services for the country communities. We would suggest that in each region the directorate might select two or three areas as regional zones and might designate appropriate schools within each zone as centres for activities. Appropriate activities would be

a. encouraging co-operation and exchange between school staffs within the zone,

b. promoting of local zonal studies and the development of materials for these studies in the schools of the zone,

c. providing a centre for remedial and other specialist teachers, speech pathologists, and guidance officers who work throughout the zone,

d. developing a teacher and resource centre,

e. encouraging community consciousness and community activities throughout the zone,

f. acting as a centre for continuing education.

v. Enrichment of Community Life.

We have pointed out in chapter 5 that, in all schools, it is very much in the interests of pupils, teachers, and the community, that a strong and vigorous relationship should be set up between school and community. In rural areas such a relationship is a vital necessity. In the interests of effective education it is imperative that the community should underpin the work of the school, and that parents should, by fuller understanding and closer association with the school, raise their own and their children's educational expectations. This is the soundest path towards the improvement of rural education.

This is a policy which will involve the community as far as possible in the concerns of the school. But it should come to much more. It should be a policy of education for the community. In the long run the problem of rural education is the problem of the rural community. Rural schools will be handicapped and their students will continue to take second place to those from the city schools as long as the rural communities themselves lack the stimulus and interest in mental cultivation that is found in urban centres. The school must therefore seek to stimulate the rural community to a greater interest in its own education. The most straightforward way to accomplish this is to encourage community participation in school activities, and to promote adult education for as wide a segment of the community as possible. The school in the rural community is thus a community agency offering education for the children and youth of the community and fostering lifelong education for the community as a whole.

The Task of the Rural School

The function of the rural school is a threefold one:

i. It has the task of laying the foundations of sound learning for all students in the areas which all should endeavour to master. It should ensure that all students have an adequate general competence in the processes that, we have suggested, are the core of the curriculum, and in the areas of knowledge that are agreed to be of central importance.

ii. It should provide opportunities for all students to extend their interests and competence into other areas that will raise the level of their intellectual, social, and physical skills so that they become aware of and prepared for wider possibilities. Rural schools have to prepare students both for life in the country and for a life elsewhere that many of them will choose. They should be able to see and accept the same possibilities of employment, leisure, and general living as

their urban counterparts, and, at the same time, be able to seek satisfaction and fulfilment, if they wish, in rural life.

iii. The school's task of enriching the lives of its students extends to the community as a whole. The nineteenth century Little Red Schoolhouse in the country dispensed a basic education and was a spur to the individual ambition of many of its pupils. The modern rural school has a wider and deeper social purpose. It is no less than that of the educational transformation of the rural community. To many the task may seem idealistic - and it is the better for being sustained by a touch of idealism - but it is profoundly and solidly realistic. The school's students will not move appreciably forward unless the community also advances. The school must work to move the community forward, or resign itself to something near stagnation. It is a difficult and challenging task that we hope the rural schools of Tasmania will creatively and resolutely accept.

CHAPTER 8

DEVELOPMENT AND INNOVATION

There is an almost inevitable tendency in the teaching profession, and especially among educational administrators, to be content merely to maintain the existing state of affairs. Teaching and educational administration are exacting occupations and there is plenty to do without seeking to change established procedures. Maintenance, therefore, rather than development is often the rule. For education it is a dangerous tendency. It leads to bureaucratic thinking, to loss of spontaneity, to irrelevance, and to indifference. These are precisely the kinds of complaints that education should not suffer from. If the teaching profession is to study and cater for the needs of the community, if it is to teach methods of enquiry and problem-solving, if it is to encourage creative expression in students, if it is to try to produce individuals who are socially aware and interested in continuing their education, it must itself be alert, ready to accept change, critical of its own performance, and interested in ways of improving educational activities.

During the last ten years in Australia there has been an increasing interest in experimenting with new methods of teaching, with new approaches to the curriculum, with different forms of schooling, and with changing patterns of educational administration. Proliferation of innovation has its dangers no less than the policy of mere maintenance. Wide-scale experimentation raises questions in the minds both of teachers and the general community about the possible neglect of the established standards of the students' work and behaviour and about the possible directions in which the innovations are leading the educational system. There is sometimes a feeling of uncertainty and confusion in the teaching profession and a lack of confidence in the schools on the part of many members of the community. If one considers the whole history of Australian education, however, with its ingrained reluctance to change, it is clear that there is likely to be less danger from the enthusiasms of innovators than from the inertia of the maintenance establishment.

In comparison with the other Australian states, Tasmanian government education has had a reasonably good developmental record. The introduction of Area Schools in the 1930's was a notable event in Australian educational history; similarly the secondary matriculation colleges, started in the 1960's, were the first of their kind in Australia. Various curricular advances, open education, an outstanding media centre, and the growth of regional administration have been solid new developments of note and interest. Tagari, the recent experiment in secondary education, has attracted much attention, and has provided much useful data on matters such as teacher-student relationships, use of community resources, and school size. These are important and forward-looking achievements, but they have not been part of a continuous and systematic effort to encourage and channel new and pertinent ideas into the schools and their administration.

It is important that a reasonable balance be kept between new educational development and the maintenance of existing procedures. It is important also that the educational system will be kept abreast of

the best contemporary developments, that the schools will feel a challenge and stimulus to original and creative work.

To achieve these aims it seems to us desirable in some measure to institutionalise the process of educational development. It is necessary to select the key tasks that have to be undertaken throughout the educational system, and, at the same time, to provide encouragement and financial assistance to individual spontaneity among teachers. At the moment these things are done partly by senior administrators among their other pressing duties, partly by the initiative of groups such as the Research Branch, and partly by encouragement from Commonwealth sources. We are convinced that there is a need for the establishment of a group with the specific function of providing what we described at the beginning of this report as 'judicious and sympathetic guidance, tolerant control, and continuing evaluation.'

We therefore recommend that a Director-General's committee on development and innovation be established. It should be chaired by the Director-General and consist of about ten persons. We do not wish to prescribe its membership, but we think that it should have a fairly even balance of administrators and teachers, and should also include lay members. To maintain close liaison with departmental planning, the Director of Planning and Co-ordination should be its executive secretary.

The committee should not be merely an advisory body, but should have its own budget, and, acting through the Director-General, should have executive powers. Its functions would be:

i. to consider desirable lines for further development in all aspects of Tasmanian education,

ii to select significant tasks for investigation and experimentation,

iii to undertake whatever developmental tasks seem to be desirable and manageable,

iv. to encourage and support teacher initiative and experimentation,

v. to evaluate new developments undertaken on the committee's initiative, and whatever other developments within the State or outside it that the committee thinks may be of benefit to Tasmanian education,

vi to disseminate knowledge of ideas and practices from its own work or from other sources that it judges to be worthwhile.

In most of its activities we would see the committee making use of established agencies within the department.

In evaluating new developments, for example, we would expect the Research Branch to be extensively employed.

In the process of dissemination the In-Service Branch and the other resources of the regional directorates would seem to be the most appropriate channels. In the matter of dissemination, however, we are

strongly of the opinion that the community as well as the teaching profession must be given an opportunity to understand and approve new educational developments. Without community support new initiatives are unlikely to flourish.

In undertaking experimental work or developing new programmes, the committee, we would expect, would operate mainly in three ways:

a. by offering expert assistance and financial support through small-scale grants to a limited number of teachers interested in proposing and carrying out some innovative work in the classroom;

b. by requesting and supporting the Research Branch or some other appropriate group to undertake experimental ventures such as the work at present under way in the Huon and Circular Head areas, and

c. by setting up specially selected task forces to carry out programmes decided upon by the committee.

A task force is an important tool to be used in the process of educational development. Task forces should be small groups with the mixture of experience and skills appropriate to the task for which they have been set up. They are essentially problem-solving groups operating in the field on practical situations some of which may be short-term ones, others of several years' duration. The groups should be flexible both in their thinking and in their composition, able to adapt policies and personnel as circumstances require.

Leading tasks related to our list of priorities in chapter 1 for which the establishment of task forces would be appropriate are:

i. Raising the quality of life in rural communities. This is a very general and very difficult task. It is the fundamental task to be undertaken if rural education is to be substantially improved. Tasmania, with it high proportion of rural population, may, we hope, give a lead to Australia in this matter. There is no magic formula available. The task calls for intelligent, ingenious, persistent, and dedicated work. It is not merely a question of how the school may contribute to the community. It is an exercise in fundamental education. It is a question of how all the activities - economic, medical, educational, political, artistic, social and recreational - can be brought together and regenerated into a community which will be attractive to persons of diverse tastes and ages, will be cohesive and durable, and will value the quality of its social and cultural life.

ii. Development of different kinds of schools within the government system. There seems to be no good reason why the community should have to look to independent schools to provide a choice of approach in education. There are already interesting differences among State schools. With the educational resources of the State and the capacity within the State teaching service it is possible, as the Tagari project showed, to develop promising ideas about alternative schools into sound and lasting experiments that can be seen by the community to be worthwhile.

iii. Improvement of literacy and numeracy in secondary schools. The teaching of reading, expression, listening, and number work has always been regarded as the province of the primary school, and appropriate methods have been devised for it. In an earlier chapter we make recommendations about ways in which it might be made more effective. The secondary school has not, so far, been fundamentally concerned with literacy and numeracy. It is now clear that it should be. There is without doubt a substantial task to be undertaken at the secondary level. A special task force set to work on the matter in selected secondary schools would be a valuable project.

iv. Community college development. We have pointed out that the education of young people between approximately the ages of 16 and 20 is an area to which attention should be specially paid in the next decade, and we see the most promising approach to be through the development of community colleges. In varying degrees the concept and practice of community colleges is now moving ahead. It could get vital support by the establishment of a task force to work in this area for a few years either in assisting the development of the present embryonic community colleges, or taking up the task of initiating a new community college in an area where it is needed, e.g. in the city and western suburbs of Hobart.

v. Development of educational zones. In our analysis of rural education we have recommended a process of associating schools together into their small natural zones within the larger regions. We see no reason why the same process should not also take place in urban schools. To test the feasibility, to examine the problems, and to demonstrate suitable methods, it would be worthwhile to set a task force to work in a selected zone to try to work it up thoroughly into a comprehensive and examplary experiment.

The recommended committee on development and innovation with its associated individual teacher, central administration, and task force support, is not only a means of encouraging and directing development in areas where there is particular interest or need, it is also a means of consolidating the educational progress that has been achieved by diverse experimentation. By taking care to build a process of evaluation into the developments that it sponsors, and by taking similar care to inform and educate the teaching profession and the public concerning the new ideas and practices the committee should be able to ensure an intelligent acceptance of the advances which it judges to be worthwhile. Our experience is that teachers and community tend to be conservative in the matter of changing existing educational practices. In order to ensure that education is and continues to be relevant, stimulating, and efficient, it is necessary to counteract this endemic conservatism by support and encouragement for promising and well-considered changes. New developments, however, to be effective must have time to settle and to demonstrate their value fully if they are to enter into the mainstream of education. Experimentation without evaluation is unconvincing; development without consolidation is fruitless. Evaluation and consolidation are the hand-maidens of successful innovation.

SUMMARY OF RECOMMENDATIONS

GENERAL PRIORITIES

We recommend that educational authorities, schools and colleges, teachers and members of the community focus attention in the next decade upon the following educational priorities -

1. raising the quality of literacy and numeracy (see page 7 of the report);
2. maximising educational opportunity (see page 8);
3. strengthening school-community relationships (see page 8);
4. improving education for the 16 to 20 year old (see page 9);
5. developing new approaches to the school curriculum (see page 10);
6. maintaining and developing the quality of the teaching service (see page 11); and
7. achieving a sense of direction (see page 11).

CURRICULUM

We recommend -

1. an overall review of the school curricula as a single whole from kindergarten to year 12 (see page 14);
2. that firm and comprehensive curriculum guidelines be established (see page 14);
3. that experienced teachers with post-graduate training in curriculum development be recruited as curriculum officers, and that provision be made for interested teachers to gain post-graduate qualifications in curriculum development (see page 15);
4. resource persons and material resources be readily available to support school-based curriculum programmes (see page 15);
5. that the work of the Curriculum Centre and In-service branches of the Education Department and of the Media Centre should be closely co-ordinated and their staff expanded to cope with the substantial task that will face them in the coming decade (see page 15);
6. working parties be established by the Curriculum Branch to examine the teaching-learning processes that are involved in developing a core-curriculum in primary and secondary schools and colleges (see page 19);
7. that in the values field schools should contribute to the quality of the community by developing the student's self-awareness and by raising the level of social awareness and responsibility (see page 19);
8. that values education should not be introduced as a separate subject, but should be spread throughout the whole curriculum

with teachers taking the time and opportunity to teach it on every promising occasion (see page 22);

9. in schools where the staff and parents agree upon it, there should be a course in religion (see page 24);

10. a departmental committee be established to assist with and monitor whatever courses in religion are established (see page 24);

11. that a course in religion should have the following characteristics:

    it should be -

    a. a course about religion and not distinctive of any particular faith,

    b. compatible with and make a contribution to the educational goals of the school as a whole;

    c. a course agreed on by the school staff and parents,

    d. implemented in a manner in keeping with the school's organisation provided that parents may be able to withdraw children from it if they wish to (see page 24);

12. that a co-ordinated series of efforts be implemented to upgrade the quality of literacy and numeracy, including -

    a. a substantial and regular programme of diagnostic testing,

    b. an annual monitoring programme,

    c. the introduction, into teacher education courses for all teachers, of basic methods of dealing with language and numeracy competence,

    d. the extension of in-service education to provide information on new resources for teachers, guidance on standards that are required, and experience in appropriate techniques,

    e. additional teachers and community helpers,

    f. the appointment of additional remedial teachers,

    g. a programme of community involvement, and

    h. a teaching programme which places emphasis on more extensive writing practice, wider reading, problem-solving and stronger motivation of students (see pages 27-28);

13. that each school and college should issue a pupil with a certificate, containing a comprehensive statement of performance in all activities, at whatever point the pupil chooses to leave the school (see pages 30,82);

14. that, on examinations and certification there should be continued consultation between schools, within appropriate zones, without the formal structure of moderation but with some form of advisory monitoring from regional and central offices (see page 30);

15. that for the proper development of secondary education -

a. years 11 and 12 colleges should be responsible for devising their own courses,

b. college courses should cover the final two years of a six-year secondary education,

c. teachers in colleges should be responsible for the assessment of students in college courses (see pages 31-32);

16. that the Schools Board should appoint a working party to propose in detail certification procedures suitable to Tasmanian circumstances that make possible the implementation of the above three principles (see pages 32,82).

ORGANISATION OF EDUCATION

We recommend -

1. that schools and all levels of educational administration should be designed to ensure the possibility of continuing lifelong education (see page 33);

2. that gradually over the next few years the responsibilities of regional offices should be considerably widened by the redistribution of functions away from the central office of the State Education Department and the expansion of regional staffs (see pages 34,36-37);

3. four important administrative changes -

   a. the close co-ordination of the staff and the activities of the Curriculum Branch, Media Centre, Development and Information Branch, the Supervisors, and Research Branch in order to promote more effectively, for example, in-service education and innovative development in schools;

   b. the Planning division of the central office to become a monitoring and planning service, staffed appropriately to evaluate educational development or the lack of it throughout the State, to make an appreciation of community changes and needs, and to plan appropriate action;

   c. the appointment of a Deputy Director of District Schools responsible to the Director of Schools and Colleges;

   d. the appointment of a Deputy Director of Community Colleges responsible to the Director of Schools and Colleges and with adequate staff knowledgeable and experienced in the areas of his responsibility (see pages 36-38,79);

4. that technical and further education be retained within the existing central and regional organisation of the State Education Department (see page 37);

5. that technical education be improved and that facilities and programmes for further education be extended by greater financial support, improved teacher education, the development of strong community colleges, and a strengthening of central office administrative staff in this area (see page 38),

6. that the number of superintendents should be increased and that they should be appointed in two separate categories, namely -

   a. those responsible mainly for the assessment of teachers, pastoral care of schools, and liaison with the community, and

   b. those with special skills in the curriculum field and with responsibility for advice and stimulation on curriculum matters, for the promotion of research and development, and for teacher development through in-service education (see pages 38-39);

7. the appointment of a superintendent in each region and adequate support staff with responsibility for all aspects of work at the community college level (see page 39);

8. that all schools take measures to promote continuity in the school system (see page 40);

9. that teachers and school administrators should no longer stream pupils according to varying abilities (see page 41);

10. that, as far as possible, schools should be planned to accommodate between 300 and 500 full-time students, and should, in no case, be allowed to exceed 750 full-time students (see page 45);

11. strong endorsement of the moves foreshadowed in the report of the Tasmanian Advisory Committee on Libraries for the integration of Education Department library services with with those of the State Library and for the improvement of library services generally (see pages 45-46);

12. a continuation of the closer linking of education in pre-school kindergartens with the first years of the infants-primary school (see pages 46-47);

13. that the Education Department should be more concerned with the assessment and certification and also with the provision, where needed, of pre-school institutions and persons working in that area (see page 47);

14. that a working party should be established to review the current state of pre-school education and provide guidelines for its co-ordination and development (see page 47);

15. that, consistent with recommendatons elsewhere in this report, primary schools should focus on improving the levels of literacy and numeracy and promoting continuity of education, and that primary schools should have additional support services provided (see pages 47-48);

16. and endorse the recommendations of the departmental committee report on The Future of District Schools in Tasmania that:

   a. all students in years 7 and 10 should be educated in their local secondary school wherever possible, and that bussing students to high schools from areas where district schools are available should be phased out,

   b. in all secondary classes there should be a range of

experiences in six basic areas and improved facilities for further enrichment of the curriculum,

c. positive discrimination should be made in favour of country children,

d. the staffing should take a whole-school approach and that all teachers should be used wherever it may be appropriate throughout the school (see page 50);

17. that further careful consideration be given to matters such as the provision of specialist teachers, increases in support staff, more resources for student travel, upgrading of various physical facilities, and increases in general funding of district schools (see pages 50-51);

18. that the first task of the Deputy Director of District schools (referred to above) should be to establish administrative procedures that would articulate District Schools more effectively into the pattern of both regional and central administration (see page 51);

19. and endorse the recommendation of the departmental committee on District Schools that a Policy and Planning Committee should be established with the task of determining a rationale for district schools, considering ways of raising their status and guiding the future development of District Schools (see page 52);

20. that when there is an opportunity one or two District Schools should be experimentally tried in appropriate urban areas (see page 52);

21. that continuity should be more clearly seen in the secondary programme by planning a co-ordinated six-year curriculum, and by the addition of year 11 and 12 classes to some country district and high schools where attendance at a Community College is difficult (see page 55);

22. that a concerted effort should be made, whenever the occasion arises, to convince students and their parents that secondary education for all is desirable and that a complete secondary education is a six-year programme (see page 55);

23. that the nomenclature of schools be reviewed (see page 56);

24. the maintenance and strengthening of the Tasmanian pattern of comprehensive secondary education (see page 56);

25. that within broad curricula and structural guidelines individual schools should be able to develop different educational programmes and experiences (see page 57);

26. and support the recommendation of the report on Secondary Education in Tasmania that within reasonable limits of enrolment and transport, parents should not be restricted in their choice of secondary school for their children (see page 57);

27. that the founders of new schools, when seeking registration and government support should demonstrate -

a. that the school is viable,

b. that it has suitable premises,

c. that it has an approach to education which can be explained to and approved by a committee of educators appointed for the purpose,

d. that it has a staff of qualified teachers, and

e. that it is providing a service needed in the community (see page 58);

28. that principals of independent schools give consideration to the establishment of an appropriate body to examine the sharing of school resources (see page 58);

29. that independent schools, either individually or in appropriate groups, undertake reviews of their purposes, curricula, and probable lines of development for the next decade (see page 59);

30. immediate steps be taken that would lead to -

a. a much greater emphasis on early detection and diagnosis of children with physical, psychological, and environmental handicaps and on treatment beginning, as far as possible, at the pre-school level,

b. an increase in the competence of the classroom teacher to recognise disabilities, and take early remedial measures (see page 59);

31. a considerable increase in the training and production of teachers of special education, and guidance and other support staff (see page 59);

32. a review of the staffing and the career prospects of the personnel in special education and guidance (see page 60);

33. the introduction into existing school buildings and the planning in new ones, of withdrawal areas for children and adequate space in which the auxiliary services can operate (see page 60);

34. further and more extensive provision of vocational education for handicapped students, and more opportunity for them, through community colleges, to become involved in the programmes of continuing education (see page 60);

35. that the work of the project officer on girls in education should be continued and reinforced with appropriate assistance (see page 61);

36. that more written and visual materials should be prepared for students, teachers, and the community, which demonstrate and encourage an enlarged role for women (see page 61);

37. that in-service seminars and courses for teachers should be further developed with an emphasis on the need to minimise occasions when students are segregated by sex, and on the need, particularly for lower secondary school teachers, to increase the mental and physical stimulus offered to girls and to take steps to raise their educational and occupational expectations (see page 61);

38. that a new and shorter Education Act should be drafted consisting of simple statements enabling appropriate appoint-

ments to be made, institutions to be established, and measures to be taken for the conduct of education (see page 61),

39. that details such as the titles of staff, the kinds of Boards to be elected and their powers and procedures, and methods of ensuring attendance at school should be confined to the regulations (see page 61).

SCHOOL AND LOCAL COMMUNITY

We recommend -

1. that greater community participation in schools should be strongly encouraged and that there should be increased levels of school participation in the community (see pages 65-66);
2. the creation of positions at three levels to foster school-community relationships -
   a. in the central administration, a person at superintendent level to supervise and encourage community involvement efforts in schools, to work with the curriculum, information and adult education sections, and to ensure adequate administrative support for the activities,
   b. co-ordinators of school-community relationships be appointed initially in selected, and eventually in all, schools, and
   c. where the community makes extensive use of school buildings, part-time caretakers be appointed to care for and supervise the use of buildings (see page 67);
3. that
   a. the school-based appointments referred to above should be made in a number of schools, urban and rural, for three years initially and that the Research Branch be requested to monitor these schools,
   b. a firm decision concerning further appointments should be made in the light of evidence obtained from the Superintendent and the Research Branch, and
   c. the selected schools should be supplied with funds through normal State channels, during their three-year trial period (see page 68);
4. that in schools where staff and parents agree to set up advisory councils, an appropriate constitution should be devised in consultation with their communities and the school should be empowered to establish a council (see page 68);
5. that the normal length of appointment to a school should be for at least three years and we are firmly of the opinion that teachers should be encouraged to reside in the locality in which they teach (see page 68);
6. that at the first reasonable opportunity, in a suitable locality and to a suitable design, a centre should be built incorporating facilities for compulsory schooling and for

life-long education and other appropriate community services (see page 68).

16 - 20

We recommend -

1. extension of district or high schools in selected rural areas to include years 11 and 12. Two schools should be selected for immediate development, with appropriate staff and facilities being provided and a curriculum being developed. The work should be monitored for the next five years and extended to other appropriate schools if the experiment proves to be successful (see page 78);
2. that some larger non-government schools should add substantial vocational training to the work in their upper years (see page 78);
3. in urban areas that -
   a. the practice of separate technical and secondary colleges be discontinued and that the work of both colleges be combined in the one institution,
   b. no further building or substantial renovation should be made that would tend to commit either type of college to a continued separate existence,
   c. a small committee should be immediately established on community colleges to determine the developments and amalgamations that are to take place (see pages 78-79);
4. that each community college work out the details of the curriculum best suited to the needs and interests of its community and that it should include general, vocational, and community education (see pages 80-82);
5. that the Minister should appoint a committee to investigate and make suggestions to solve the problems of course design, work experience, certification, employment, and trade union membership that might arise from the move from part-time apprenticeship to full-time pre-service training (see page 81);
6. that individual colleges produce for each student who desires it, a certificate indicating the vocational, general, and adult education courses completed in a college and the standard attained in each course (see page 82);
7. that the schools should establish a working party to propose certification procedures which would meet the criteria outlined above and that if the Schools Board is unable to agree on appropriate procedures, then certificates should be issued by a joint examining body established by all the colleges (see page 82);
8. a substantial public relations programme be mounted through which the community can have an opportunity to study and discuss education in community colleges (see page 83);
9. that in-service study groups should be formed from among technical and secondary college staff and interested members

of the community, to explore in depth the educational possibilities of community colleges (see page 83).

TEACHERS AND TEACHER EDUCATION

We recommend -

1. that the University Faculty of Education and the Mount Nelson Division of Teacher Education be requested to set up a joint committee to discuss and agree upon an appropriate way of combining the efforts of the two institutions (see page 90);
2. that every effort be made by the State Department of Education to develop a laboratory school on the Mt. Nelson campus for the joint use of both training institutions, and that such a school should be a district school from kindergarten level eventually to grade 12, incorporating some elements of technical and further education in its programme (see page 90);
3. that the teacher education institutions in the State should consider how best to strengthen their activities in the areas of curriculum construction, core processes, rural education and community involvement and how they might provide more substantial experience in all these areas for all teachers in training (see pages 90-91);
4. that an additional year of studentship should be granted to students who gain honours degrees at the University to enable them to complete a Diploma of Education before entering the teaching service (see page 91);
5. that a committee be established to investigate and recommend a more satisfactory teacher education programme for technical college staff (see page 92);
6. that a committee be established to investigate and recommend a more satisfactory teacher education programme for teacher counsellors and guidance staff (see page 92);
7. that the in-service education activities of the Centre for Continuing Education of Teachers should continue to be developed, particularly in the following directions -
   a. the establishment of closer links with the pre-service institutions with a view to taking special responsibility for the assistance and further training of teachers in their first year in the classroom after training,
   b. giving country teachers greater access to in-service education,
   c. developing strong associations between the Centre and the Curriculum Branch of the Education Department (see pages 92-93).

We recommend -

1. that there be positive discrimination in favour of rural schools through the equalisation of facilities and a substantial enrichment of school programmes and community activities (see page 99);
2. that staffing of rural schools be improved through -
   a. more substantial allowances and better accommodation for teachers,
   b. more credit for country service,
   c. the provision of three additional senior positions in rural schools,
   d. a better balance of ages in the teaching staff, and
   e. additional specialist teachers (see page 100);
3. that the Director-General should look into present promotion procedures, should discuss and consider a promotion system that will enable teachers to have considerably longer tenure of their positions in country schools, and should examine particularly the possibility of classification of principals instead of schools (see page 100);
4. that all pre-service teacher education courses should at some stage introduce prospective teachers to the objectives and problems of rural education, and to the curricula and methods of teaching that may be appropriate (see page 101);
5. that, as far as possible, all students in training should have an opportunity to take at least one of their teaching practice sessions in a rural school (see page 101);
6. that country teachers be given greater opportunities to participate in in-service education programmes (see page 101);
7. that school staff should aim to make the school's programme relevant to the needs of the local students and the local community as well as equipping the local students for service in a wider community (see page 101);
8. that students in rural schools should be given more encouragement and better opportunities to -
   a. remain longer at school and obtain higher qualifications,
   b. undertake pre-vocational education and technical education, and
   c. proceed with matriculation or other full secondary courses suitable for them (see page 101);
9. a strenuous in-service campaign to improve the capacity of both primary and secondary teachers in country areas for remedial work in reading and number work as well as an increase in the number of remedial teachers in rural schools (see page 102);

10. the strengthening and extension of kindergarten classes in all rural schools (see page 102);

11. that steps should be taken immediately to upgrade libraries in rural schools and that further consideration be given to ways of co-operating with the State Library in providing books and services for country schools and communities in a way consistent with the general guidelines recommended by the Tasmanian Advisory Committee on Libraries (see page 102);

12. that each of the three educational regions be divided into appropriate zones to organise services for country communities, and that appropriate schools within each zone be designated as centres for activities, such as -

    a. encouraging co-operation and exchange between school staffs within the zone,

    b. promoting of local zonal studies and the development of materials for these studies in the schools of the zone,

    c. providing a centre for remedial and other specialist teachers, speech pathologists, and guidance officers who work throughout the zone,

    d. developing a teacher and resource centre,

    e. encouraging community consciousness and community activities throughout the zone, and

    f. acting as a centre for continuing education (see pages 102-103);

13. that rural schools be encouraged to stimulate their rural communities to a greater interest in their own education through the encouragement of community participation in school activities and the promotion of adult education for as wide a segment of the community as possible (see page 103).

DEVELOPMENT AND INNOVATION

We recommend -

1. the establishment of a Director-General's committee on development and innovation, consisting of about ten persons representative of administrators, teachers and lay members, with the Director of Planning and Co-ordination as its executive secretary (see page 106);

2. that the committee should have its own budget with executive powers, through the Director-General (see page 106);

3. that the committee should have the following functions -

    a. to consider desirable lines for further development in all aspects of Tasmanian education,

    b. to select significant tasks for investigation and experimentation,

    c. to undertake whatever developmental tasks seem to be desirable and manageable,

d. to encourage and support teacher initiative and experimentation,

e. to evaluate new developments undertaken on the committee's initiative and whatever other developments within the State or outside it that the committee thinks may be of benefit to Tasmanian education,

f. to disseminate knowledge of ideas and practices from its own work or from other sources that it judges to be worthwhile (see page 106);

4. that in undertaking experimental work or developing new programmes the committee should -

a. offer expert assistance and financial support through small-scale grants to a limited number of teachers interested in proposing and carrying out some innovative work in the classroom;

b. request and support the Research Branch or some other appropriate group to undertake experimental ventures,

c. set up sepcially selected task forces to carry out programmes decided upon by the committee (see page 107);

5. the following priorities for task force investigation -

a. raising the quality of life in rural communities,

b. development of different kinds of schools within the government system,

c. improvement of literacy and numeracy in secondary schools,

d. community college development, and

e. development of educational zones (see pages 107-108).

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APPENDICES

APPENDIX 1 - TERMS OF REFERENCE

In his letter of invitation to Committee members, the Minister for Education stated -

"I would not want to restrict the work of the Committee but I hope the following areas can be included in your deliberations -

- The relationship between schools and the communities they serve
- The schools system's capacity to contribute towards equality of education, with particular reference to country, gifted and handicapped children or those with specific learning difficulties.
- The teaching of values
- Studies in religion
- The need for general or specialist education at secondary level
- Literacy and numeracy
- The use of educational resources and skills
- The structure of the school system
- Administration of the education system".

APPENDIX 2 - WRITTEN SUBMISSIONS

The TEND Committee received 213 submissions from many individuals and a wide range of groups throughout the State. We were most encouraged by such an overwhelming interest in and response to our call for submissions and record here a list of those received.

1. *INDIVIDUALS*

Mr. D. Allardice
Mr. R. Andrew
Mr. N. Bogiatis
Mrs. J.M. Bowden
Ms. K. Boyer
Mr. P. Broadbridge
Mr. L. Broughton
Mr. W.L. Brown
Mr. M.H. Bushby, M.H.A.
Mr. R. Calitz
Rev. R. Cameron-Smith
Mrs. M. Campbell Smith and Dr. J. Morris
Mr. W. Chambers
Mrs. J. Christie-Johnston
Mr. D. Corson
Mrs. P. Cousens
Mr. M.C. Cove
Mr. C. Cowles
Mrs. P. Cowles
Mrs. P. Davenport
Mr. R. Davis
Mrs. O. Dean
Mr. P.R. d'Plesse
Mr. T. Driessen
Ms. S. Edmonds
Mr. G. Erb and Ms. A. Neasey
Mrs. R. Errey
Mrs. A.D. Evans

1. *INDIVIDUALS (Continued)*

Mrs. I.R. Farquhar

Mr. P.P. Fehre

Ms. A. Girard

Mr. B. Griffin

Mr. K. Haines

Mr. P. Hinson

Mrs. S.A. Hunniford

Mr. J. Hunter on behalf of a group of individuals

Mr. J.G. Husband

Ms. P. Irving

Mrs. D. James

Mrs. B.A. Johnson

Mr. P.A. Kearney

Mr. C.S. Lane

Mrs. M. Langford

Messrs. G.W. Luck and B.P. Bracken

Messrs. H. McCann, J.M. Shelton and B. Sureties

Mr. G. MacKenzie

Dr. T.J. McManus

Mr. D.J. Male

Mr. L.N. MacKinnon

Mrs. D. Marthick

Mr. M. Middleton

Mr. C.W. Millar

Mr. K. Milton

Mr. & Mrs. J.P. Mitterbauer

Miss F.E.M. Moore

Mr. R.S. Nurse

Mrs. S. Oates

Mrs. P. Parsley and Mrs. D. Jongbloed

Mr. A. Perkins

Mr. P. Pickering

Mr. G.J.D. Pinner

Prof. J.B. Polya

Mr. G.C. Pullen

Mr. P.J. Radcliff

Mr. A. Ritchie

Mr. N. Robson

Mr. and Mrs. D. Rockliff

Mr. E.W. Rowsell

Mrs. M.B. Rust

Mr. P.S. Ryan

Mr. M.G. Salier

Mrs. B. Shanahan

Ms. M. Shegog

Ms. M. Scott

Mr. T. Shadbolt

Mr. & Mrs. D.C. Smith

Mrs. H. Speden

Mr. B. Sureties

Mr. R. Thomas

Mr. M. Tripp

Mr. P.I. van der Schoor

Mr. E.P. Vickers

Mr. K.J. Walker

Ms. D. Ward

Mrs. M.E. Watson

Mr. I. Webb

Rev. E.M. Webber

Mr. P.F. Whalen

Mr. G.B. Woods

Mr. G.E. Woolley

Mr. B.G. Yaxley

2. *SCHOOL BASED PARENT GROUPS*

(Parents and Friends Associations unless otherwise stated)

Albuera Street Primary School

Association for Christian Parent Controlled Schools of Kingston/Hobart

Avoca Primary School

Beaconsfield District School

Bellerive Cottage School

Bothwell District School

Bridport Primary School

Deloraine High School

Deloraine Primary School

Devonport Primary School

Exeter District School

Gladstone Primary School

Huonville High School

Ilfraville Kindergarten

Lady Gowrie Child Centre (Committee, Director & Staff)

Lilydale District School Mothers Club

Mt. Stuart Kindergarten

New Norfolk High School

North-East Regional Parents & Friends Council

Norwood Primary School

Princes Street Primary

Riana District School

Ringarooma Primary School

Riverside Primary School

St. Helens District School

St. Michael's Collegiate School

Smithton Primary School

Stella Maris Primary School

Strahan Primary School

Swansea District School

Waratah Primary School

Warrane Primary School

Zoe Community School Parents and Teachers

3. *SCHOOL BASED TEACHER GROUPS*

Deloraine High School (Staff)

Devonport Technical College - Secretarial/Commercial School

The Friends School

H.S.C. Religious Studies Teachers, Hobart

Lauderdale Primary School (Principal and Staff)

Murray High School

Princes Street School (Staff)

Ringarooma Primary School

Rosebery District School

Rosny College (Students and Staff)

St. Virgil's College (Principal and Staff)

Special Schools in the southern area (Teaching Staff)

4. *OTHER EDUCATIONAL GROUPS*

Action Group for Parents' Rights and the Religious Neutrality of State Schools

Adult Education Board - Tasmania

Asian Studies Teachers' Association of Tasmania

Association of Independent Schools in Tasmania

Australian Federation of University Women - Tasmania

Australian Federation of University Women - Tasmania (Northern Branch)

Australian Pre-school Association (Tasmanian Branch)

Burnie Advisory Committee on Education

Centre for the Continuing Education of Teachers

Committee on Outdoor Educational Experiences

Design Department, Tasmanian School of Art, T.C.A.E. (Mt.Nelson)

Division of Teacher Education, T.C.A.E. (Newnham)

Environment Teachers' Association

Girls in Education Project

Guidance Officers of the Education Department (Northern Region)

History Department, University of Tasmania

Hobart Technical College

Kindergarten Union of Tasmania

Library Services Branch, Education Department, Hobart

Mathematical Association of Tasmania

Modern Language Teachers' Association of Tasmania

Northern Action Committee on Sexism in Education

Northern Tasmanian Preschool & Kindergarten Parents'

4. *OTHER EDUCATIONAL GROUPS (Continued)*

North-West Guidance Section, Education Department of Tasmania

Professional Adult Education Officers' Association

Social Workers, Education Department of Tasmania

Specific Learning Difficulties Association of Tasmania

Speech Pathologists of the Education Department of Tasmania

Tasmanian Association for Teachers of Exceptional Children (North)

Tasmanian Council for Early Childhood Education

Tasmanian Council of State School Parents & Friends Associations

Tasmanian History Teachers' Association

Tasmanian Infant Mistresses & Masters Association

Tasmanian Primary Schools Principals Association

Tasmanian Secondary Colleges Principals

Tasmanian Teacher-Librarians Association

Tasmanian Teachers Federation

Tasmanian Technical Colleges Staff Society

5 *GENERAL COMMUNITY ORGANISATIONS*

Aboriginal Information Service (Tasmania)

Association to Maintain Living Standards

Australian Association of Speech & Hearing (Tasmanian Branch)

Australian Federation of Business & Professional Women's Clubs (Tasmania)

Australian Federation of University Women (Tasmania)

Australian Institute of Physics (Tasmanian Branch)

Australian Trade Union Training Authority (Tasmania)

Catholic Women's League, Tasmania

Comalco Aluminium (Bell Bay) Ltd.

Communist Party of Tasmania

Country Women's Association in Tasmania

Heads of Churches Commission

Launceston Chamber of Commerce

Master Plumbers' Association of North West Tasmania

Master Plumbers' Association of Tasmania

Mr. G.T. Morgan, for Members of Council, Campbell Town Municipality

National Council of Women of Tasmania

Regional Council for Social Development (Southern Tasmania)

Rokeby Women's Morning Group

5. *GENERAL COMMUNITY ORGANISATIONS* (Continued)

Scripture Union of Tasmania

Tasmanian Arts Council (New Norfolk Branch)

Tasmanian Association of Occupational Therapists

Tasmanian Committee on Discrimination in Employment and Occupation

Tasmanian Tourist Council

Tasmanian Trades and Labor Council

Women's Action Alliance sub-committee on Education

APPENDIX 3 - MEETINGS AND DISCUSSIONS

(A) The TEND Committee met on 12 occasions, mostly in Hobart but 3 times in Launceston. The first meeting was held on November 30, 1976 and the last on April 26, 1978.

(B) Two workshops were held at the Southern Teachers Centre in Hobart. The first, on "Developing Guidelines for Secondary Level" was held on May 2 and 3, 1977. Dr. Malcolm Skilbeck, Director of the Curriculum Development Centre, Canberra and Len Watts, Director of Technical Education, Victoria, were consultants. The second, held on July 19 and 20, 1977, dealt with various aspects of primary education and was organised with assistance from the Deputy Director of Primary Education, Ken Axton, and his staff.

(C) Discussions were held in Hobart with selected groups of people from varied backgrounds and experiences, on Open Plan Schooling and Community Involvement in Education.

(D) Members of the Committee travelled to various parts of the State to conduct public meetings and discuss many of the major issues that emerged during the Committee's deliberations. The locations and dates of these meetings are listed below -

Scottsdale - afternoon and evening, August 9, 1977;

Launceston - afternoon and evening, August 11, 1977;

Hobart - afternoon and evening, September 20, 1977;

Queenstown - evening, October 18, 1977;

Burnie - afternoon and evening, October 19, 1977;

Smithton - evening, October 20, 1977.

(E) Throughout 1977 members of the Committee met with members of a variety of educational and general community groups, namely -

Apprenticeship Commission

Catholic Education Office

Design Educators

Education and the Arts Committee

Girls in Education Project Group

Higher Schools Certificate Review Committee

Intermediate Technology Group

Mt. Nelson Teacher Educators

Ministerial Working Party on Certain Matters Related to Tertiary Education

Schools Board of Tasmania

Schools Commission Finance and Planning Committee

Secondary Education Committee

Southern Regional Office Staff

Tasmanian Advisory Committee on Libraries

Teacher Educators

Tasmanian Teachers Federation

Teacher-Librarians

Technical Colleges Staff Society

Technical Educators

Theatre in Education Group

APPENDIX 4 - SCHOOL VISITS

Members of the Committee visited 51 schools, colleges and other educational institutions through 1977, namely -

(A) Secondary and Technical Colleges

Alanvale College
Burnie Technical College
Hellyer College
Hobart Matriculation College
Hobart Technical College
Launceston Matriculation College
Rosny College
West Coast Community College

(B) Non-Government Schools and Colleges

Dominic College
Hutchins School
Marist Regional College
Stella Maris School
St. James College
St. Michael's Collegiate School
Zoe Community School

(C) High Schools

Brooks
Deloraine
Geilston Bay
George Town
Murray
Ogilvie
Ravenswood
Scottsdale
Tagari

(D) District Schools

Campbell Town
Cygnet
Exeter
Forest
Geeveston

(D) District Schools (cont.)

Glenora

Hagley

Rosebery

Savage River

Sheffield

(E) Primary Schools

Bellerive

East Launceston

Glen Huon

Hamilton

Miandetta

New Town

Riverside

Zeehan

(F) Other Educational Institutions

Albuera St. Assessment Centre

Curriculum Centre

Elizabeth Computer Centre

Rokeby Neighbourhood Education Group

Southern Teachers Centre

T.C.A.E. - Mt. Nelson

T.C.A.E. - Newnham

Tasmanian Media Centre

University of Tasmania

APPENDIX 5

List of Metropolitan schools and colleges and Unattached Kindergartens not shown on map at front of the report.

HOBART

Abbotsfield
Adventist
Albuera Street
Bellerive
Bowen Road
Bridgewater High
Bridgewater Primary
Bruce Hamilton Special
Campbell Street
Chigwell
Christian Community
Claremont High
Claremont Primary
Clarence High
Clarendon Vale
College of Advanced Education
Corpus Christi
Cottage School
Cosgrove High
D'Alton Special
Dominic
Dora Turner Special
Elizabeth Matriculation College
Fahan P.G.C.
Flagstaff
Geilston Bay High
Glenorchy
Goodwood
Goulburn Street
Green Point
Hobart Matriculation College
Hobart Technical College
Holy Rosary
Howrah Primary
Howrah Infant
Huon Special, Ranelagh
Immaculate Heart of Mary
Kingston High
Kingston Primary
Lady Rowallan Special
Lambert Cottage
Lansdowne Crescent
Lenah Valley
Lindisfarne
Lindisfarne North
Montagu Bay
Moonah
Mornington
Mt. Carmel School
Mt. Nelson
Mt. Stuart
New Town High
New Town Primary
North Chigwell
Ogilvie High
Princes Street
Rokeby
Rose Bay High
Roseneath
Rosetta Primary
Rosetta High
Rosny College
Royal Hobart Hospital Class
Sacred Heart
St. Cuthberts
St. Martin's Special
St. Mary's College
St. Michael's Collegiate School

HOBART (cont.)

St. Peter's
St. Therese's
St. Virgil's College
Sandy Bay Infant
School of Hospitality Services
South Hobart
Springfield Gardens
Talire Special
Taroona High
Taroona Primary
The Friends' School
The Hutchins School
Trinity Hill
Waimea Heights
Warrane High
Warrane Primary
Wentworth
Zoe

LAUNCESTON

Adventist
Alanvale College
Broadland House C.E.G.G.S.
Brooks High
Charles Street
East Launceston
East Ravenswood
Elphin Rise
Glen Dhu
Invermay
John Calvin
Kings Meadows High
Larmenier
Launceston Christian
Launceston Church Grammar
Launceston Matriculation College
Launceston Technical College
Marian College
Mayfield
Mowbray Heights
Norwood
Oakburn College
Our Lady Help of Christians
Prospect High
Punch Bowl
Queechy High
Ravenswood High
Ravenswood Primary
Riverside High
Riverside Primary
Rocherlea
Scotch College
St. Andrews College
St. Anthony's
St. Finn Barr's
St. George's Special
St. Giles' Special
St. Leonards
St. Michael's Special
St. Patrick's College
St. Patrick's Prep. College
Summerdale
Trevallyn
Waverley
West Launceston
Youngtown

BURNIE

Acton
Brooklyn
Burnie High
Burnie Primary
Burnie Technical College
Cooee

BURNIE (cont.)

Havenview
Hellyer College
Marist Regional College
Montello
Parklands High
St. Anne's
Stella Maris Primary
Upper Burnie
West Park Special
Wivenhoe

DEVONPORT

Devonport High
Devonport Primary
Devonport Technical College
East Devonport
Miandetta
Nixon Street
Our Lady of Lourdes
Reece High
Shaw College
St. Brendan's College
St. Paul's Special
The Don College

EDUCATION DEPARTMENT KINDERGARTENS NOT attached to any schools

Augusta Road, New Town
Barclay, Hobart
Beachside, Bellerive
Blair Street, New Norfolk
East Moonah
Edge Avenue, Lenah Valley
Fern Tree
Frederick Street, Launceston
Geilston Bay
Gordon Square, George Town
Goulburn Street, Hobart
Haig Street, Mowbray Heights
Hamilton Street, West Hobart
Ilfraville, West Tamar
J.C. Hogg, Invermay
Kingston Beach
Lady Ashbolt, Moonah
Lutana
Midway Point
Mobile Kindergartens
Montrose
Mt. Stuart
Munford Street, South Launceston
Newstead
Prince of Wales Bay
Rossarden
St. Marys
Swanston Street, New Town
Tobruk, West Moonah
Tolosa Street, Glenorchy
Tregear, Moonah
West Burnie

NON-STATE KINDERGARTENS (Registered schools)

Jack & Jill Kindergarten, Geilston Bay
Kindergarten Union Mobile Pre-School
Lady Gowrie Child Centre, Hobart
Miranbeena Kindergarten, Burnie
Nimrin Street Kindergarten, Devonport
Penquite Kindergarten, Launceston
St. Davids Cathedral Kindergarten
Sydney Dawes, Richmond
Wynyard Pre-School