REPORT
OF THE
ENQUIRY INTO IMMEDIATE
POST-COMPELLSORY EDUCATION

Volume 1
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OF THE
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POST-COMPULSORY EDUCATION

Volume 1
8 January 1988

Dear Ministers

I am pleased to present to you the report of the Enquiry into Immediate Post-Compulsory Education.

In response to the earlier Discussion Paper, the Enquiry received many submissions from the public and from bodies concerned with matters relevant to its terms of reference. I acknowledge the assistance provided in this way and through the numerous consultations of which I have had the benefit.

Particularly to be thanked are the staff of the Enquiry who have contributed to its work with diligence and energy.

I commend the recommendations to you for your serious consideration.

Yours faithfully

K R Gilding
CHAIRPERSON

The Hon G J Crafter, MP
Minister of Education

The Hon L M F Arnold, MP
Minister of Employment and Further Education
The Enquiry will be required to investigate and report upon:

(1) The effects on curriculum patterns in senior secondary schooling of matriculation and other entry requirements and of selective admission procedures for institutions of higher education.

With respect to this matter particular attention should be given to -

- addressing the number of subjects presently required for matriculation, the modes of their assessment, the period of time over which they may be gained, the groupings of subjects from which matriculating scores may be calculated, and the scaling and aggregation of subject scores for the purposes of selection for admission to higher education.

- addressing the effects on curriculum patterns of current policies and practices regarding pre-requisite subjects and assumed knowledge both in schools and in institutions of higher education and in this context noting any effects of higher education admission requirements on the school curriculum in years preceding the senior school.

(2) Desirable patterns of curriculum for senior secondary schooling, having regard to those years as a period of education in its own right and as a period for preparation for higher and further education and employment.

With respect to this matter particular attention should be given to -

- desirable entry and selection procedures for further and higher education institutions which relate to desirable patterns of senior secondary curriculum.

- the desirability and practicality of providing subject and course offerings which can readily be related to each other and to multiple possible outcomes in higher and further education and employment.

- ways to encourage young people to continue their studies beyond the years of compulsory schooling.

- the need to increase opportunities for students from a wide range of backgrounds to undertake tertiary education.
the desirability of establishing generally recognised goals for the senior secondary years, while noting that many young people leave and re-enter formal education during the immediate post-compulsory years and that completion of secondary education is not now marked by the same or a single end-point for all students.

- the nature of the relationships between secondary schools and TAFE and higher education institutions and the extent to which the resources of each can be used in the provision of desirable patterns of curriculum.

- curriculum patterns which enhance the development of skills in the use of English language.

(3) The implications of current and any projected senior secondary curriculum patterns for courses and structures in tertiary education, in particular for the structure and length of basic, honours and professional degree courses in higher education.

(4) The desirability and practicality of including a demonstration of satisfactory performance in English expression as a requirement for admission to institutions of higher education.

(5) Resources required to implement any proposals arising from the enquiry.

For the purposes of these Terms of Reference, tertiary education is defined as courses conducted in Universities, Colleges of Advanced Education and Institutions of Technical and Further Education. Higher education is defined as tertiary courses which are conducted in Universities and Colleges of Advanced Education† other than certificate courses and courses that do not lead to an academic award.

The Enquiry will be expected to consult widely and appropriately through the use of reference groups and other means and to report to the Minister of Further Education and Employment and to the Minister of Education no later than 24 December 1987.

The Enquiry will also be expected (i) to take account of the national context in which tertiary and senior secondary education are placed, investigate work recently undertaken and moves currently being made in other parts of Australia, and take account of the mobility of young people between the education system of South Australia and those of the various Australian States and Territories; and (ii) to take cognisance of policies being developed by South Australian agencies concerned with the nature of post-compulsory education and to act in cooperation with those agencies.

† In South Australia the South Australian College of Advanced Education, Roseworthy Agricultural College and the South Australian Institute of Technology are Colleges of Advanced Education.
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# VOLUME ONE

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**GLOSSARY**

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<tr>
<td>CAE</td>
<td>College of Advanced Education</td>
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<td>DTAFE</td>
<td>Department of Technical and Further Education</td>
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<td>ICTC</td>
<td>The Industrial and Commercial Training Commission</td>
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<td>LOTE</td>
<td>Languages Other Than English</td>
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<td>OTE</td>
<td>Office of Tertiary Education</td>
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<td>PES</td>
<td>Publicly Examined Subject</td>
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<td>SACE</td>
<td>the proposed South Australian Certificate of Education</td>
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<td>SAS</td>
<td>School Assessed Subject</td>
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<td>SSABSA</td>
<td>Senior Secondary Assessment Board of South Australia</td>
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<td>TAFE</td>
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CHAPTER ONE : BACKGROUND TO THE ENQUIRY

The Origins of the Enquiry

Concerns

1.1 The Enquiry into Immediate Post-Compulsory Education was given two main areas of investigation: the set of arrangements under which young people qualify and are selected to enter higher education, and the total framework for the immediate post-compulsory education years and what might desirably be happening during that time. The full terms of reference of the Enquiry appear at the beginning of this Report.

1.2 The present Enquiry was set up by the South Australian Government late in 1986 following the Report of the Committee to Review Tertiary Entrance Requirements (1) undertaken during that year. Initially prompted by university proposals to change matriculation requirements, the 1986 Review disclosed a high level of community concern not only about matriculation arrangements (that is, about arrangements for entry to university or other forms of higher education), but about the whole set of arrangements for education in the years immediately following compulsory education, when young people are between fifteen and eighteen years old. The second report of the Review Committee commented:

Questions about the most effective structure, content and organisation of post-compulsory education raise difficult issues at this time throughout Australia and elsewhere. Changes in economic and social structures brought about by interactive changes in the world economy, in technology, in life styles and in social attitudes, have undermined known patterns by which young people were inducted into adult life and the adult working world even a generation ago. In education, changing attitudes towards what is regarded as worthwhile knowledge for young people, possibly the most essential question in all our educational enterprises, are raising persistent practical and philosophical questions.
1.3 Historically, the main purpose of senior secondary schooling was preparation for university education. Today, students with many other destinations are in years 11 and 12 in our schools. On the one hand, there is concern that preparation for university studies may not be as successful as it should be and, on the other, concern that the schooling available during those years does not serve well those who do not seek university studies.

Other investigations

1.4 It is worth noting that South Australia is not unusual in looking carefully at this part of our education system at this time. Recent reports in Western Australia and Victoria have resulted in substantial changes to senior secondary education in those States and similar interest is being expressed in Queensland, the Australian Capital Territory and New South Wales.


Emphasis

1.6 There is a clear emphasis in each of these on education's contribution to the economic life of Australia. While some are substantially more concerned with economic activity than with the full range of educational outcomes, directions for change which are common across education and economic sectors can now be discerned.
1.7 Broadly these relate to the relationship between general education and preparation to gain a living. In the British tradition, which was inherited in Australia, general education at secondary level was considered appropriate only for those students whose vocational preparation would occur in the universities after a full five years of secondary education. For other young people, headed for trades or for semi- or un-skilled occupations, technical secondary education in practical or craft subjects was considered appropriate.

1.8 The separation of theoretical and practical studies at school followed the same division: the studies preparatory to university entrance were largely theoretically based with little direct relationship to their applications in daily life, while the practical studies contained little in the way of theoretical understandings.

1.9 Although these divisions within the secondary school curriculum have been seriously eroded, the assumptions behind them still influence the curriculum. The Enquiry has heard from a number of sources that they inhibit the development of higher levels of skills and understanding among young people generally, by denying one group of students access to the applications of the knowledge they are addressing and by denying another group of students access to theoretical understandings. Both aspects of knowledge are seen under modern conditions as being essential for all young people in order to equip them to take full part as adults both in the economy and in society generally.

1.10 We are encountering, then, a significant change in the thinking underlying our education system, a change that would see many more young people take part in five years (or their equivalent) of secondary education. During this time they would undertake programs which were characterised by flexible combinations of practical and theoretical studies and in which the beginning of occupational preparation was accompanied by a broad and general educational experience.
The Context of the Enquiry

The past

1.11 During the period preceding the nineteen sixties the connections between schooling and what happened next in young people's lives were reasonably predictable in South Australia. Some students left school at the age of fifteen, after the Intermediate Certificate, to enter unskilled or semi-skilled occupations or to embark on apprenticeships to become skilled tradesmen. Others left school after the Leaving Certificate at the age of sixteen, entering white collar occupations as clerks and secretaries in public service, commerce and industry. Those remaining for the Leaving Honours year (year 12) prepared for university studies. The Leaving Examination at the end of year 11 was required for matriculation, and the university did take entrants from that point, but Leaving Honours studies were strongly recommended as background for some university courses.

1.12 New arrangements.

That, broadly, was the picture during the early nineteen sixties. In 1966 new procedures were agreed upon for matriculation. By then, competition for university places had grown and the earlier arrangements under which all young people who passed matriculation could gain a university place in the faculty of their choice had to be replaced by a mechanism which would allow the selection of entrants to particular faculties.

1.13 The agreed mechanism was the present year 12 arrangements in which students undertake at least five subjects including at least one from the humanities and one from the sciences. Students' scores in each subject are scaled according to statistical processes designed to render them comparable and are then combined into a single aggregate score. An aggregate score of 59 (formerly 295) is nominated as the matriculation requirement and entry to faculties offered down the list of applicants in order of aggregate score until the places available are filled.
1.14 Since the abolition of the Intermediate and Leaving examinations, in 1968 and 1974 respectively, there has been no publicly recognisable nexus between school and occupational futures other than those served by higher education.

1.15 **Social & economic development & their implications**

At the same time the nineteen seventies and eighties have seen a number of social and economic changes which, while apparently unrelated, have combined to create complex and difficult pressures for the education system.

- Australia's pattern of migration has been such that a significant number of families come from non-English speaking backgrounds. As a result, South Australia has a particularly rich and diverse language profile. There is, of course, a wide range of familiarity with English within the ethnic communities. Many children are growing up bilingual and bicultural. Many of their parents seek support from the education system for language and culture maintenance.

- Changes have occurred in the Aboriginal communities. Public policy has moved from one of assimilation, under which Aboriginal cultures were disparaged and discounted, to one which officially respects at least some degree of self-determination for Aboriginal people and their full participation in a multicultural Australia.

- The roles of women have continued to change to include paid and unpaid workers recognised in their own right for their experience and social contribution as well as for their traditional roles.

- Advancing technology has contributed substantially to radical changes in the structure of the workforce. Demand has been created for both higher levels of skill (as for example in the multiple skills coming to be needed in the metal trades) and lower levels (as for example in what is required for the delivery of food in fast food outlets in comparison with traditional food preparation and service).
Furthermore, the structure of work has altered, from relatively large percentages of workers in stable long-term, full-time employment with clear rights and duties to more vulnerable short and fixed-term employment contracts.

Two opposing trends, towards higher degrees of specialisation and less employment security and towards multiple skill development and more entrepreneurial opportunities can be seen at work in the economy.

1.16 In the public arena some of these factors are shown in South Australia's Equal Opportunities legislation and in the State Government's Social Justice Strategy, published in August 1987, which has as its declared aim the redress of disadvantage and inequality. The key principles of the Social Justice Strategy are:

- all members of society have rights and obligations and should enjoy equal opportunities to realise their needs and aspirations.
- all members of society should have opportunities to participate in decision-making which affects their lives.
- it is to the detriment of all, if some members of the community are disadvantaged or discriminated against.
- priority of care should be given to those with greatest needs.

The principles bind decision-making in all State Government agencies and are commended by the Government for community initiatives as well.

1.17 In reaching the recommendations outlined in this Report the Enquiry has been mindful of the two themes of equity and economic well-being which have often been put before it.
1.18 In response to the two themes, a consistent emphasis will be found throughout the Report. This is the need to create structures for our education system which will enable schools and other educational agencies to provide for all young people the educational services which will enable them to take part fully and productively in modern society. What this means has been well summarised by the document recently circulated by the Commonwealth Minister for Employment, Education and Training, Higher Education: a policy discussion paper (7):

An increase in school retention rates to Year 12 and extension of these higher rates across income groups and geographic regions, will have implications for curricula ... for teacher education and retraining and for income support and infrastructure provisions. Changes in parental attitudes and student expectations are also important.

1.19 A particular concern is the measure of support available to young people to enable them to continue their education. In relation to this, the Enquiry has noted a Task Force established by the South Australian Minister for Youth Affairs to identify discrepancies in and eligibility for the provision of income support for young people in this State. The Task Force is examining ways of effectively implementing an income support policy for all youth and plans to report at the end of March, 1988.

IT IS RECOMMENDED

1. that the South Australian Government support the changes recommended in this Report.

2. that increased participation in schooling to the end of year 12 be actively encouraged.

3. that the South Australian Government press the Commonwealth to vary its provisions for financial support of young people so that continued participation for all may be made possible to the point of successful completion of immediate post-compulsory education.
CHAPTER TWO : HOW THE ENQUIRY WAS CONDUCTED

2.1 To conduct the investigations and carry out appropriate consultations, the Government appointed an Enquirer to be assisted by five Reference Groups, of teachers, parents, students, employers and unionists, and tertiary educationalists. These groups proved valuable in bringing a wide range of perspectives to the Enquiry. In order to bring the perspectives together, a cross-sectoral Consultative Committee advised overall on the conduct and processes of the Enquiry. A full list of consultations, including all these groups, appears in Appendix A.


2.2 Early in 1987, initial advertisements invited submissions to the Enquiry and foreshadowed a discussion paper to help in their preparation.

2.3 In May, the discussion paper was issued to help individuals and groups to prepare submissions. The discussion paper, which appears as Appendix B, was developed in consultation with the Reference Groups and the Consultative Committee and took a question-and-answer form in which responses from schools and other groups were encouraged. As a result of popular demand almost 8000 of the discussion papers were distributed. It was publicised through advertising in the daily media, through the Education Gazette, and through posters distributed by the local subsidised library network.
2.4 Submissions were requested by no later than 17 September 1987 to allow groups with less frequent meetings and heavy agendas to respond to the Terms of Reference or the discussion paper. Two hundred and thirty four formal submissions were received. The list of submissions received appears in Appendix C. The submissions were summarised and synthesised (Appendix D) and the developing thinking of the Enquiry tested in the light of the views expressed. (The summaries have been drawn upon in appropriate chapters of the Report.)

2.5 On the advice of the Employer/Union Reference Group, a checklist for testing employer attitudes was prepared to complement the discussion paper. The checklist was distributed to members of the Institute of Personnel Administration, to some other employers with the help of the Ethnic Affairs Commission, and to country employers with the help of country offices of the Education Department. The Employer Checklist and a report on responses to the checklist appears in Appendix E.

2.6 Between May and October two Working Parties drawn from key members of all the major education interest groups looked at what young people should be learning at this age (the Curriculum Patterns Working Party) and at how that might relate to what they would do next (the Course Articulation Working Party).

2.7 Working papers indicating emergent thinking in each of the Working Parties formed the basis for a major seminar held at the University of Adelaide in September 1987. Approximately a hundred people including members of all Enquiry Reference Groups, Committees and Working Parties, together with additional interested people, attended the all-day seminar. The Working Parties' discussion papers, reports to the Enquiry and Terms of Reference appear in Appendices F, G and H.
2.8 The Enquiry's consultative processes also included contact with other groups. The Ethnic Affairs Commission hosted a series of meetings with representatives from ethnic communities and each Area Office of the Education Department arranged consultations within their localities. In the last category, visits were paid to Port Lincoln and Cleve, Whyalla and Port Augusta, Berri and Mount Gambier, where students, parents, teachers and employers took part.

2.9 Institutions taking part regularly in the consultations included the Senior Secondary Assessment Board of South Australia, the Joint Matriculation Committee, the Matriculation Committee of the University of Adelaide and the Matriculation Board of the Flinders University, the High School Principals Association, the Associations of Principals of Independent and of Catholic Schools, the Education Department Central Office and the Department of Technical and Further Education (TAFE). The Enquiry participated in a joint working group with members of a concurrent project being conducted by Ager on cooperation between schools and TAFE. The work of the group has contributed to recommendations on that matter and its report appears in Appendix I. A full list of formal consultations undertaken appears, as mentioned previously, in Appendix A. This list does not include a large number of informal consultations and conversations conducted during the course of the year.

2.10 In addition to these consultative processes, the Enquiry has undertaken some detailed research, interviewing students, administrators and teachers in senior secondary schools and young people who have moved into various settings after leaving school. This program was supported by advice from a Research Management Group in which several perspectives were again represented, this time by people who had in common a high degree of research expertise. The report of this program is contained in Appendix L. It was supplemented by a specific investigation into mathematics education under the additional direction of a steering group of interested and experienced mathematics educators, whose findings are detailed in an attachment to the more general report.
2.11 Details of the Enquiry's various groups, their membership and the number of times they met, are included in appropriate appendices. Those groups whose advice was needed at shorter intervals or who themselves wished to make further comment on some particular aspect of the Enquiry's work were invited to meet more frequently. Often people with an interest in the deliberations met separately from the formal consultations with a view to contributing to clarification of issues and to potential resolutions. A very large amount of effort and good will from very many sources has supported the Enquiry in the course of its investigations.
CHAPTER THREE : CURRICULUM PATTERNS

Preamble

3.1 The Report of the Quality of Education Review Committee (1) suggests that education should serve at least five functions:

- the development of the capacities of the individual, including cognitive and affective skills;
- the socialisation of the individual into the ways of the society which includes the preparation of the individual for living and working with other individuals in a social situation;
- the caring for the young before they become full members of the society;
- the providing of individuals with the knowledge, skills and qualifications needed for work and the sorting and guidance of individuals seeking to enter various careers and sectors of the workforce and education; and
- the transmission, conservation and extension of knowledge, including the cultural heritage.

3.2 It is sometimes argued that the first three functions are particularly important at the compulsory stage, the last two during the post-compulsory years of secondary schooling. The Enquiry accepts the distinction, being mindful of the possibility that some young people may be "sorted" too early. There are, however, two connections between the first three and last two functions which, as stated, make too bald a distinction between, on the one hand, "development", "socialisation" and "caring" and, on the other, "provision" and "transmission".
3.3 Firstly, cultural formation does not cease at the age of 15: adolescence can be a period of intense growth during which young people not only prepare for desired futures and concentrate on settled preferences, but also continue to explore in a broad way matters which are important for their participation as adults in society. The importance of the last two functions and their relationship with concerns about developing capacities and socialisation is stressed in the Blackburn Report (8) which began its discussion of the upper secondary level by emphasising the primacy of common and cultural purposes across both compulsory and post-compulsory years:

Young people are culturally deprived if they emerge from 12 years of schooling without even the most rudimentary knowledge of the history, art forms and the philosophical underpinnings of their own society, or if they are terrorised by situations requiring quantitative or scientific reasoning. They are economically, culturally and socially deprived if over twelve years of schooling they have not developed, through studies having significant content, relatively high levels of competence in the skills of oral and written communication and in mathematical operations. Views about the content of the curriculum, desired and optional studies and the spread of studies all should pursue, relate not only to individual differences in capacities and interests. They also concern those elements of the culture that are considered important for all to share. The continuing process of cultural formation should be part of studies undertaken by all students at the post-compulsory level and be seen as crucial for their full and confident participation as adults in a democratic society.

3.4 Secondly, providing individuals with the knowledge, skills and qualifications needed for work and further study is closely related to the first three functions. The emphasis may change from one of "social welfare" to "program management", but the concerns are similar.
Nevertheless, there is a general opinion that in the post-compulsory period, the first three functions are becoming less important to the individual and society, while the other two become increasingly important or, perhaps, are more focussed forms of what has occurred earlier.

The Enquiry is concerned to comment on how post-secondary functions might be fulfilled in terms of the above analysis.

Concerns about present arrangements

Over the past twenty years in South Australia more young people have been studying at school for longer. In 1987 over 60% of the students who began secondary school five years earlier stayed to year 12 compared with less than 20% in 1967 (Attachment 1). As a consequence, the Education Department in the 1970's provided the Secondary School Certificate as an alternative to the Public Examinations Board matriculation certificate to help schools with new approaches to learning and teaching for students not wishing to matriculate.

In 1984 the Senior Secondary Assessment Board of South Australia (SSABSA) took over the matriculation certificate and now issues a single year-twelve certificate. SSABSA accredits subjects at year 12 level in two categories according to its main modes of assessment - publicly examined subjects (PES) and school assessed subjects (SAS). The PES group is a declining proportion of the year 12 group (Attachment 2). In 1987 nearly half of some 14,500 year 12 students undertook courses other than traditional matriculation, including school assessed programs and registered subjects which are developed in individual schools but approved by SSABSA.

Problems associated with the present arrangements can be summarized as follows:

- Studies not leading to higher education (or if so, then discounted as in the case of SAS) are not widely regarded as having a status equal to PES.
the post-compulsory years are neither seen nor planned as a coherent whole.

Fragmentation of the curriculum during years 11 and 12 (both across the years and within each) means that there are only de facto rules for students undertaking studies. Fulfilling so-called matriculation requirements remains the only publicly acceptable end of senior secondary schooling.

In relation to courses acceptable for higher education entry, a high degree of specialisation means that the curriculum is in many cases narrow. The provision applying to entry requirements for most higher education institutions, viz. that students must choose to undertake at least one subject from either an arts/humanities or science/maths group, is not effective in providing a broad education.

Finally, there is no notion that during this period all young people should take an integrated pattern of studies both to expand their general education and to provide a broadly based preparation for entry into employment and further and higher education. The need for some specialisation at this level should not militate against an overall provision for young people. One of the Enquiry's respondents has commented in respect of this as follows:

Specialisation should not be confused with narrowness or with over-differentiation of studies and students. Differences in interests and abilities in young people should not conceal that they have much in common, a fact which they should be encouraged to remember.

Nor should specialisation be limited essentially to higher education preparation.

3.10 These concerns and others were expressed by a number of those who responded to the discussion paper (Appendix B) distributed by the Enquiry and confirmed through the Enquiry's own investigations.
What was said about curriculum patterns

Submissions

3.11 Many submissions discussed in general terms the rationale behind a curriculum for students in the post-compulsory sector. Questions were raised as to how a curriculum could provide a "broad general education" for all students and yet provide "in-depth" study. The majority argued for a curriculum which enabled every student to develop as a "whole person" with the necessary personal, academic and social skills to move with confidence and unimpaired self-esteem into Australian society. It was envisaged that the school leaver could possess the necessary skills either to seek employment or engage in further study.

3.12 The majority of submissions supported the idea of a curriculum framework which spanned years 11 and 12 (and a thirteenth year for students who required more time to complete a two year program). The semester system was highly favoured, as was a point or unit system of credit for subjects successfully completed over one or more semesters.

3.13 Although a large percentage of submissions referred to the "non-compulsory" nature of the post-compulsory years, many argued for a compulsory core within a curriculum which offered a "broad general education" to all students. Some submissions addressed this issue of "compulsion" by suggesting a curriculum framework which allowed students choice within a number of designated areas; others suggested that some subjects be regarded as "highly desirable" but not compulsory. Two major submissions did not support any specification of a required pattern (except in a demonstration of competence in English expression at year 11) and argued that desirable curriculum learnings (eg numeracy, literacy, communication, problem-solving, decision-making and understandings of the world and the Australian social context) should be incorporated into the curriculum generally. Those who opposed this last notion saw practical difficulties in organising a curriculum around essential learnings shared by separate subject areas.
3.14 Generally, three major curriculum clusters or groupings were discernable within submissions addressing the issue of a curriculum framework:

- a cluster revolving around English language and its function in a variety of subject settings;
- a cluster which refers to a group of subjects focussing upon quantitative analysis, computational skills and experimental methods; and
- a cluster which has as its central theme individual development, either personal or vocational, within the context of Australian society.

3.15 Some submissions which argued in this way advocated the International Baccalaureate as a model which could well be adapted for use in this State, while some others saw the Swedish three year post-compulsory education model as more appropriate. Respondents suggested that, as these models appeared to service their clientele very satisfactorily and had international recognition, curriculum developers in South Australia would be well advised to examine them in detail. In relation to the International Baccalaureate and other matters, some respondents advocated 6 subjects (12 semesters) in year 12. The notion is further discussed in paragraphs 3.29 - 3.30 and in Attachment 3.

3.16 Connected with the need for a cohesive curriculum during the years of post-compulsory schooling, two major themes emerged in response to the perceived inadequacies of the present curriculum. The former related to the strongly held belief that the present year 11 and 12 curriculum is pitched largely at the tertiary entrant. The second referred to the fact that the current emphasis upon "content" left little time to attend to the "process" of teaching. One respondent said it this way: "We must teach them to think, not just acquire knowledge and skills".
Apart from the debate between "diffused learnings across the curriculum" and a "pattern of studies", an immediate, more accessible change suggested in a large number of sectoral and individual submissions was the introduction of student negotiated learning and appropriate teaching methodologies to accompany it. This was in turn related to the need for flexibility as an element in post-compulsory education. Students must be free to re-enter or study part-time; curriculum timetabling should enable students to take some subjects offered by other providers; studies should not necessarily be organised via a number of 40 minute periods, but in a more flexible way; timetabling should make use of time on either side of the normal school day and of summer and vacation schools.

These matters lead of course to a consideration of school organisation, curriculum development and of the organisation and management of both, matters which are taken up later in this Report.

Working Parties

The Curriculum Patterns Working Party (Appendix G) underwrote the notion of specialisation within a broad general education, thus:

People who will be educated for the kinds of futures predicted in Australia will be skilled technologists and engineers who understand the social implications of their work and have the conceptual skills to articulate them; dramatists and artists with a grasp of scientific language and applications of science and technology; technicians of many kinds with appreciation of the richness of Australia's multicultural heritage and their own; physicists who are conscious of the broader ecological side of nuclear fission; ... and in all cases people whose knowledge, skills and attitudes are geared to taking part productively and with humanity in Australia's social, cultural and economic life.
The Working Party suggested the concept of balance as the central principle, both in the desired outcomes of education and in the curricular patterns which would help to bring it about. By "balance" was meant attention in all student programs to

* applied and theoretical knowledge
* vocational and general studies
* content and process
* individual differences and common features
* teacher direction and student direction
* science and arts

Such elements should occur within all studies with varying emphases.

This balance, the Working Party believed, was not fulfilled by requiring "a drama student to choose a science - the challenge is to bring together for 15 to 18 year olds 'knowledges' which not only are treated separately at present but which are held in different value by different groups".

In summary, the Working Party commented that

A broad education for all, which incorporates vocational preparation in the widest sense, is rapidly becoming a social as well as an economic imperative.

The Course Articulation Working Party (Appendix H), while its focus was different, did not basically disagree with the emphases outlined above and summarised its concerns as an attempt to explore alternative ways of developing a cohesive, co-ordinated framework which facilitates a young person's move through senior secondary post-compulsory schooling into whatever post-school pathway he/she chooses, and which keeps options open as long as possible.
Data gathered by Enquiry

3.23 The Enquiry's data-gathering program indicated a view by students that

- senior secondary teachers thought of their own subject by itself, rather than as part of a total program. There was therefore little sense in students' minds of any coherent pattern of studies;

- an excessive volume of work was expected of full time students in year 12, whether PES or SAS; it was not that the work was seen as inherently difficult but that there was just too much of it; and

- the preceding years had not prepared many of them for the year 12 workload. In turn, year 11 students found a big jump from year 10.

These comments, taken together, suggest fragmentation within the educational experience; that within the program of an individual student a number of subjects are studied, with little connection between them and no guiding rationale for the whole program.

3.24 Employers, through the Checklist distributed by the Enquiry (Appendix E), made diverse comments about patterns of study. In general they expected their school leaver employees to have literacy and numeracy skills adequate to operate in their businesses and also to have some understanding of the business world. In addition, they expressed a wish to be involved in the task of identifying desirable prior studies for successful transition to the workforce.

For the future: the Enquiry's recommendations

3.25 The Enquiry's recommendations made in the context of the following discussion have in some cases been argued for in previous paragraphs; a rationale precedes other recommendations, particularly when a point is contentious or complex.
A common 2 year pattern

3.26 For reasons already stated in the preamble and supported in what has been said to the Enquiry, there is a strong desire for a common pattern of studies, variously presented but giving access for young people generally to significant knowledge and experiences.

IT IS RECOMMENDED

4. that there be clear and common rules for all students undertaking studies during this time through the establishment of a recognised curriculum during the immediate post-compulsory years which would

- ensure access for all young people and re-entrants to the domains of knowledge and experiences which enable and enrich participation in Australian society; and

- both expand their general education and provide a broadly based preparation for entry into employment and further and higher education.

3.27 The quantum leap in workload and academic demand between years 10 and 11 and between years 11 and 12 has already been mentioned. In relation to this the question is whether stress and other educational problems faced by year 12 students could be met by changes in structure, curricular policies and methodology at both school and tertiary level. In terms of school structure there seem to be good reasons for ceasing to consider years 11 and 12 as separate entities in order to allow time both to prepare more systematically for work and further study and concurrently to enable the continuation of a general education.

IT IS RECOMMENDED

5. that from the beginning of 1989 post-compulsory secondary education be regarded as a 2 year (or equivalent) phase in its own right and be planned as a coherent, co-ordinated set of experiences.
3.28 On the basis that the most common pattern over Year 11 and 12 involves a student undertaking 6 and 5 subjects respectively, a two year pattern of 22 semester units is represented in the following diagram. Since students might undertake their studies over more than two years, Years 11 and 12 are designated Stages 1 and 2 respectively.

<table>
<thead>
<tr>
<th>Semester 4</th>
<th>1 unit</th>
<th>10 units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stage 2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Semester 3</td>
<td>1 unit</td>
<td></td>
</tr>
<tr>
<td>Semester 2</td>
<td>1 unit</td>
<td></td>
</tr>
<tr>
<td>Stage 1</td>
<td></td>
<td>12 units</td>
</tr>
<tr>
<td>Semester 1</td>
<td>1 unit</td>
<td></td>
</tr>
</tbody>
</table>

It should be noted that

- not all Stage 2 units need be taken by a student in the chronological Year 12; some might be taken in the previous year or later if this was felt to be desirable;

- some students might wish to undertake more than 10 Stage 2 units instead of a full complement of Stage 1 units; and

- the word "unit" does not necessarily signify a number of 40 minute units over a period of time, but rather "time on task"; for some activities a unit is better seen as a block of time.

3.29 A number of submissions, however, advocated the introduction of 12 semesters at Stage 2 in place of the proposed 10. The matter was raised by the Enquiry with various groups in the course of consultations, but it was only in the closing discussions that it was vigorously promoted by any respondents. The arguments are presented in Attachment 3 where there is also discussion of the place of Languages Other than English (LOTE) in such a proposal.
3.30 The Enquiry has not been able to follow up the suggestion in sufficient detail to be confident of recommending a change at this point. The disadvantages listed in Attachment 3 indicate the need for detailed negotiation between the various interest groups, should such a change be contemplated; in addition, the increase to 12 has been, in the University context, linked to increasing, in turn, the number of semester units used in deriving sub-aggregates for admission from the 6 proposed in Recommendation 85 to 8, an increase which the Enquiry would not itself favour. In view of the perceived difficulties, the Enquiry proposes the adoption of a 22-unit pattern (of which there has been general acceptance), while agreeing it would be useful for the alternative suggestion to be followed up and a report made to the Government. Apart from the matter of aggregation, adjustments to recommendations would be relatively minor if a change were made.

IT IS RECOMMENDED

6. that

- a generalised curriculum pattern of 22 units be adopted for Stages 1 and 2 of the common two year pattern; but

- this be dependent on further consultation on and a report by the Ministerial Advisor (Recommendation 100) to the Minister of Education by no later than March 31 on the desirability of an increase in the number of units from 10 to 12 in Stage 2 of the two year program.

A cohesive curriculum

3.31 The Enquiry believes that there are three possible approaches by which a curriculum pattern may provide a coherent, co-ordinated set of experiences across the 2 year program, viz., by

- setting out a coherent set of pedagogical principles to guide immediate post-complusory studies;

- identifying common learnings to be acquired across the curriculum without imposing any compulsory studies or patterns of study; and

- specifying a required pattern of subjects with either compulsory subjects or compulsory selection from designated areas of study.
Balance

3.32 The first of these approaches means that learning practices should recognise the near-adult status of young people at this stage, take account of process and not merely content, offer significant knowledge and experiences to all and ensure school leavers are provided through their studies with clear post-school pathways.

3.33 The concept of "balance" (paragraph 3.20 above) is basic to the notion of these pedagogical principles. In the matter of, for example, a balance between applied and theoretical knowledge, a large number of respondents drew attention to the need for subjects to be less content oriented and to represent a more sensible organisation of "book" and "applied" learning. Others commented on the desirability of emphasising "process" as well as "content". A particular instance is contained in the conclusion of the Mathematics interview program established by the Enquiry (Appendix L, attachment 3) where it is suggested that "academic" Mathematics courses should incorporate significant components of

- SAS-type content and methodology; and
- applications, especially statistics and business/financial Mathematics.

IT IS RECOMMENDED

7. that all existing Year 12 units be reviewed by the Senior Secondary Assessment Board of South Australia to determine whether an appropriate balance has been struck between

- content and process
- applied and theoretical knowledge
- individual differences and common features
- teacher responsibility and student responsibility
- vocational and general emphases.
Patterns 14

Semesters

3.34 Again, the concept of balance as between individual differences and common features and between vocational and general emphases suggests that the proposed curricular construction in units of a semester's duration could provide a useful basis for the combination of studies required for completion of secondary education. There is, of course, the danger that if the semester were to become the basic unit, the long-standing and important debate about the role of public examinations might be short-circuited; in addition, misgivings might be created about possible fragmentation and consequent problems about preparation of intending higher education students.

3.35 The Enquiry has no intention of circumventing discussion of these matters, but would point out that, taking a wider view, semester units over two years; even in subjects requiring sequential study, e.g. languages and science, could provide for a wide range of students if the first semester unit were introductory and the units taken according to interest, particular ability and vocational/further study purposes. Although semesters might be inappropriate in some areas, the notion has much in favour of it.

IT IS RECOMMENDED

8. that, if appropriate, curricular construction be in units of a semester's duration in order to provide a more flexible basis for the combination of studies required for completion of secondary education.

Common learnings

3.36 With regard to the second way of achieving a co-ordinated curriculum pattern, there is general agreement that desirable common learnings (paragraph 3.13 above) should be more explicitly included throughout the curriculum. However, the Enquiry believes that, as the only form of overall curricular reform to be introduced, the approach would be very expensive in terms of curricular development and in associated teacher inservice programs and very slow in its implementation. The idea is nevertheless worth pursuing - indeed Recommendations 18-20;22 below take up the notion in relation to the use of English.
IT IS RECOMMENDED

9. that each unit within the total curriculum include, as appropriate, skills and processes which are regarded as essential learnings for all young people in the post-compulsory age group.

A curriculum pattern

3.37 As indicated earlier, there is considerable support for the third approach, that is, a recognised curriculum pattern which will introduce all students in varying ways to significant knowledge and skills, taking account of both their common needs and special interests. Such an approach would amount to an updating and generalising of the principle that has informed matriculation requirements for many years (however far practice has strayed from it), viz., that of required contact with those areas of learning which are thought to be important and appropriate for this age-group.

3.38 All such studies, whether specialist or general, should be appropriate to the diverse members of the group for which they are designed. They should be constructed to take students from the foundations laid during the compulsory years into the practical and intellectual understandings and skills which will raise the level of general education of 16-18 year-olds, maintain access to major areas of study, give students the responsibility of choosing the specialised kind of study characteristic of post-secondary education and offer studies which will help them prepare for work and/or other studies leading to work.

3.39 The kind of pattern which has significant support would have all students undertake some studies which involve the use of English and associated literacy skills, ensure continuing contact with Mathematics/Science/Technology and with the Humanities, and develop an appreciation of the nature, values and processes of Australian society.
3.40 Two points have arisen in regard to such a pattern of studies - one general and the other particular. The former derives from an objection to any specification on the ground that post-compulsory studies should not involve compulsion: the key point is that students should themselves choose such studies and, in so doing, make a commitment to them. The point is taken: any proposed pattern of studies should permit students to focus their work in areas of special interest. In the post-compulsory years choices relating to interests and futures have to be expected and provided for, since this phase serves both to continue general education and to begin vocational preparation. Therefore, within any program, students should be able to draw more heavily on one particular group of studies than another. This seems feasible within the proposal since appropriately devised "required studies" should be able to be used for higher education entry/vocational purposes as well as contributing to a broad education.

3.41 The second point arises from an increasing emphasis on education as a tool to improve Australia's international competitiveness. The recently published Ministerial discussion paper, Higher Education (7), sees this competitiveness as requiring a greater proportion of graduates in the technical and professional fields together with "increased proficiency in mathematics and science at the secondary level". In order to achieve this proficiency, the paper proposes that the Government "set up a major discipline assessment of teacher education in mathematics and science."

3.42 The focus of the discussion paper is, of course, on higher education, but its views highlight a significant constraint on curriculum patterns in senior secondary schooling, that is, the influence of mathematics and science (particularly the former) on the curriculum generally and on student choice within it. Mathematics is for a number of students very demanding of time in present Years 11 and 12. A commonly occurring pattern is that of 8 semester units across the two years. On the other hand, other students are denied access to knowledge of mathematics and the opportunities for personal growth and the career paths it offers. The Enquiry's own investigative report (Appendix L, attachment 3) comments that there is considerable evidence that mathematics teachers and their programs do much screening/sifting of students into ability streams and that usually there is little chance of a student moving up to a
more advanced level course - i.e. this process typically limits the
options of students. This is shown by the students' (and teachers')
perceptions of a hierarchy of mathematics courses:

Ma 1 & 2 > Ma 1S > Ma Applied > Tech. Ma > Social Ma > no Ma.

Students then choose their mathematics course from as high on this list
as they are allowed, rather than according to their needs and ambitions.

3.43 A major discipline assessment of teacher education programs will not by itself
contribute to increased proficiency or to the development of studies appropriate
to a diverse student body or to ways by which such studies might provide the
means for a number of students to use Mathematics in other areas of immediate
interest, of value to them and society and of relevance to their desired futures.
The link between education and the economy is not as simple as the paper seems
to imagine.

IT IS RECOMMENDED

10. that school systems, tertiary institutions and the Senior Secondary
Assessment Board of South Australia establish a curricular project
in the area of mathematics to

- examine the way in which Mathematics programs affect the progression
  of students in compulsory and post-compulsory schooling;

- survey and evaluate present programs in post-compulsory schooling,
taking account of the conclusions of the study conducted by the
Enquiry;

- investigate the appropriate content and time allotment in post-
  compulsory schooling for students aiming at mathematics/science
courses in higher education; and

- if appropriate, propose revised and/or new programs in the light
  of this review and that proposed in Recommendation 90.

3.44 In the view of some respondents, even the present maximum provision for
"academic" mathematics and science in the secondary school is insufficient.
One spoke of teachers in these areas being in a "state of seige, with other
teachers demanding more and more time", even though maths/science preparation
was less adequate than 20 years ago. There is contention on this matter
and it is hoped that the proposed investigation will clarify some of the
issues. But, whatever the outcome, the Enquiry maintains that a more general
education is important for all, not just for the less able, and that, if

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the mismatch between schools and higher education (sometimes described as American and British respectively) is as great as claimed, it will be necessary to introduce an optional bridging year to fill the gap (Recommendation 79).

**A Required Pattern**

3.45 In summary, the Enquiry is of the view that studies which may reasonably be required within post-compulsory schooling will enable students to

- use the English language effectively both generally and in contexts of particular relevance to them and their future work/study;
- have confidence in the use of qualitative and quantitative skills and their application in a range of areas; and
- develop an appreciation of the nature, values, processes and "unfinished business" of Australian society.

Generally, such studies should not be "required" in the sense of being based on a "set syllabus", but be capable of being taken in diverse ways and at different levels of achievement. They would constitute about half of the total curriculum, the rest comprising other studies chosen by students because of their intrinsic interest and relevance to future options.

3.46 The proposed pattern is as represented in the following diagram.

<table>
<thead>
<tr>
<th>Sem. 4</th>
<th>Stage 2</th>
<th>Sem. 3</th>
<th>Sem. 2</th>
<th>Stage 1</th>
<th>Sem. 1</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language rich subjects</td>
<td>Quantitative/experimental subjects</td>
<td>Other studies including attention (in at least one Stage 2 major subject semester unit) to work related issues</td>
<td>10 units</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(2 units)</td>
<td>(2 units)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>English</td>
<td>Mathematics, Science, Technology</td>
<td>Arts, Humanities, Social &amp; Cultural studies</td>
<td>(10 units)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>(3 units incl 1 unit in Aust. Studies)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>12 unit</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

-29-
IT IS RECOMMENDED

11 that the 22 unit curriculum provided during senior secondary schooling contain as components

- 4 semester units of studies concerned with the use of English within which Stage 2 will emphasise the language of discourse in a range of areas;
- 3 semester units of Arts/Humanities/Social and Cultural studies, including 1 unit of Australian Studies; and
- 5 semester units concerned with Mathematics/Science/Technology within which Stage 2 will emphasise the application of quantitative/experimental skills in a range of areas.

3.47 In the following paragraphs components of the curriculum are discussed, both those which are required studies and those which should inform the curriculum more generally.

Study of work in society

3.48 An area which requires attention is what has become known as the study of work in society. In the past, career education with its associated work experience program has aimed to help students gain some individual experience of the work place. This is, however, no longer sufficient. An employer has, for example, commented to the Enquiry that in a world where young people are offered a "wide range of short-term solutions to problems and difficulties which inherently require institutional and attitudinal change over a longer term",

it seems ... one of the first steps to helping the young to cope is to provide ... some structure for understanding the relationship between those issues affecting their future (e.g. employment, welfare, competition, ... world economy, Australian economy etc.) Without the introduction to such a framework to help them sort out and arrange information and often contradictory solutions, many students will find it difficult even to begin to formulate their own informed judgements .... Without structure, they are more likely to be drowned in a sea of information proposed by those with the loudest or most persuasive voices.

3.49 As schools themselves realise, they need no longer distance themselves from the world of work on educational grounds. There are three points which now need to be taken into account:
the employer checklist prepared by the Enquiry (Appendix E) indicates that what employers expect from school leavers is not very different from what education seeks to promote - a broad general education encompassing specialist skills, ability to reason, the exercise of initiative, together with numeracy, literacy and communication skills;

one of the purposes of senior secondary schooling, as indicated in the preamble to this section, is preparation to enter various careers either directly or through post-school education. This purpose is clearly a major motivation for study during the post-compulsory period and will become even more important; and

preparation for the work-force being a major motivation, equity considerations require the development of an understanding of the world of work so that all students can make informed judgements about their futures.

3.50 There are, of course, problems in the provision of a systematic study of the world of work. The Victorian Employers Association recently commented on the development of a similar program in Victoria: "We don't want it to turn into a course that allows students to be taught a specific ideological view on politics and industrial matters". The Enquiry believes that such a comment emphasises the need to use employer expertise in its development, but wishes also to stress that such a course should not avoid consideration of conflict as well as shared interests. The recent publication of Australia Reconstructed (6) and the resultant discussion sets the scene for such a study.

3.51 The Enquiry believes that the case for a study of work in society is strong. Two questions arise: whether learning in this area should be dealt with in the curriculum of the compulsory stage with a focus at year 10 level, thus removing it as a significant component in the post-compulsory years; or whether its focus should be in the post-compulsory years, perhaps even as a required subject as in Victoria where Australian Studies will have a "study of work" emphasis.
The situation is complex. On the one hand, in the post-compulsory years it is the provision of the knowledge and skills needed for work and further studies which becomes increasingly important - to some extent futures have already been chosen; on the other, this very fact increases the desirability of placing possible futures in a comprehensive framework such as has been commented upon above.

The Enquiry supports the notion that the study of work should be an important consideration in the compulsory years. It also believes that post-compulsory schooling offers a good opportunity for explanation of significant, increasingly complex and personally important issues and that, granted an earlier introduction, such explanation could well take place across the curriculum and most importantly in conjunction with a student's major studies. Relevant here is Ashenden's proposal for improving the higher education selection process which involves students' participation in activities designed to afford information on courses of study and occupations related to them (see paragraph 6.48).

It is recommended

12. that there be a more systematic exchange of information and dialogue between curriculum development agencies, employers, and secondary schools leading to more carefully planned and co-ordinated work preparation programs.

13. that the study of work in modern society and a related exploration of future options through study and actual experience in the workplace be developed as a recognised area of concern in both compulsory and non-compulsory secondary education. (At the latter level this could be developed across the curriculum as presently proposed by the Education Department at year 11, a discrete unit as recently developed by the Senior Secondary Assessment Board of South Australia and/or a segment within a student's major study in the second year of the two year program (Recommendation 40).

Australian Studies

An area of study seen as increasingly important is that of Australian Studies. There are clearly large gaps in students' knowledge of Australia
- its history and geography, its political processes, artistic culture, scientific achievements, its place in the world and its social composition. The recent report of the Commonwealth Schools Commission, In the National Interest (3), proposes Australian Studies as an "essential learning" which will provide the basis of a shared understanding within the community. The report comments:

This knowledge is selected to support the operation of an open democratic society with a productive culture and with a sense of its own history and place in the world. It provides a common basis for discourse and the resolution of differences about what is valued, and what needs to be changed. For example, it may be considered essential for all students to understand the special relationship of Aboriginal people to the land and for all Australians to understand Australia's international setting economically and culturally. Australian perspectives in the curriculum should reflect the multicultural composition of the nation and should not reinforce chauvinistic notions.

The Enquiry is of the view that such understandings are important in shaping cultural awareness and encouraging national development, and that they should be directly relevant to students' own situations and thus perhaps related to students' other studies including, if appropriate, work in society.

3.55 The suggestion is made that Australian Studies be a required one semester unit, preferably taken during stage 1, building on studies in the compulsory years and leading on, for those who so desire, to stage 2 units with an Australian emphasis such as Legal Studies, Australian History, etc.

IT IS RECOMMENDED

14. that a curricular framework (Recommendation 41) be developed for a semester unit in Australian Studies which will be part of the two
year curriculum for all students. It should provide a basis of shared understanding within the Australian community and, where possible, make use of students' interests and other studies.

15. that the unit preferably be located in Stage 1 but its placement be dependent on a consideration of the overall two year program.

**Literacy**

3.56 The Committee to Review Tertiary Entrance Requirements (1) was asked in 1985/86 to consider the universities' opinion that a demonstration of competence in the use of the English language should be a condition of entry to their courses. Two crucial points were: what precisely was the problem and how could competence be demonstrated? The Review was not able to finalise this matter and the Minister of Education subsequently asked SSABSA to report on the issue to the present Enquiry with reference to both years 11 and 12. In each case, SSABSA was required to comment also on the desirability and feasibility of an "across the curriculum" approach to the development of English language capability.

3.57 The SSABSA investigation put forward the following views:

- that as far as resource allocation and teacher training are concerned, English language development programs for students of non-English speaking background have been inadequately funded;

- that the S.A. Education Department document, The Connecting Conversation (9) is viewed by all school systems - Education Department, Independent and Catholic - as a satisfactory framework for providing a basis for assessment at the end of year eleven;

- that, although there is no formal requirement for students to take English at year eleven, there are very few students who do not take some such studies during that year;

- that, if required, public confidence in standards of achievement could be assured by a limited, random moderation process; and

- that, at both year 11 and 12 levels, language development should take place in a number of contexts in the schools and not only in English classes.
The SSABSA suggestions on year 11 provision, about which the Enquiry has encouraged comment but not had adverse reaction, are listed in Attachment 4. (The attachment also comments on Year 12 provision which is further discussed below.)

IT IS RECOMMENDED

16. that, together with an increased emphasis on literacy throughout the curriculum, all students during Stage 1 undertake two semester units concerned with English language use and associated literacy skills. (These units could well use the framework described in the recent publication of the Education Department, The Connecting Conversation.)

17. that, in view of significant public concern about achievement in literacy, consideration be given to the means by which confidence in standards may be assured.

English in use

3.58 The SSABSA study made further comments on Year 12, thus:

- that continuing development in the use of the English language should be fostered at the year 12 level (already 71% of the year 12 students take one of the graded English subjects and 68% of the matriculating group take PES English or English as a Second Language);

- that a number of subjects (other than English language subjects) can be identified which cite objectives relating directly to English language development or, importantly, have built into them assessment procedures which require the use of the English language in complex ways. These SSABSA calls "English language rich subjects". The tentative list is contained in Attachment 5; and

- that, in the light of its review, year 12 could usefully require students to engage extensively, through either English Language subjects or "English language rich subjects", in the use of the English language.
3.59 A requirement that there be an English or "English language rich" study ordinarily undertaken in Stage 2 of the two year program seems to have considerable merit. The nature of the study and its benefits can be spelled out in the following terms:

- English language competence is basic to effective participation in society; teaching English communication skills at Year 12 is, however, part of a continuing process, building upon the previous years of schooling. It should not be remedial.

- It follows that teaching such skills at this level should be done as part of the discourse of the particular study being undertaken.

- An advantage of such an approach is the need to relate study content to the relevant discourse within a subject, leading to a clearer perception of "how the subject works".

- A further advantage is its superiority as a classification over the present Arts/Science division commonly used for higher education entry, that is,

  * there are anomalies in the present Arts/Science grouping which takes no account of the need for a student to have completed satisfactorily a subject demanding English competence of a high order; and

  * the new classification provides a clearer rationale for what is to be provided, both in terms of English competence and the discourse and argumentation appropriate to specific subject areas.

3.60 The notion of "English language rich" has prompted some respondents to raise with the Enquiry the standing of LOTE, should such subjects not be among those "required" (see Attachment 3). The phrase "Language rich" is preferred by such commentators on the grounds that, apart from reflecting Australia's multilingual and multicultural nature, it acknowledges that
the communicative and cognitive skills which are demonstrated in the effective learning and use of English (such as elaboration of thought, sequencing of points, clarity of expression, understanding of language system and functions) are skills which are at least equally well demonstrated in the effective learning and use of a LOTE. This in itself would not be sufficient without a subsequent argument that such skills might be even better demonstrated "since, in the proposed senior secondary curriculum, students learning a LOTE will in all cases be doing so in addition to English and so will have the great advantage of being able to compare the systems and functions of two (or more) languages".

3.61 The Enquiry accepts that LOTE could readily be included in either the category of "English language rich" or "Language rich" in terms of the SSABSA Assessed Framework for Language at Senior Secondary Level which states that "students will be able to ... demonstrate the ability to move between the target language and English in appropriate communicative activities". In view of this, "Language rich" is the preferred category.

IT IS RECOMMENDED

18. that, after further review, presently available studies approved by the Senior Secondary Assessment Board of South Australia be categorised, where appropriate, as

   . studies in which students frequently use extended writing and speaking ("language rich"),

the categorisation to be based on syllabus expectations as exemplified by common assessment practice in the area of study.

19. that "Languages Other than English" be included in this category in terms of the stated objective of the Senior Secondary Assessment Board of South Australia Assessed Framework for Language at Senior Secondary Level, viz., that "students will be able to ... demonstrate the ability to move between the target language and English in appropriate communicative activities".

20. that units in the "language rich" category be reviewed or developed to emphasise the language of discourse in the area of study and in the case of Languages Other than English to ensure attention to the structure and use of the English language.
Quantitative reasoning in use

3.62 As the Enquiry believed that there were disadvantages in requiring that the limited space in the second year of the two year pattern be occupied by a compulsory English course, but wished rather to emphasise the development of the relevant capabilities through a range of subjects, so it seemed advisable at this point to concentrate on the application of quantitative/experimental skills in a range of scientific, technological and business areas.*

3.63 The classificatory scheme suggested is one which defines groups of studies as being those which involve manipulation of data, quantitative reasoning and/or experimental observation. One of the reasons for a broad classification is to devise a scheme which ensures for each student a general spread of basic skills and leaves latitude for individual choice. At the level of post-school futures it caters for a diverse student population while at the same time allowing some users, e.g. institutions of higher education, to define their own specialist needs in terms of a general pattern. As in the case of the parallel "language rich" category, the emphasis is on the use of skills within the particular study being undertaken. It is not the intention that such programs be remedial, but that they should build upon the previous years of schooling and contribute both to the development of reasoning abilities and to skills relevant to desired futures.

3.64 Allowing certain groups to define their own specialist needs does not imply that acceptable subjects should be seen as unrelated to the general aims of post-compulsory school, e.g. that they need not attend to the inclusion of "essential learnings". The Enquiry is particularly anxious to pursue the notion that language development should take place in a number of contexts in schools and not only in English classes. This would seem to be feasible since, for example, a correctly written Mathematics argument is also a linguistically and logically sound argument. It would also be advantageous since expression of an argument in words would presumably raise the level of understanding.

IT IS RECOMMENDED

21. that, after further review, presently available studies approved by the Senior Secondary Assessment Board of South Australia be categorised, where appropriate, as

• studies in which students frequently use manipulation of data, quantitative reasoning and/or experimental observation,

the categorisation to be based on syllabus expectations as exemplified by common assessment practice in the area of study.

22. that units in the above category be reviewed and/or developed to emphasise the linguistic aspects of the areas of study.

Categorising studies

3.65 The Enquiry would not wish to minimise the difficulties in categorising studies as "language rich" or as concerned with manipulation of data, quantitative reasoning and/or experimental observation nor in deciding whether some studies might, as they now stand or as revised, be located in both categories. There are no easy answers to this set of problems and there is likely to be (and should be) further questioning in this area. The task is demanding, should take account of the commonalities and diversity of aims of senior secondary schooling and involve all the major parties.
CHAPTER FOUR : ASSESSMENT IN CONTEXT

Preamble

4.1 The state of the curriculum debate in South Australia at the present time is sufficiently fluid to allow key words to be used in different ways. In this Report the word "assessment" is used to mean assessment of student performance, "evaluation" is confined to evaluation of syllabuses, and "curriculum" is used to mean intentional teaching/learning activity.

4.2 For the past hundred years or more the examination mode has been, until recently, the principal means of assessing the performance of young people in their studies. "Examination" is an approach to assessment which is appropriate to a particular kind of learning, largely the acquisition of knowledge content. Public examinations have the added merit of being impersonal. "Examination" is, however, a mode of assessment which is suited to only a narrow form of learning and the extent to which it is appropriate to modern education is currently a matter of contention. Certainly, education goes beyond examination scores. One of the difficulties many educators see with public examinations as a principal mode of assessment is that their conduct is necessarily remote from the teaching/learning situation; consequently, the curriculum must be prescribed to a point at which it is not appropriate for many students. There is growing recognition that examination marks do not represent what is important in many students' learning.
4.3 While recent years have seen the introduction of new approaches to assessment, especially in this State since the advent of the Senior Secondary Assessment Board of South Australia (SSABSA), there has also been maintenance of assessment modes distinguished in terms of their ends, e.g. higher education entry, rather than as tools best fitted to describe student mastery of the curriculum. In the same way, the treatment of assessment as a dimension of education in its own right is reflected in the relatively large number of submissions which deal with it in that way.

What was said about assessment

4.4 A number of submissions addressed the matter of assessment directly. They are summarised in the following paragraphs.

Broadening assessment procedures

4.5 Many teachers adamantly objected to assessment procedures which rated students by a single criterion of marks or grades, and called for major reform in this area, suggesting criterion-based assessment as an appropriate substitute.

4.6 Attention was drawn to the content base of most current assessment procedures: students were given information and assessed upon their knowledge about its content. In today's educational climate such a narrow, single-purpose assessment mode was regarded as suspect. Skills and processes were of critical importance and a student's grasp of these should also be assessed. This was the generally expressed view. "Essential learnings" in the area of skills and processes across the curriculum needed to be identified by competent curriculum developers, and standards established. Assessment should then relate to the "achievement of measurable skill and process competencies" as well as content. Overall, a general broadening and exploration of assessment modes was urgently requested.
4.7 Associated with developing and refining assessments was the call for professional development of teachers at the immediate post-compulsory level in this area. Several submissions also pointed out the need for tertiary institutions and staff to look more constructively at their generally conservative processes of assessment with a view to improvement.

_Dismantling the PES/SAS distinction_

4.8 That school assessed subjects (SAS) should be regarded as equal to publicly examined subjects (PES) was a view frequently voiced. Few argued against the different purposes claimed for each; it was the status differential that caused concern. Generally, respondents contended that it was the responsibility of tertiary education institutions to designate subjects for entry to higher education; they should not rely on the current SAS/PES distinction. The removal of the distinction would allow subjects to develop in their own right and eliminate the "academic creep" problem currently associated with some SAS. A resolution of present distinctions would also encourage the development of subjects and associated assessment procedures which could relate more specifically to students' different personal needs and abilities.

4.9 Many submissions emphasised that, however subjects were reclassified, it was important to maintain standards, encourage excellence and continue to assess with academic rigour.

_Public examinations_

4.10 Arguments for and against examinations were raised by many respondents. Very many favoured only a component of the overall assessment of a subject taking the form of a public examination, even if a subject related to tertiary entry or specific employment situations. Critically, respondents suggested that the examination component was desirable but was certainly not the only or even major way that a subject could and should be assessed.
School based assessment

4.11 Although external assessment (not necessarily public examination) was regarded as necessary and important by the majority, school-based assessment, particularly if externally moderated, was also seen as an intrinsic part of assessment. Schools generally felt they should have "their say" for "their students". Most accepted external moderation at the Year 12 level.

4.12 With the move towards a Year 11 and 12 cohesive curriculum, some raised the question of how far Year 11 assessments should be externally moderated and by whom. Should SSABSA's role be extended to include this brief or should schools largely work out their own processes? The latter pathway was generally favoured, with respondents feeling there should be as little intervention from an external assessment body at the Year 11 level as possible.

Assessment stress

4.13 Both the pressure to perform well in order to gain scarce places in tertiary institutions and employment and concern about the mode of assessment (whether it be by public examination or by school moderation) caused respondents to argue that ways should be found to reduce the excessive stress these factors caused. "Year 12", said one respondent, "is more a race than a learning situation", and as a consequence became a most unsatisfactory year for many students. It must be mentioned that some felt a reasonable degree of pressure was fair, tolerable and realistic; one respondent referred to "intellectual endurance" as a desirable quality to be fostered.
Reducing assessment pressure

4.14 By broadening assessment procedures, removing their emphasis on content and dismantling the SAS/PES subject division, assessment pressure could be significantly reduced. A major complaint about pressure specifically related to the unrealistic amount of work to be covered in a short time. Respondents generally favoured a more flexible timeframe to enable students to cover work over several years as a way of reducing this pressure. Redeemability was also frequently raised. The finality of Year 12 results achieved in school assessments during the year and in public examinations at the year's end, seemed to many respondents unfair and unnecessarily inflexible. A review of the situation was requested as a matter of urgency.

Administering assessment

4.15 SSABSA's overall role in administering assessment was regarded positively, though some were critical. It was generally felt that SSABSA's brief could be extended to include any changes in assessment procedures which might be implemented as a result of the Enquiry. The rationale behind such a continuation related to the need to consolidate and work upon existing acceptable foundations. As to be expected, a number of submissions rejected this view, calling for a new assessment body. An interim arrangement involving the establishment of a representative working party to address the assessment question was widely supported.

For the future: the Enquiry's recommendations

Principles of curriculum construction

4.16 While the issues surrounding assessment are clearly complex and require continuing exploration and refinement, they are rendered more difficult by discussion which isolates them from the educational contexts in which assessments occur. Located within the curriculum context, assessments are recognisable as educational and social tools for describing student achievement rather than as ends in themselves. Thus the notion of "summative" assessment as a final statement of outcomes for students, while useful for certain purposes, has little to contribute in an educational sense if it is highly generalised and seen as an end in itself. It is important that the continuing debate about both curriculum and assessments is focussed and productive and that assessments are discussed in connection with curriculum rather than in isolation.

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4.17 Accordingly, in the remainder of this chapter, principles of curriculum construction for immediate post-compulsory education are discussed, including those affecting assessments, and recommendations are put forward to promote further progress towards building assessment into curriculum design as an integral feature rather than a set of external constraints.

4.18 It has already been argued that South Australia requires more from its education system today in development of skills and intellectual potential than at any time in its history. Too often, assessments have operated, especially during the secondary years (both compulsory and non-compulsory), to determine which young people would go on to more advanced levels of education and which would not. It is this aspect of the education system which has become untenable in a world which demands we bring forward all the human talent we can muster.

4.19 The principles outlined below support the many educationally sound and innovative developments occurring in senior secondary education in South Australia and will also provide a framework in the light of which reviews can be undertaken and improvements made throughout the senior secondary curriculum. The principles are largely drawn from the report to the Enquiry of its Curriculum Patterns Working Party (Appendix G) which gave careful consideration to these matters. As set out here the principles are adopted by the Enquiry and commended to all the participants in immediate post-compulsory education.

4.20 Studies during this period should:

- relate to, recognise and expand students' skills and experience;
- enable students to specialise in accordance with their interests and needs as well as deal with those issues which affect all young people;
- attach value to the experience of all groups and therefore include experience of those traditionally under-represented in post-compulsory education;
be structured to enable inclusive access for students from all groups;

- reflect defensible learning theories;

- combine a range of learning and teaching methodologies, including both theoretical and practical approaches, which foster high-order thinking and skilful applications of knowledge addressed;

- create opportunities for enquiries which are broad-ranging and integrative as well as for research which is systematic and in-depth;

- inform students at the outset of the work required and of the assessment criteria by which achievement will be described;

- involve students in the planning and timing of their course work and in reflection on their learning; and

- be assessed in ways which contribute to realisation of their aims.

IT IS RECOMMENDED

23. that the principles set out in paragraph 4.20 inform curriculum construction for studies during post-compulsory schooling.

24. that assessment be viewed as an integral part of the whole teaching/learning process.

4.21 Adoption of these principles in the practice of curriculum construction will have clear implications for assessment policy and practice since, as has been argued, students both have much in common and differ widely in talents, inclinations, interests and experiences. In view of this, the principles mean that the senior secondary curriculum of the future should explicitly permit students to work in some part at varying degrees of complexity and differing levels of sophistication in many combinations of practical and intellectual activities, all of which receive public recognition, though for different purposes.
Assessment in Context

4.22 Such a curriculum will require assessment methods which can describe the students' achievements accurately, both reflecting the variations and encouraging the students' continued growth. Fostering moves towards such curriculum construction and its associated assessment methods should now be an important educational priority.

4.23 There has been a tendency in the assessment debate not only for key words to be used with differing and inconsistent meanings but also for concepts to gain significance beyond their usefulness. The notion of criterion-referencing of assessments is becoming one such concept. Adopted as a valuable alternative to assessments primarily related to the performance of other students, the concept now attracts some professional disagreement which appears sometimes to be disagreement of substance and sometimes of a semantic nature. It must be emphasised that any future assessment arrangements must maintain public credibility, particularly since a certificate is proposed as a publicly acceptable recognition of completion for all students at the end of the two year pattern (Recommendation 40). Again, seeing assessment as part of curriculum design, in whatever form it is proposed, will do much to keep the debate on the educational subject it is supposed to be about and thus publicly credible.

IT IS RECOMMENDED

25. that the Senior Secondary Assessment Board of South Australia Act, 1983 be amended to specify clearly the responsibility of the Board to foster studies which serve the whole of the relevant age cohort and which encourage further participation by those who have previously left the education system without completing this phase of their education.

26. that the Senior Secondary Assessment Board of South Australia in conjunction with the other interested parties continue to explore a range of assessment modes to support a curriculum designed to offer suitably demanding educational programs to the whole of the immediate post-compulsory age group and in so doing take account of the need to maintain public credibility.

27. that as an interim arrangement, that is, until the end of 1989, the three different systems of Senior Secondary Assessment Board of South Australia assessment (examinations together with school assessment moderated by examination, school assessment moderated by visitation, and school assessment registered by the Board) continue.
4.24 If assessment policy and practice lie within the wider context of the intention of the curriculum, the present distinction between PES and SAS must be seriously questioned. It has been maintained that the distinction can be summarised as specialist and general preparation respectively. It does not seem to the Enquiry that such a generalisation can be maintained across the great variety of studies available and in terms of the differing aims of the students undertaking them. Studies should be designated according to their content and assessment modes related to their aims.

IT IS RECOMMENDED

28. that subjects accredited by the Senior Secondary Assessment Board of South Australia no longer be classified according to the presence or absence of an examination component in their assessment, but rather by the characteristics of their syllabuses (eg "English PES" could become "English Literature", "English SAS" "English Expression").

4.25 An implication of removing the distinction between PES and SAS is that there should be consideration of the appropriateness of units for higher education entry in terms of the relevance of their syllabuses rather than on the presence or absence of a public examinations component. Present arrangements are that the Colleges of Advanced Education variously accept SAS within their entry criteria but with a discount of 2 or 3 points; neither university accepts SAS. Later in the Report, the Enquiry proposes higher education entry criteria which will open up the acceptability of present SAS for debate and resolution and which will perhaps lead to varying practices according to the institution and its particular purposes. In the meantime, both the South Australian College of Advanced Education and the South Australian Institute of Technology are investigating the performance of students who have been accepted with SAS. The Enquiry and the Office of Tertiary Education (OTE) are funding the former institution to complete its research with a view to reporting early in 1988.

IT IS RECOMMENDED

29. that institutions of higher education be encouraged to specify subjects on the relevance of their syllabuses towards tertiary study, rather than on the presence or absence of a public examinations component.
The difference between prescribing a syllabus for examination and devising a curriculum in which students with their teachers adopt a program of skill development and knowledge acquisition, should not be underestimated. The nature of the change and how it may be approached in practice continue to be the subject of contention and deep division within and across education sectors. Expertise in curriculum design of the latter kind is available in our schools but it is not widely distributed and recent years have not seen the resources available to extend it. Nonetheless, it is essential that these matters continue to be the subject of open and constructive debate in South Australia so that resolutions can be sought as the issues, costs and benefits become clearer. From the resolution of this debate will come fully developed approaches to senior secondary education for all.

As Blackburn (8) observes, "with the expansion of the range of studies and increased diversity of learning approaches, teachers' assessments will grow in importance ...". The "frameworks" model suggested for stage 1 studies (Recommendation 41) is one way of involving school systems and teachers in curriculum development and associated assessment practices. Indeed, there could be more extensive use of the process in stage 2, together with encouragement for systems and schools to develop studies for SSABSA approval according to agreed guidelines and procedures.

The Enquiry is, however, aware that a "frameworks" model can lead as easily to a ramshackle structure as to a curriculum which has integrity in terms of content and which is challenging to the range of students undertaking it. Indeed, the need for regeneration of curriculum resources for senior secondary education has come at a difficult time. Professional development funds for teachers and the availability of advisory staff and other professional leadership have suffered serious resource cuts in recent years. Declining populations have led to teacher redeployment through processes of "displacement" which have contributed to deterioration in morale and professional attitudes. Enthusiastic curriculum planning in the uncertainties of such a climate requires energy which, while it is apparent in many of our schools, is by
no means abundantly available. Students, however, stressed to the Enquiry, especially through its qualitative research program, how important teachers and teaching are to their success, while many teachers said they would be ready to take on new teaching methods for their new clients if the time and help could be made available for them to do so.

4.29 These matters require addressing on two fronts. First, concerted efforts should be made to expand the curriculum leadership available in South Australia by providing release-time for teachers who wish to re-train. Performance appraisals, which are widely known in industry but not generally available to teachers, are a useful way to support these moves. In addition, as economic conditions permit, more regular study leave should be made available. Like every other sector of the work-force, the teaching service requires opportunities for re-training to cope with changing modern conditions in the work-place. Secondly, personnel policies affecting teachers should make it clear how centrally important they are to successful educational outcomes for students.

IT IS RECOMMENDED

30. that personnel policies affecting schools reassert the essentially educational function of schooling, emphasising the encouragement of all young people to complete their secondary education and, in particular,

* that policies and practices of teacher promotion, transfer, placement and recruitment be further developed as a matter of urgency to reflect clearly the importance to optimal learning for students of well-qualified teachers using flexible and responsive teaching methods in planned, co-ordinated, stable and intentional learning programmes; and

* that incentives be created for performance appraisals and in-school and out-of-school professional development for teachers which focus on
  * student program management;
  * pastoral care; and
  * adaptive learning styles,

suited to the full range of cultural backgrounds and intellectual and physical capacities of students.

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31. that tied funding be provided for a five year period within school grants (to be the subject of specified reporting to and response from School Councils or governing bodies) to support professional development within the context of the school's overall curriculum plan.

32. that arrangements be made by the Government with the institutions of higher education for facilitating teacher exchanges between a range of faculties and schools.

33. that similar arrangements be made to enable teacher exchange and/or placements in industry, business and commerce.
CHAPTER FIVE : CERTIFICATION

Preamble

5.1 Under current arrangements the Senior Secondary Assessment Board of South Australia (SSABSA) is authorised both to approve courses at year 12 level and to assess students' performance in them. SSABSA then issues certificates of achievement to students whom it judges to have performed satisfactorily in approved courses.

5.2 The SSABSA certificate therefore implicitly contains two elements: SSABSA certifies, through its approval of a subject, that it was worth doing, and SSABSA certifies, through its recognition of a student's performance, that the student performed in the subject in a way worthy of recognition.

5.3 The preceding chapters have argued that the underlying shape of senior secondary education now needs reform for a variety of reasons, and that a productive approach would be to offer a curriculum designed to meet the needs of the whole of the age group. It has been recommended that all young people should undertake studies in a senior secondary program with certain features and a recognised pattern. This chapter addresses approaches to certification. It suggests a mode of certification which affirms that those studies are worthwhile and that students have performed in them in ways worth recognising.
What was said about certification

5.4 There was virtually unanimous support in the submissions and the consultations for the continued existence of a single certifying authority for secondary education. This support was based in large measure on the need to ensure that students' certificates are equally credible and valuable wherever they go to school, without the need for tertiary institutions or employers to make separate enquiries about each school. With regard to this matter, there was general support for the progress made by SSABSA during its three years of existence and therefore support for its continuance as the State's certifying authority for senior secondary education.

5.5 Opinions differed during the consultations about the implications of an agreed curriculum pattern for the kind of certificate to be awarded. In particular there was some reservation as to whether there should be a certificate of completion of secondary education and whether that should replace or be concurrent with a certificate of achievement.

5.6 The arguments against a certificate indicating completion of this phase of education revolved mainly around its potential to divide young people into those who were successful and those who were unsuccessful, in ways which were even more rigid than current arrangements and which might exclude many young people from the social benefits which flow from success in education.

5.7 The arguments in favour of such a certificate centred on the need of young people to have goals while they were at school, for tangible outcomes of twelve years of schooling and for a recognised rite of passage from youth into adult life. These arguments also stressed that it was important for the community to reach agreement about what kind of education was needed for all young people of this age and about making provision for them to receive it.
5.8 By such respondents certificate requirements were thus seen as a curriculum guarantee and in this respect the Curriculum Patterns Working Party commented that

the concept of a phase of education means little without some recognised aim and therefore pattern to the years, and neither the concept of a phase of education nor that of a curriculum pattern mean anything without some way of recognising when they are completed.

5.9 The most persuasive argument in favour of recognition of completion of secondary education arose from recent experience in this State with the notion of matriculation. It was argued that, in the absence of generally applicable certificate arrangements deliberately designed and constructed to address the whole of the age group, de facto requirements for highly sought-after occupations would continue to be excessively influential in secondary education. The Enquiry accepts this and other arguments in favour of a certificate to mark the satisfactory completion of secondary education.

For the future: the Enquiry's recommendations

The South Australian Certificate of Education

5.10 A recurring theme in this Report is the changes which are needed in the relationship between education and the community, and particularly in how education and economic activity are interrelated. It is now widely argued that the national economic interest requires educational arrangements through which higher levels of skill formation and intellectual activity are reached by very many more young people than have benefited from our traditional approaches to education.

5.11 The argument for a universally accessible certificate at the end of secondary schooling is thus not an argument only about equity for traditionally disadvantaged individuals and groups within society, although equity is in itself an important aim. The argument for a certificate of education which is worth having and lies within the reach of all young people is also an argument about economic imperatives in the modern world. We can no longer afford an education system framed only to educate a minority to high levels of abstract intellectual operation. While the needs of the society for academic endeavour must continue to be met, they must be met within a context which serves a more general and wider social and economic purpose altogether.
5.12 This means looking carefully at the certifying arrangements at the end of schooling to ensure that they support, and indeed require, the kinds of educational practices which do encourage, challenge and extend all our young people, which reward their effort, recognise their growth, acknowledge excellence and prepare for desired futures. Because there will be many different kinds and levels of achievement among young people, this framework means thinking very carefully about the nature of the experiences designed for young people's learning, developing those experiences in ways which make real but not unrealistic demands on students, and finally describing what they can do in ways which convey accurately to them and to others what they have achieved as a result of their studies. These three stages are reflected in the processes of designing and accrediting courses, teaching the courses and assessing students' performance in the courses.

5.13 In the framework proposed here, a South Australian Certificate of Education (SACE), broadly designed and capable within that design of recognising achievements of young people from the whole range of cultural backgrounds and physical and intellectual capacities, would be available to all and be also a prior requirement for entry to institutions of higher education. As previously described, the framework for SACE would contain common features as well as responding to young people's very diverse talents, interests and achievements. With the introduction of the SACE the existing SSABSA certificate of achievement would no longer be used. For those who do not complete SACE requirements, however, it would be important to make available on application by a student a transcript of results. There is also good reason for continuing to make available school achievement records which contain useful supplementary information.
5.14 Although there was some feeling that the SACE should be awarded by individual schools, equity considerations pointed to SSABSA as the appropriate body to make the award.

IT IS RECOMMENDED

34. that the completion of the agreed pattern of studies be marked by the award of the South Australian Certificate of Education (SACE) based on the curricular policies recommended in this Report.

35. that South Australian Certificate of Education be awarded by the Senior Secondary Assessment Board of South Australia.

36. that the South Australian Certificate of Education record only the highest level of achievement gained in units attempted more than once, but that a transcript of results be available on application by a student.

37. that, except in the case of special entry provisions, the South Australian Certificate of Education be a requirement for entry to institutions of higher education. (Recommendation 85).

38. that a transcript of results be available on application by a student who has not completed all South Australian Certificate of Education requirements.

39. that, together with the South Australian Certificate of Education, school achievement records continue to be available.

Requirements for the certificate

5.15 The question then arises of what should be the requirements for award of the SACE. Three points need examination:

- the number of units from the total 22 to be successfully completed for the award;

- the extent to which required units and the notion of a pattern of studies should be insisted upon for completion of SACE; and

- how "successful completion" of any individual unit should be defined.
5.16 With regard to the number of units, in both Victoria and Western Australia, two-thirds of the units must be satisfactorily completed for the award of a Certificate. At first glance this may appear surprising: no one has suggested that a student need only complete a fraction of a higher education or technical and further education qualification and, indeed, the Blackburn Report (8) recommended that its proposed Certificate should be awarded to students who had successfully completed all units. Here, as in Victoria, however, account has to be taken of the more diverse student population and the breadth of studies required at this level; the SACE should be attainable by the majority of those who seriously attempt it. In view of the above, it is suggested that 16 out of 22 units would be an appropriate number to be successfully completed.

5.17 Within the 16 units required for the award of SACE, it will be necessary to ensure attention has been given to

- the required pattern of studies; and
- stage 2 level studies related to students' particular interests and future work/study.

Criteria for completion need to strike a balance between what ends are to be attained and what can be reasonably expected of students at this time. The proposal is that students record achievements in all units and among successfully completed units be required to include

- a 2-unit sequence in English language and literacy skills; and
- three 2-unit sequences at Stage 2 level, generally directed to students' interests and/or desired futures.

The former provision would normally be met through the English units in Stage 1, but also, in some circumstances, through Stage 2 SAS English which could equally well develop and demonstrate a general competence in the use of language. (An extension to other Stage 2 "language rich" subjects is not proposed as those units can be neither remedial nor developmental in the required sense and, in fact, call for a demonstration of reasonable language competence as a desirable pre-requisite.)
5.18 How "successful completion" of any individual unit is defined will also affect the degree to which the SACE is attainable. The following sets out the Enquiry's proposals:

**Stage 2**

- The present designation in Community Studies of "completed/not completed" is appropriate.

- Studies designated Publicly Examined Subjects (PES) and School Assessed Subjects (SAS) are more complicated.

* Descriptive statements used to indicate grades on the SSABSA Certificate range from "A" - outstanding achievement in all subject objectives - to "E" - low achievement. Range "C" represents competency and "D" marginality.

* In view of this, the Enquiry would wish to argue that, using present terminology, a grade of "C" is appropriate if the SACE is to represent a meaningful achievement.

(It should be pointed out, however, that on the basis of a preliminary study, the choice of "C" or "D" significantly affects the number of students who could gain the SACE. There is a sharp drop in such students with a requirement that the 3 best subjects at year 12 (ie 6 semester units - see Recommendation 40 below) contain no "Ds", but only "Cs" or better: in effect over 95% would gain an award if "Ds" were allowed, about 80% if only "Cs" or better (attachment 6).)

- Registered subjects are a particular problem since there are about 500 across the systems, varying greatly in terms of their demands. The SSABSA review of such subjects proposed for 1988 is timely and should extend to conditions relating to the use of such subjects in the SACE.
The proposal about stage 1 studies counting towards SACE is that school systems in co-operation with SSABSA should develop framework statements approved by SSABSA and designed to provide schools with broad objectives and indications of required course elements. Once developed, courses within these frameworks would be approved either by schools themselves or by whatever "within-system" arrangements the various school systems might wish to use. They should be constructed to encompass a range of levels of operation, to provide, where appropriate, sequential development within SACE and be reported in terms of "satisfactory/unsatisfactory". It would be important for tertiary institutions to be consulted, particularly where sequential development was involved.

IT IS RECOMMENDED

40. that the South Australian Certificate of Education be awarded to students who

. enrol for and record achievement in 22 approved units of study of which at least 6 shall be at stage 2 level;

. within those 22 units, undertake the curriculum pattern requirements as specified in Recommendation 11; and

. record successful achievement in at least 16 of those 22 units including units in English and advanced sequential units, as follows:

   a 2-unit sequence in English language and literacy skills; and

   three 2-unit sequences of approved subjects at a Stage 2 level (major studies);

where successful achievement means:

. at stage 1 level, an achievement called "satisfactory"

. at stage 2 level, an achievement recorded as a grade "C" or better

. or, for Community Studies, a level of "completed".

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41. that curricular frameworks for stage 1 of the South Australian Certificate of Education be developed by the school systems in cooperation with the Senior Secondary Assessment Board of South Australia.

42. that student achievement in such studies be reported by schools (or by whatever "within school" arrangements the various school systems wish to use) to the Senior Secondary Assessment Board of South Australia for inclusion in the proposed South Australian Certificate of Education.

43. that all units within the Certificate be approved by the Senior Secondary Assessment Board of South Australia, as follows:
   - framework approval for stage 1;
   - accreditation of syllabuses in stage 2; and
   - registration of school-based subjects in stage 2.

44. that in undertaking in 1988 its review of registered subjects,
   - the Senior Secondary Assessment Board of South Australia consider and advise on the conditions relating to the use of registered subjects in the South Australian Certificate of Education; and
   - consult with major interests both during the review and before completed recommendations are approved, since the conclusions will affect access to the Certificate.

5.19 To ensure that the new arrangements do not produce the divisive effects foreshadowed by SACE's critics, they must carry with them certain conditions. These conditions, which are an essential part of the framework proposed in the Report, include recognition of studies undertaken in environments other than in secondary schools, acknowledgement of valuable educational experiences of many kinds as studies worth doing - and, as indicated in the previous chapter, recognition of assessments which are related to the intentions of curriculum. Implicit is the need to determine criteria for the award of SACE to adult students, whose previous experiences should be taken into account.

5.20 Also necessary is provision for students to accumulate units towards SACE over varying periods of time. In the parallel case of matriculation, arguments have prevailed in the past to the effect that fairness requires all students to undertake matriculation studies in the same period of time. However, the very different claims that are made on students' time
at this age, as housekeepers, wage earners and contributors in other ways to their households, are such as to outweigh arguments that it is fair to give certificates only to those who complete requirements in minimum time. Even among students enrolled as "full-time", putting in a 55 hour week at their studies presents for some no real difficulty while for others 40 hours is barely available by the time other family and working commitments have been met. Recent changes in higher education entry criteria (as proposed by the Review of Tertiary Entrance Requirements in 1986) have taken account of this difficulty by extending the time over which the appropriate requirements may be fulfilled. In the case of higher education entry the introduction of SACE might now prompt some further consideration of this matter by allowing students to include subjects contributing to the entry score within Stage 1. Arrangements of this kind would be helpful to disadvantaged and part-time students, both those who wish to enter an institution of higher education and those whose futures lie elsewhere.

IT IS RECOMMENDED

45. that the award of the South Australian Certificate of Education be available on completion of requirements and not be contingent on completion in any particular time frame.

46. that failure to reach a particular level of achievement in South Australian Certificate of Education studies be redeemable by further study and assessment.

47. that institutions of higher education consider how entry criteria derived from the South Australian Certificate of Education may be managed in ways which do not disadvantage some groups of students.

48. that the requirements of the South Australian Certificate of Education allow for acceptable experiences of young people in addition to those gained in schools, and encourage early school leavers to continue their studies in other environments or to return at a later date.
Implementation and management of SACE

5.21 Several matters related to implementation and management of the Certificate also need comment. The timetable proposed in the concluding chapter of this Report indicates that SACE should be able to be implemented in 1990 and be fully operational by 1993. To achieve this it will, in turn, be necessary to amend the SSABSA Act in order to allow the Board to accredit courses contributing to the requirements of the Certificate at both Stages 1 and 2. Preliminary amendments have been drafted in consultation with SSABSA which it will be necessary to discuss with appropriate authorities.

IT IS RECOMMENDED

49. that the Senior Secondary Assessment Board of South Australia Act 1983 be amended to empower the Board to accredit courses contributing to the requirements of the Certificate.

50. that the South Australian Certificate of Education be introduced in 1990 and be fully operational by 1993.

51. that after a seven year period, or earlier if requested by any of the school systems, the Senior Secondary Assessment Board of South Australia, the tertiary sector or any other significant groups, the Minister arrange for a widely consultative review of the agreed curriculum pattern.

5.22 Expanding SSABSA's role has implications for how authority might be shared for course development and approval. What appears to be needed is a more effective partnership in which any partner can take the initiative for new developments through agreed processes. Although SSABSA was highly praised for what it had achieved within a few years, there was among several significant groups an impression that its very expertise tended to make it difficult to approach and somewhat dismissive of other opinions. Whether this perception is justified or not, SSABSA's increased responsibilities make it important that it take steps to establish effective consultative processes to make access easy.
IT IS RECOMMENDED

52. that the Minister of Education, in the light of the increased responsibilities of the Senior Secondary Assessment Board of South Australia, request it to review and report on its management practices with a view to strengthening mechanisms which aid formal communication with and input into its decision-making processes, and in doing so consider, inter alia,

- extending reference/consultative processes to ensure close consultation with various interest groups (one such could be continuation of the reference groups established by the Enquiry, viz., employers/unions, parents, students, teachers, tertiary institutions);

- ensuring in particular that curricular frameworks are developed with the formal involvement of school systems and, where appropriate, other interested parties; and

- ensuring that opportunities exist, e.g. seminars, to exchange views with a wide range of people on issues causing concern.
PART A : SCHOOLS AND TECHNICAL AND FURTHER EDUCATION

Preamble

6.1 Schools are not the only agencies which provide immediate post-compulsory education in South Australia. Colleges of Technical and Further Education provide programs which are taken up by young people who have left school prior to completing year 12 or who take part in cooperative programs while still at school. There are also some private colleges which provide programs for young people who leave school prior to completing year 12. Clearly, the kind of fundamental re-framing of secondary education outlined in this Report has substantial implications for the relationship between technical and further education (TAFE) and schooling.

6.2 TAFE has hitherto seen its task as essentially "out-put" rather than "in-put" oriented. That is, TAFE has regarded ensuring that its students reach standards of competence in their occupational fields as its major concern rather than selecting at the point of entry students who are likely to produce those results. This is in part because the Colleges do not select apprentice students but have a statutory responsibility for off-the-job training of apprentices under the Industrial and Commercial Training Act. Until recently the same approach prevailed in other courses. In recent times, however, some courses in TAFE Colleges have had fewer
places available than the number of applicants and inevitably some selection processes have been introduced.

6.3 The forces which have produced the trend towards selection of students for TAFE courses have also produced some tension in how TAFE is seen. As more students remain at school for the twelfth year, there is a greater possibility of a clearer "end-on" relationship between TAFE and schooling, a development which some people see as desirable. In practice, year 12 or its equivalent is at present required for all students entering TAFE Associate Diplomas, which are accredited through the Office of Tertiary Education (OTE), while students undertaking Certificate courses as apprentices may begin at any point after the age of fifteen, or even before, with special dispensation, if they have already gained apprenticeships. Certificate courses not allied with apprenticeships have varying provisions.

6.4 In the relationship between schooling and TAFE, then, two issues arise:

- whether TAFE services should be developed principally as programs for entry from a completed secondary education or in some cases as programs parallel with those in senior secondary school; and

- whether and how there can be developed a closer alignment of studies in senior secondary schooling and those in TAFE, with formal recognition accorded to each by the other.

What was said about schools and TAFE

6.5 The overwhelming view expressed in the submissions was that the provision of immediate post-compulsory education should be a cooperative matter between schools and institutions of technical and further education. Schools, it was said, could not be expected to cater for all types of students. It was seen as essential, therefore, to use the educational services provided by TAFE as well.
6.6 The view that senior schooling largely concentrates on preparing students for entry to higher education, at the cost of providing a broad general education for all students and of assisting students not wishing to enter institutions of higher education, was frequently linked with the debate on TAFE/school cooperation. TAFE was described as coping very well with the school leaver who did not immediately aspire to higher education. The further education programs at TAFE provided an acceptable alternative for those school leavers who, it seems, increasingly believe that TAFE study is more likely to lead to employment than most other post-school options.

6.7 A significant number of submissions pointed out that TAFE programmes were generally successful in preparing students for work and evidence was cited that TAFE graduates were generally successful in finding it.

6.8 Attention was also drawn to students seeking neither higher education nor TAFE entry as being often overlooked by both schools and TAFE. One submission suggested "there is a need for close cooperation between TAFE and the Education Department to ensure that services offered dovetail rather than allowing the existence of a substantial proportion of the age cohort which receives educational services from neither".

6.9 An additional set of factors affecting the relationship lies in the resources necessary to expand the practical base of senior secondary education. One submission argued that

There should be a closer link between schools and TAFE. There is no reason to assume that a given student could not divide his time between two institutions. It would be a needless luxury to spend a huge sum of money on equipment for one... school when a neighbouring TAFE has the necessary plant.

A number of successful local TAFE-school relationships were cited in submissions or came otherwise to the attention of the Enquiry. Country schools particularly valued their links with TAFE but unanswered questions included: "How would TAFE courses taken by school students be administered?" and "What recognition should be given to students who completed them?" Student mobility between schools and TAFE colleges was also raised as a management concern.
6.10 The "student at large concept" which implies "learning beyond school while being at school" was strongly supported by TAFE as a way in which senior secondary students could undertake part-time courses at TAFE colleges. TAFE favoured this notion of the school as a student's base. It was seen as essential that all agencies offering education programs at the senior school level should have those programs accredited and, in this, a body responsible for accreditation was vital. Some respondents suggested that SSABSA's brief could be extended to include this role, while others said that a new body should be formed to take up this responsibility. One of the major outcomes of the accrediting process should be that students receive upon leaving school a record of all accredited subjects. The area of accreditation of TAFE courses was, however, contentious under present arrangements. Some respondents believed SSABSA should accredit TAFE courses for secondary students while others, particularly TAFE representatives, strongly opposed this on the grounds of having their own more appropriate accreditation processes suited to their courses.

6.11 Throughout the submissions and consultations there was a strong recognition that TAFE/schooling cooperation was eminently desirable, but many impediments seemed to bar the way to the implementation of a workable cooperative process.

For the future: the Enquiry's recommendations

Relationship of schooling and further education

6.12 The Enquiry is of the view that the impediments to cooperation between schooling and TAFE have arisen in part because of the absence of any recognised base for cooperation. The separate, complementary roles of the two sectors have not been clearly articulated, and the educational issues have been obscured, additionally, both by resource problems and by underlying assumptions about status. Senior secondary education has only had a responsibility for service provision to the whole of the age group in very recent years, with the passage of the SSABSA Act in 1983, and the
implications of that are still being felt. At the same time, at the post-compulsory level some young people prefer to seek out the more adult environment of TAFE. There is overlap in the services provided which raises the question of why that is and whether it should be so.

6.13 One of the reasons for overlap is that, historically, TAFE has been responsible for all the formal vocational training which has occurred outside the universities and colleges of advanced education. Entry points for TAFE occurred when students left school, whenever that happened. At that point a student could be regarded as a young adult and a proper client for TAFE. With so many more young people remaining at school for years 11 and 12, the status of younger students in TAFE has been thrown into doubt.

6.14 The imperative for all young people to have ready access to higher levels of education and training means TAFE should have a continuing role in bridging and re-entry provisions for the indefinite future, including continued concentrated efforts for disadvantaged groups such as Aborigines and adults without literacy and numeracy skills in English. These services are likely to continue to overlap with those provided by schools. They should not be seen as unnecessary duplication unless it can be clearly established that in their absence their clients would receive service which is acceptable to them from other sources.

6.15 It is not now appropriate, and it is unlikely to be appropriate for many years to come, for TAFE to regard itself as delivering educational services only to people who are over the age of eighteen. Under current legislation compulsory attendance at school ends at the age of fifteen and the Enquiry received few suggestions that the school leaving age should be raised. At the same time, it should be recognised that a clear preference exists among parents, TAFE and schools for the pastoral responsibility for fifteen to eighteen year olds generally to remain with the school sector. As a result of these factors, the Enquiry believes TAFE programs or adaptations of them have a role in the provision of studies in senior secondary schooling. Such programs would require SSABSA approval and be consistent with the aims and structure of SACE. Local initiatives which were so consistent should be encouraged.
IT IS RECOMMENDED

53. that post-compulsory secondary education be the responsibility of the school systems, continuing roles being taken by TAFE and industry-based training schemes for the minority who choose to opt out of senior secondary education between 15-18.

54. that, in view of increasing numbers of students remaining at school, arrangements be made which provide efficient and effective education and training programs using the co-ordinated offerings of other accredited providers.

55. that co-operative program arrangements between schools and TAFE be reviewed to take into account the changing needs of industry and the increasing participation in immediate post-compulsory schooling.

56. that the provision in schools of options which substantially follow Technical and Further Education syllabuses be considered for inclusion in the South Australian Certificate of Education where there is a demand for them and where no appropriate Board units can be provided.

57. that local initiatives of the linked curriculum kind developed between individual colleges and schools and co-operatively implemented, be given support provided they fit the policy framework developed in accordance with Recommendation 40 ff.

Transition from school to work and further study

6.16 In the light of what has been said so far, and remembering that as yet only about 60% of the age group remain at school to year 12, there are compelling reasons to find arrangements which relate the various overlapping forms of educational experience at this age to each other. In the absence of such arrangements movement for young people from one education sector to another is hindered and the prospects for planning efficient and effective education and training programs which contribute intelligently to each other are reduced. Educational, economic and equity considerations, all point in the same direction. Consideration about these arrangements must, first, concern itself with the need for studies in the senior school to be brought into relationship with post-school options other than higher education. In addition it would be useful for schools to have more information on possible occupational futures and the means to provide this accurately to students.
IT IS RECOMMENDED

58. that the Senior Secondary Assessment Board of South Australia, schools systems, tertiary education institutions and employers co-operate to align studies at the senior secondary education level more directly with a general preparation for further study and/or employment.

59. that, recognising the long-term needs and emerging trends in Australian industry for a multi-skilled workforce, pre-employment preparation be based upon the provision of a broad general education, give priority to the development of "generic vocational skills" and not confine students to specific vocational pathways prior to the completion of Certificate requirements.

60. that such general pre-employment preparation be as far as possible undertaken in schools. This should not exclude the possibility of other structural approaches to the delivery of the curriculum, such as cross-crediting and Senior School arrangements (Recommendations 64 - 67; 95).

61. that groupings of occupations which could provide the basis for practical vocational studies at Stage 2 level having relevance to a number of occupations be further developed by the Industrial and Commercial Training Commission in consultation with the Senior Secondary Assessment Board of South Australia.

62. that the Industrial and Commercial Training Commission be asked to provide advice to schools and the Senior Secondary Assessment Board of South Australia on the content of vocational training programs in order to assist the development of appropriate curricula.

63. that the Department of Technical and Further Education give schools broad advice, suitable for counselling purposes, on desirable preparatory studies for Technical and Further Education Certificates and Associate Diplomas.

Cross-Credit

6.17 The Enquiry holds the view that efficient and effective arrangements should be made for cross-crediting between certifying authorities whose provisions overlap, so that comparable studies can receive comparable recognition in each other's awards. Cross-crediting of some SACE studies with some TAFE certificate work, and vice versa, is highly desirable.

6.18 Under current circumstances, cross-crediting has proved difficult to achieve. Although there are fine examples of local co-operation, so-called "lighthouses" are not generally helpful to students who wish to
move from one place to another; what they need is an assurance of "calm sea and prosperous voyage". The difficulties experienced have convinced the Enquiry that strong action is needed to ensure co-operation between the agencies. The certifying agencies themselves hold the view that a mechanism for co-ordination, with a policy mandate from the State Government, should prove adequate to the purpose.

6.19 Adopting the latter view suggests a committee comprising relevant interests but extending beyond the agencies themselves. The urgency with which the whole matter now needs to be addressed means that the success of this approach should be monitored and additional measures taken promptly should it prove unproductive.

IT IS RECOMMENDED

64. that a committee, advisory to the Ministers of Education and Employment and Further Education, be established to

- provide advice on co-operative policy development at the secondary and tertiary education and employment interfaces among agencies accrediting or providing educational services at these points;

- devise, note and recommend ways in which the agencies could articulate their services and, in particular,

  * review current and proposed cross-crediting arrangements between the South Australian Certificate of Education and Technical and Further Education programs;

  * review the standing of accredited studies as entry requirements (and, where appropriate, for credit) between further and higher education; and

  * recommend to the agencies co-operative action in relation to curriculum development to ensure that the common interests of young people, of the economy and of the agencies themselves are well served.

- provide advice to the relevant government Ministers on matters related to these purposes; and

- report to the relevant government Ministers from time to time on co-operative provisions and their effectiveness.
65. that membership of the Committee be representative of educational
and/or accreditation agencies and industry groups.

66. that the Committee facilitate, where appropriate, cross-status arrangements
between units accredited by the Senior Secondary Assessment Board of
South Australia, Technical and Further Education certificate courses
and vocational training programs approved by the Industrial and
Commercial Training Commission. Negotiations should include the
areas of Business Studies, Health and Care, Hospitality, Art and
Design, Agriculture and Technology.

67. that the Committee develop a clear policy framework within which local
initiatives in Technical and Further Education/schools co-operation
can be placed, including:

- mechanisms which ensure appropriate status, recognition and/or
  accreditation for studies;

- appropriate identification of needs and priorities for co-operative
  action;

- mechanisms whereby arrangements can be provided which are equitable
  and which are broadly accessible to all South Australian students;

- mechanisms for appropriate funding; and

- a provision that such schemes meet the needs of a post-compulsory
  curriculum.

68. that, following the establishment of the above Committee, the Youth
Education Consultative Committee which currently undertakes some of
the recommended functions be discontinued.

6.20 It has been argued that recent developments in cross-crediting between
SSABSA and TAFE indicate that voluntary co-operation will be effective,
particularly since the proposed committee has a mandate from the Ministers.
On the other hand, both practical and policy considerations have prompted
an alternative view, that is, that the on-going development of co-operative
programs between schools, TAFE and other providers requires the establishment
of a single body responsible for course evaluation of post-compulsory
programs other than those accredited by OTE (with the possible exception
of TAFE Associate Diplomas). Such a body would combine some of the
current functions of present agencies, including SSABSA, as they relate
to the immediate post-compulsory years of education, and its establishment
require re-organisation of present resources.
IT IS RECOMMENDED

69. that, with a view to the development of co-operative program arrangements
between Technical and Further Education and schools, the Ministers of
Education and of Employment and Further Education seek advice on the
need for a single course evaluation agency for post-compulsory education
and training programs other than higher education programs accredited
through the Office of Tertiary Education and, in doing so, consider

- such an agency's relationship with overall management
arrangements (Recommendation 100);

- implications for agencies presently carrying out these
functions; and

- the arrangements appropriate for Associate Diplomas offered
by the Department of Technical and Further Education

Transition from TAFE to higher education

6.21 A major factor in increasing equity of access to higher education is
increasing the number of pathways through which young people can pursue
higher qualifications after they have chosen an initial career. While it
has not been a part of Australian educational tradition to allow use of
technical and further education qualifications as an alternative to
matriculation for entry into professional training at higher education
institutions, such arrangements are well known in European countries
where the technical strand of secondary education can lead students into
professional courses.

6.22 Within South Australia the arrangements for the articulation of TAFE
graduates vary for each institution. There are no systematic arrangements,
as indicated by the summary of current practices for the five South Australian
higher education institutions:

<table>
<thead>
<tr>
<th>University</th>
<th>Admission Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adelaide University</td>
<td>TAFE certificates are not recognised as meeting the admission requirements for courses.</td>
</tr>
<tr>
<td>Flinders University</td>
<td>Completion of a two year full-time or three year part-time certificate together with satisfactory year 12 studies are deemed equivalent to &quot;Matriculation&quot;. If year 12 studies are not considered to have been completed satisfactorily then &quot;provisional Matriculation&quot; status may be granted. Full Matriculation status is given for completed TAFE associate diplomas.</td>
</tr>
</tbody>
</table>
TAFE certificates are not accepted for admission to courses unless the holder passes a Mature Age Entry test.

Certain TAFE certificates are accepted as meeting the admission requirements for specific courses.

Certain TAFE certificates are accepted as meeting the admission requirements for specific courses.

It is understood that all three Colleges of Advanced Education are currently reviewing their admission practices with respect to the recognition of TAFE certificates.

6.23 Given the responsibility of OTE to provide advice on course rationalisation and on matters requiring both inter- and intra-sectoral co-ordination, it is thought appropriate that OTE take a leading role in the initiation of action concerning the formulation of articulation structures.

IT IS RECOMMENDED

70. that the Office of Tertiary Education in association with the Advisory Committee on Cross-Crediting conduct discussions with the Department of Technical and Further Education, the Universities and the Colleges of Advanced Education with a view to developing state guidelines for the acceptance of relevant Technical and Further Education courses for admission and status in higher education courses.

71. that as a first measure serious consideration be given to the acceptance of appropriate Department of Technical and Further Education Certificate level studies for admission purposes to higher education courses.

6.24 The ad hoc nature of the existing articulation arrangements was noted as being characteristic of TAFE and higher education co-operation in their respective course development processes. It was suggested that the development of systematic cross-sectoral articulation arrangements would be facilitated if there were cross-sectoral representation on the Planning/ Curriculum Committees for the TAFE and higher education courses. Such representation could help ensure that requirements leading to articulation were taken into account in the course design stage.
IT IS RECOMMENDED

72. that all tertiary institutions include in their curriculum processes methods to improve mutual communication and co-operation. This may be facilitated by adding representative positions to course planning/curriculum committees.

6.25 The limited acceptance of TAFE qualifications for the purpose of gaining entry to higher education courses is reflected in the low participation of TAFE graduates in the admission processes of the higher education institutions. The 1986/87 data from the South Australian Tertiary Admissions Centre (SATAC) in Attachment 7 is informative in this regard. Given that there were about 8,400 persons enrolled in the undergraduate courses in the higher education sector at the beginning of 1987, the 202 TAFE graduates constituted an entry component of about 2%. Yet the potential demand for entry to higher education courses is large and as yet unrealised, probably through the lack of knowledge about the possibilities on the one hand and the barriers placed before TAFE graduates on the other.

6.26 There is a range of attitudes in the community concerning access to higher education and the related issue of the maintenance of academic standards. A common argument suggests that the demands of some courses are so high that inappropriately qualified applicants will not succeed, or alternatively, if such applicants are admitted, that the standards of these courses will have to be lowered. Consistent with these arguments is the often stated view that the academic standards of a course are reflected in the entry requirements. Much of this argument is anecdotal and ignores the observation made by Power (10) that groups such as mature age entrants have a high success rate in higher education courses, particularly where gaps in knowledge are addressed by, say, bridging courses.

6.27 An equally persuasive view is that the academic standards of a course are reflected by the quality and capacity of its graduates. Proponents of this view argue that, in the case of mature students, there should be sufficient flexibility within the course structure to bring together entrants of disparate backgrounds and academic knowledge and to lead them through a developmental process that is both stimulating as well as educational. Thus, at the end of this process, the graduates will reflect the learning and developmental experiences they engaged in within the course rather than the level of learning and development they brought to the course.
6.28 A way of enhancing the acceptability of a group of students as having academic standing and capacity to study a given course is to measure their performance against benchmark groups. It would therefore be useful to conduct a performance study on a substantial group of TAFE qualification holders. Given the fact that many TAFE certificate holders appear to elect to use the mature age entry test as the prime means of satisfying the course selection criteria, there is a strong possibility that they will reflect the performance characteristics of this group. If this is so it would not be surprising to find that TAFE certificate holders perform well in their higher education studies.

IT IS RECOMMENDED

73. that the Office of Tertiary Education initiate a research program to monitor the number of total applicants with Technical and Further Education qualifications who are admitted to the respective higher education institutions in comparison with other students, and the success of the former Technical and Further Education students in relation to students selected on the basis of other criteria.

74. that the Office of Tertiary Education establish a formal mechanism whereby, in conjunction with Technical and Further Education and the higher education institutions, credit transfer arrangements for Technical and Further Education students are regularly reviewed. These reviews should aim to reduce duplication of courses at the same level between Technical and Further Education and higher education and aim at providing greater flexibility for Technical and Further Education graduates wishing to gain professional recognition.
PART B : SCHOOLS AND HIGHER EDUCATION

Preamble

6.29 While retention rates into year 12 have increased steadily over the last 20 years or so since the present matriculation arrangements were introduced, economic conditions have at the same time placed restrictions on the pathways of young people into both the workforce and the tertiary sector. Thus, schools have been bemused about how they might prepare young people for the workforce and/or further training other than in institutions of higher education and, in relation to the latter, been forced to offer students a pressured educational experience.

6.30 Over the same period, there have been technological advances which increasingly demand higher levels of skills from people entering the workforce. It is ironic that, while the demand for such training and places in higher education increases, the number of places has not risen commensurately. In most areas, intakes of students to university and CAE courses have been maintained at a more or less constant level since the mid 1970's. But the Tenth Annual Report (to 30 June, 1987) of the South Australian Tertiary Admissions Centre (SATAC) shows that school leavers form a declining proportion of undergraduate first year enrolments: they were 42% in 1987 compared to 51% in 1981.
At a time of economic stringency, it is important that all groups of students for higher education entry have a reasonable chance of success. Unfortunately, the lack of places, particularly in some programs, has worked the opposite way: in practice, many who are qualified for a place miss out and some admitted are very much at risk.

Recent Commonwealth proposals (7) are likely to increase the number of places available overall, including those for young people seeking direct entry. At the same time, there is a need for further changes to ensure both that all students at the post-compulsory level receive a balanced education (including specialist studies) to accommodate a wide range of capacities and that within this range students aiming at higher education are better prepared than at present.

What was said about schools and institutions of higher education

The need for change

Submissions generally expressed a high degree of dissatisfaction with the higher education selection procedures currently employed in South Australia. With reference to the single aggregate, arguments against it as a single major means of selection were frequent, particularly from parents, students, teachers and administrators, who called it "unfair", "discriminatory" and "impersonal". A few submissions alluded to the objectivity of the aggregate and so described it as a "fair means", others drew attention to its cost effectiveness as a positive feature. Very few, however, felt it was the best measure for selecting students for higher education study. Scaling was likewise a contentious issue with many calling for an immediate review, particularly of cross-subject scaling. A number of parent, student and some teacher submissions requested more information on the scaling process and how it related to selection selection procedures. Discounting, itself a form of scaling, evoked negative responses. A number of students, teachers and parents argued that it be abandoned and saw it as discriminating against students undertaking studies in School Assessed Subjects (SAS).
6.34 What was perceived to be a mismatch between secondary and higher education was seen as a major contributing factor to the currently high first year attrition rates in tertiary institutions. Selection procedures did not take account of the discrepancy between systems. (Whatever the reason, the fact that first year attrition rates were unreasonably high was confirmed by Power (10). Attachment 8 sets out the detailed findings.)

6.35 A recurring concern was that highly motivated, personally suitable and academically able students frequently lost places to outstanding examination performers who might not be highly motivated or as suitable for a particular career path. Inadequate counselling for entrants was a related concern. All education sectors recognised the paucity of career and personal counselling for students embarking on further study.

6.36 Higher education institutions suggested a variety of other reasons for alarmingly high first year attrition rates: poor preparation of students in years 11 and 12, immaturity and lack of motivation and discipline. On the other hand, teachers largely blamed inappropriate selection and assessment procedures and outmoded teaching at the tertiary level. Higher education students, in retrospect, also highlighted several of these issues, pointing particularly to poor preparation for tertiary study, little real knowledge of their selected career/study path and the belief that a "high score" was the critical entry qualification.

6.37 A majority of respondents believed that the current mode of higher education selection, driven partly by a shortage of tertiary places and critically depending upon a high aggregate score, forced aspiring entrants into selecting year 11 and 12 subjects which, when scaled and moderated, produced an optimal score. A maths/science combination was seen as an example of this. This complex issue is also interwoven with the notion of assumed knowledge, subject status, equity and the tendency for some employers to choose employees on their aggregate score at year 12. Many respondents believed that, almost inadvertently, higher education institutions, especially universities, have had a very great influence (most see it as adverse) upon the shape of the senior secondary curriculum.
In regard to matriculation provisions, many submissions argued that these gave no guarantee at all that a student would gain a place in a higher education institution, let alone the career path of his/her choice. It was therefore argued that the present practice of matriculation be abandoned.

Models for higher education selection

Four basic models were canvassed as alternatives to replace the scaled aggregate as the primary selection mode, viz.,

- A return to entrance examinations conducted by institutions was advocated to release the hold many respondents believed higher education institutions held over the senior secondary curriculum;

- Many argued that other criteria should be used in selection: a profile taking account of aptitude, personal suitability, motivation, levels of achievement in specified subjects and accredited work experience was strongly supported. Problems associated with measuring these criteria were recognised as was the problem of resourcing such a comprehensive yet highly desirable process of selection. It was felt, however, that a more reliable selection process far outweighed the initial costing;

- A number of respondents, particularly from the higher education institutions, favoured a move towards a sub-aggregate system; "best three" was favoured, although engineering faculties were unwilling at this stage to consider less than four. Although the idea of a sub-aggregate was suggested somewhat cautiously by some respondents, particularly if there was to be no control over the nature of, and performance within, other subjects, there was a willingness to examine the idea further; and

- The idea of deferring selection until the end of a general first year of study received strong support, in order to give students time to mature, allow them to experience tertiary study and encourage them to get a feel for available programs of study and possible career paths.
Towards better higher education selection

6.40 A number of submissions argued that methodology and content of some SAS warranted their being counted towards higher education entrance aggregates. Some institutions already accepted SAS for entry, while others indicated a willingness to discuss the matter further. The view that the distinction between PES and SAS be removed was quite widely supported. On the other hand, some higher education authorities and others believed that SAS should resume the role for which they were originally designed, that is as general subjects for students not wishing to pursue further study at the higher education level. Among these respondents were those who condemned the "academic creep" of some SAS subjects.

6.41 Again, opposite views were expressed on whether or not institutions should prescribe pre-requisites. Those involved in secondary schooling firmly suggested that stated pre-requisites would positively assist students in preparing for further study; higher education institutions, while generally willing to state requirements, were cautious about formal prerequisites.

6.42 Many respondents emphasised better preparation for study at the higher education level. High attrition rates were presented as concrete evidence of this need, and suggestions included preparation classes in the senior secondary school and orientation programs for first year students at higher education institutions. The notion of a bridging year was supported by a significant number while others argued than an extra year of experience either in year 13 or in the work force might well be the best preparation.

For the future: the Enquiry's recommendations

General

6.43 Reconsideration of selection criteria for higher education is occurring in many places: a committee of the Australian Vice-Chancellors, the Commonwealth Curriculum Development Centre, recent enquiries in Victoria, Western Australia and Queensland have all discussed and proposed new arrangements. In South Australia, some higher education institutions have, as already noted, allowed TAFE qualifications as entry criteria, while all the institutions have become more interested in alternative adult entry provisions.
Later in this section, the Enquiry recommends specific entry criteria for direct entrants; for the present it will be helpful to suggest a few general approaches to the matter which should inform the continuing discussion prompted by widespread dissatisfaction with the present procedures.

Three approaches

The first point is that study in higher education institutions is only one destination for senior secondary school students. Consequently, it is important to recognise both the right of and the restraint on institutions of higher education in influencing the secondary school curriculum. There is no doubt that higher education institutions have a right to expect that some programs of study in senior secondary schools will help them to select potentially successful entrants. Higher education requirements are a necessary influence on what a student might do in senior secondary school (that is their right) but not the only influence (that is the restraint).

IT IS RECOMMENDED

that higher education selection criteria be determined and maintained in such a way as to

. minimise detrimental effects on the school curriculum; and

. provide as much curriculum flexibility as is consistent with other principles.

Although there must be restraints on the institutions' influence on schools, preparation for higher education entry is a very important function of the school for a number of students. Institutions can therefore expect that within the required pattern of studies schools will, first, attest to a student's capacity to continue to learn; and second, they can expect that, consistent with other purposes, the result of schooling will attest that certain knowledge, sometimes called "assumed knowledge" and sometimes "pre-requisites", has been gained by a student wishing to enrol in certain faculties.
6.47 To state the position thus is, however, to oversimplify the whole process: one sector is not there to service the other, nor can either make the other responsible for problems at the interface. **The second point is, therefore, that proposals for improving the admission and selection processes should be a joint effort by both schools and higher education institutions.**

6.48 A range of curricular and organisational matters is involved in the above point and some are discussed below. For the present it is worth noting a proposal for improving the selection process put forward by Ashenden in papers presented at seminars organised by the Victorian State Board (11) and The University of Adelaide, the latter during the course of the Enquiry. The Enquiry's Course Articulation Working Paper, *Issues at the Interface* (Appendix H), comments that the proposal "seeks to encourage well formed and appropriate choices by students; to improve the validity, reliability, and fairness of selection; and to avoid restricting schools in pursuing their education objectives, particularly those relating to participation and equity." The paper goes on to summarise the process, thus:

The first stage of the admission process begins about June and seeks to answer the question: Is the applicant properly prepared for higher education? At this stage, the school might assess general academic preparedness, understanding of higher education and alternatives to it. In the second stage (about August), applicants specify up to five courses they would like to enter and provide information which enables the Tertiary Admissions Centre to judge whether the candidate is likely to meet the pre-requisites for particular courses. Next, applicants participate in activities designed to give them more information about particular courses of study and occupations related to them. This collection of further information is undertaken by both sides of the transaction. At the end of the year, assessments are completed and final selections are made as at present.

**IT IS RECOMMENDED**

76. that higher education institutions review their admissions processes and, in consultation with the schools systems, develop agreed principles and procedures for admission and selection.

77. that advice and information be more readily available to students to help them to understand the character and implications of further study and arrive at deliberate decisions to attempt it.
A third point is that other methods of selecting students for post secondary education should be investigated. Ashenden's proposal is, for example, more than a means of providing better information; rather, it is put forward as a far-reaching alternative admissions process. Other proposals are more modest: acceptance of TAFE qualifications for admission and/or credit has already been mentioned; another is special entry provision which has become increasingly common. A method particularly relevant to the present discussion is that of deferring entry to and selection for professional courses until the end of the first year of higher education studies. Students could thus make more informed career choices based on further experience within an institution. McGaw in a seminar arranged by the Enquiry (Appendix J) commented that:

...the most significant single change which could be made to ease the pressure of tertiary selection would be to delay selection until the end of a student's first year of tertiary study.

A preliminary year in Arts, Economics or Science now precedes selection for Law at the University of Adelaide, involving an additional year of study. Whether an extension of time is necessary in all such cases is a matter of contention which will need to be resolved by the institutions and other interested bodies. A further consideration is that the arrangement could usefully apply not only across faculties and schools but also across institutions, since not all professional studies are available in all institutions.

Three other models discussed in Issues at the Interface are

- a more flexible period of upper-secondary education;
- a four year degree model on the U.S. pattern; and
- a bridging year model.

With regard to the first, the Enquiry is of the opinion that any extra year is probably best taken in the higher education institution itself where young people can "get on with the business" which most interests them. In addition, equity considerations suggest there would presently be disadvantage for less affluent students in this model. The latter two have a similar difficulty (although equity issues are generally two-edged), while all three would require significant additional funding. Despite this, an additional optional year is highly desirable to fill any gaps in student preparation, particularly in mathematics and the sciences which are areas of concern to the Commonwealth Government (7).
IT IS RECOMMENDED

78. that, with particular reference to professional courses, consideration be given by the institutions of higher education to delaying selection until the end of a student's first year of tertiary study to allow for transfer across faculties and, ideally, across institutions.

79. that the notion of a bridging year following completion of the South Australian Certificate of Education be explored by the institutions of higher education.

A single aggregate

6.52 The present practice for selection of school leavers is to use the aggregate scaled score of 5 subjects to rank-order and then to select candidates. But while aggregates are among the best predictors, a lot depends on how an aggregate is arrived at - specialised aggregates applied to chosen fields of study tend to have better predictive validity than a general aggregate - and on where an individual score lies in the rank order - the more scores are bunched at the cut-off point, the worse the problems of selection become. In addition, the effect of the scaling process is to advantage students who take a set of subjects which intercorrelate highly, such as Mathematics and Science. Mathematics/Science students thus have the advantage that the same skills are measured across 4 subjects. At the worst, this effect leads to "score chasing", giving senior secondary schooling an instrumental rather an intrinsic value and increasing the stress of the overall program. The advantage so gained is probably the reason why aggregate scaled scores seem to be biased at the lower end in favour of males (10).

6.53 For the above reasons there are strong pressures - both generally and in institutions of higher education - to move away from the "best 5" aggregate scores.
IT IS RECOMMENDED

80. that the higher education institutions move away from relying on a single aggregate score in selection and towards developing a selection process which achieves a better match between young people and their desired futures.

Scaling

6.54 Whether there is an overall aggregate or sub-aggregates, the scaling process will remain an important issue and requires some further comment, particularly since scaling has become one of the most contentious issues in the selection process.

6.55 When different subjects are being compared, it is desirable to take steps to ensure that differences in scores are due to differences in student performances, rather than differences in techniques of assessment used by teachers and examiners of the various subjects; these steps - of which there are many varieties - are known as "scaling".

6.56 Just which scaling process is used depends on the desired end. The most common (often called "standardisation") aims to make sure that each subject makes an equal contribution to the final aggregate; this widespread practice, which has very limited objectives, usually involves making the means and standard deviations of the different subject scores equal. In South Australia, the current practice is one where, after a routine standardisation, scores are adjusted on the grounds that a student's performance in a particular subject is assumed to be well-judged by performances in other subjects. That this will not be the case for many student performances is disguised by the fact that it is very nearly true for the large majority of students who take a combination of mathematics and science subjects: these students come to dominate the process (known in South Australia as "inter-subject scaling").
6.57 But whatever the disadvantages, so long as combined scores are used, some form of scaling is needed: the rationale for scaling and the rationale for combining scores should be tied together. However, it ought also to be recognised that while combining scores in, say, Physics and Mathematics makes a certain kind of sense, the combined score must be related to the common intellectual skills required in Physics and Mathematics and a suitable scaling process accordingly developed. But combining scores in, say, Geology and Drama is much more difficult to justify—what exactly are those common elements of Geology and Drama which the combined score purports to measure?—and the idea of “scaling” these two subjects against one another ought to lead one to a very thoughtful consideration of what scaling is attempting to achieve.

IT IS RECOMMENDED

81. that institutions of higher education establish an inter-institutional working party to review the scaling process with a view to providing a basis for ensuring comparability between subjects which is objectively fair and capable of public justification. (The Working Party should include subjects presently designated School Assessed Subjects in its review and involve the Senior Secondary Assessment Board of South Australia in its deliberations.)

82. that, in the meantime, aggregates be derived in ways which minimise the effects of scaling.

Problems of change

6.58 There is, the Enquiry believes, a growing level of support within all institutions of higher education for the kinds of reform proposed in the previous recommendations. However, it would be foolish to ignore the fact that any change from the present system will involve considerable expenditure of time and money.
6.59 Time will be required to refine an understanding of precisely what changes are desirable and to secure sufficient support to make the changes take root. A matter which may impede rational, co-operative decision-making is, for example, SSABSA's decision that it will, from 1988, report scaled aggregates on a 0 - 100 scale without the use of decimal points; for the 1988 intake SSABSA has used decimals in so reporting. Although SSABSA's reasons for the change are well justified (see Appendix J endnote), these reasons are not understood and the timetable could, in the view of some respondents, produce change of a grudging kind which might only impair longer-term serious change. Again, drawing on the supplementary model suggested by Ashenden and using data gathered from schools, etc. are complex tasks which will take time to work out. And all these changes are being proposed at a time when higher education institutions have their hands full of everything but time and money. A pre-requisite for the sensitive and efficacious management of this issue is that the institutions should have some formal input into the determination of the timetable under which change will occur. To say this does not imply long delay - indeed, the Enquiry has recommended a timetable for decision-making - but rather judicious management.

IT IS RECOMMENDED

83. that the Ministerial Advisor consult with the institutions of higher education, the Senior Secondary Assessment Board of South Australia and school systems to devise a consultative process and an inter-locking timetable for changes in higher education entry criteria.

6.60 As well as time, money will be required because, whatever the shortcomings of the present system, it is cheap in money terms. Even if it is argued that the system has hidden costs - which seems almost certain to be true - most of these do not show up in the budgets of any of the institutions concerned. The costs of the new system will.

Matriculation requirements

6.61 Related to the previous recommendation on aggregates is the notion of a matriculating score which requires a scaled score of 295 out of 500 or (more recently) 59 out of 100. Quite apart from the desirability of getting rid of a single overall aggregate, there are reasons to discontinue the use of the term "matriculation" since it
only applies to Universities and is confusing because other tertiary institutions have other tertiary entrance requirements;

has no meaning: "to matriculate" no longer means to gain entry to a desired higher education institution or faculty; and

is a concept which tends to dominate what years 11 and 12 are about. It would be far better to think in terms of "the criteria for entry to higher education institutions", which, of course, may vary from institution to institution.

Indeed, not only has the concept lost its meaning but its continued use is positively damaging to thinking about desirable changes to senior secondary schooling. Both the name and its associated score (59 or 295) should be removed. This, together with the introduction of a general Certificate, would do much to remove the present de facto measure of success by "matriculation".

IT IS RECOMMENDED

84. that the rule that an aggregate score of 59 amounts to matriculation be revoked and the use of the term "matriculation" be discontinued.

Sub-Aggregates

6.62 During the course of the Enquiry, considerable interest was expressed in using only a fraction of the 5 subjects for aggregation purposes and thus allowing students to present for entry one or more sub-aggregates. This suggestion is linked with others described below and all are derived from overall Certificate requirements.

6.63 The proposal recommended by the Enquiry is that a sub-aggregate of 3 subjects (6 semester units) be the basis for higher education selection, these studies to be determined by institutions individually or together and to include, as determined by the institution(s), subjects presently classified as PES or SAS.
6.64 The general advantages of such a scheme are seen to be

- a more flexible system, to the degree that it allows present SAS to be included in a student's year 12 subjects - in the case of some institutions within the "best 3" aggregate or at least as part of the overall year 12 subject selection;

- it goes a long way to resolving PES/SAS issues, prompts reconsideration of the appropriateness of some SAS for higher education entry and, more generally, raises questions about the nature of assessments appropriate for this purpose;

- it affirms the commonness of many studies taken in the Certificate as opposed to the present sharp division;

- in-so-far as subjects related to "assumed knowledge" are in the "best 3", scaling in clustered subjects of the same kind will minimise the effects of scaling; and

- importantly, the arrangement would allow and, together with appropriate counselling, encourage the best prepared and most committed students to choose studies related to their chosen future activities and do this without distorting the whole structure of senior secondary schooling in serving the interests of any particular group of users.

6.65 Disadvantages are most often noted as follows:

- the practice of assumed knowledge which faculties have adopted suggests that early subject selection decisions would be necessary, particularly where students wished to enter professional faculties;

- the number of subjects related to assumed knowledge in some faculties (e.g. Engineering where 4 are named) shows that for some students flexibility to select subjects is illusionary; and

- it is arguable that a 3 + 2 option allows students to take a "soft option" entry path to general faculties.
6.66 It seems to the Enquiry that the advantages are significant while the disadvantages either apply to present arrangements and/or may be able to be overcome by other provisions which follow below. A decisive consideration is, however, the extent to which the "best 3" can predict success in tertiary education. With regard to this, the evidence of the McGaw Report and a SSABSA study (Appendix M) suggest that there is little difference in the predictive validity of the best 3, 4 or 5 aggregate scores. It should be admitted, however, that evidence obtained under a "best 5" scheme is not directly transferable to a "best 3" scheme and that more information would be helpful. For this reason the Enquiry sought advice on the effects of a similar arrangement in Western Australia.

6.67 Higher education entry requirements in Western Australia allow students (unlike the present proposal) to count the best 3, 4 or 5 (out of 6) subjects towards a tertiary entrance score. Another difference is that only for this score are the relevant examinations taken into account; thus, although a grade of at least "C" level is required in the remaining subjects for entry purposes, such a letter grade is obtained merely by means of consultation and visitation. It is the Enquiry's understanding that the major problems in Western Australia derive from these two provisions and not from any problems related to the notion of a sub-aggregate as such.

6.68 In July 1987, the Western Australian Secondary Education Authority published a document "Identifying Non-triers in the Tertiary Entrance Examination" in which it commented that

- a number of students may not be trying in some of their external examinations; and

- this practice may have some influence on the moderated assessments of other students in the group.

The document suggests a procedure which will identify such non-triers so that these students can be removed from the statistical moderation process.

6.69 There are two reasons why this difficulty will not be a significant problem in the proposed South Australian arrangement, viz., a sub-aggregate is confined to 3 subjects (although there may be more than one sub-aggregate) with no suggestion that some subjects may be discarded; secondly,
as indicated in Recommendation 85 below, it would be expected that a higher education institution would require all studies undertaken in the second year of the SACE to be at stage 2 level and, in terms of the SACE provisions, to be achieved by the SSABSA assessment process appropriate to any particular subject. (The status of Registered subjects is discussed in paragraph 5.18 above. For Community Studies, see paragraph 6.73 below.)

6.70 A further objection arising from preliminary reports is that there has been a significant shift away from mathematics and physical sciences in schools. The Secondary Education Authority has since indicated that this has not been a continuing trend.

**Higher education entry criteria**

6.71 In addition to requiring for selection purposes preparedness for a particular pathway and a degree of commitment to a course or career, it would be important to avoid narrowness and guarantee a broad general education. This would be possible by requiring successful completion of SACE as a pre-requisite for entry, thereby also satisfying the condition that students should demonstrate competence in English expression.

IT IS RECOMMENDED

85. that, for admission to an institution of higher education, a student be required to have

- completed the requirements for the South Australian Certificate of Education, as in Recommendation 40;
- performed satisfactorily in 6 semester units acceptable to the institution for contribution to the entry aggregates. These would be at stage 2 level and include in acceptable sequences the “best 6” units covering assumed knowledge;
- performed satisfactorily in 4 other semester units which would typically be at stage 2 level;
- achieved a sufficiently high ranking in entry aggregates to have gained a place in a course for which application has been made; and
- met other relevant criteria as specified by the various institutions for admission.
86. that institutions of higher education determine individually or together subjects which are acceptable as contributing to the aggregates. (In the event that scaling is retained (Recommendation 81) all such subjects would have either to be scaled by the Senior Secondary Assessment Board of South Australia or assessed in a way which would enable tertiary institutions to scale them.)

6.72 Two further points need comment in relation to the above recommendations. First, the latitude with which a student might choose the remaining 4 of the 10 semester units at Stage 2 is a point of contention: both universities wish still to retain the right to specify the range of subjects from which these might be chosen, even if sub-aggregates are used. The point of view is expressed in a suggestion made to the Enquiry that the 4 semester units should be chosen from a list drawn up by an institution. If such a suggestion were accepted, the Enquiry believes that a minimum requirement would be the need for institutions to publicly explain and justify the list to other interest groups, as is required for other matters in Recommendation 88 below.

6.73 In this matter, however, the Enquiry is of the view that no user should dominate the whole of the stage 2 of the Certificate, on the grounds that it would lessen the degree of flexible choice and inhibit the devising of patterns of study which are integrative for individual students. Two provisos are, however, appropriate. Firstly, a number of respondents believe it would be inappropriate for Community Studies to be included in the 4 semesters as they are designed for students with different interests and abilities. Secondly, present provisions in some faculties regarding "assumed knowledge" and the desirability of potential entrants undertaking, like other students, courses which make demands of their capacities, suggest that a specification of 2 semester units outside the aggregate would be reasonable.

IT IS RECOMMENDED:

87. that no institution specify more than 8 of the semester units to be undertaken during stage 2.
6.74 The second matter arising is the practice of "assumed knowledge". The Enquiry was pressed from some quarters to reinstate the practice of pre-requisites abandoned some 25 years ago, largely at the request of secondary teachers, who found that pre-requisites unnecessarily constricted student choices. Many in the same group are now pressing for their re-introduction, a change of mind doubtless brought about by the desire to introduce some "tidiness" in an otherwise confusing scene. The Enquiry is of the opinion that the re-introduction of pre-requisites would be unhelpful and, indeed, positively disadvantageous to students undertaking senior secondary schooling. It would be possible, for example, for faculties to respond to at least some loss of control of the units outside the sub-aggregate by introducing pre-requisites, although they might have, at the moment, no statements of "assumed knowledge". Any complex pattern of conflicting pre-requisites would have the effect of locking students into subject patterns in stage 1 and earlier, and introduce more constriction on student choice than presently applies.

6.75 All this is, of course, hypothetical. McGaw in his seminar paper (Appendix J) argues that "some, but not many" pre-requisites are desirable and comments that

Tertiary education institutions have stated requirements, but need to act responsibly towards this issue, employing a measure of goodwill about each other's requirements.

It is, of course, important that teachers, students and parents are aware of the pathways which lead most directly to students' desired futures.

6.76 The Enquiry believes that it would be premature to recommend in this direction since the implications of introducing pre-requisites are unclear and because the nature of the pre-requisite knowledge has not been precisely determined. The practice of "assumed knowledge" is best maintained for the present, together with more precise explanations by institutions of higher education of how content in senior secondary school subjects is related to requirements in certain courses within the institutions. Such explanations would be helped by an investigation into this relationship, particularly where more than 6 units are seen as contributing to "assumed knowledge". It is possible that a careful examination will reveal that the total present requirements are in excess of real need and that "assumed knowledge" can be contained within an appropriately organised 6 semester sub-aggregate pattern.
IT IS RECOMMENDED

88. that, for the present, the practice of "assumed knowledge" be maintained, but that tertiary institutions be required to discuss their specifications with other interest groups, to spell them out, to justify them and make clear how they might be met.

89. that there be limits on the degree to which any single institution or group of institutions can prescribe a pattern of studies and that any tertiary institution which currently assumes knowledge of more than 6 semester units for aggregation purposes in any course be required to discuss with the Ministerial Advisor the reduction of the number of such subjects.

90. that, in relation to this matter, the higher education sector investigate
   
   - its requirements for "assumed knowledge";
   - how well these are presently met and how they might best be achieved; and
   - how such requirements can fit within the provisions of the South Australian Certificate of Education.

In any such investigations, other interested parties should be involved and the findings discussed with the Senior Secondary Assessment Board of South Australia and other appropriate bodies with a view to curricular revision.

6.77 Related to the above is the review of Mathematics programs in schools as suggested in Recommendation 10.
CHAPTER SEVEN: ORGANISATION AND DELIVERY

Preamble

7.1 The concerns expressed about organisation and delivery are detailed in the next section of this chapter. In summary they are:

- the need for schools to be hospitable to post-compulsory students, including part-time students and others who wish to return to study;
- the advantages of less rigid timetabling;
- the advantage of sharing resources both between schools and between schools and technical and further education (TAFE) through the use of technology; and
- the need to upgrade career counselling and to take other measures designed to provide to students up-to-date information on post-school study and employment opportunities.

7.2 The Enquiry believes that accommodating such concerns is vital for effective provision of content appropriate for a diverse population and for provision of it in a way which is both engaging and demanding. In respect of this matter, the Enquiry is aware of many positive steps taken by schools in response to student needs. Although in what follows some new suggestions are made, many recommendations are supportive of present practice, not innovative.
What was said on organisation and delivery

Review of existing provisions

7.3 In the majority of cases respondents described years 11 and 12 as being very little different from years 7/8 to 10. It was recognised that many schools were attempting to develop a senior school environment which they believed was more suited to 15 - 18 year olds and meeting with varying degrees of success. But, because of the changing composition of the senior school population and the increasing retention rate, it was argued that the "shape" of senior schools must change more radically as must many of the processes within them. Schools must accommodate those who choose to be involved and motivate the less enthusiastic student to return. They need to be more flexible, oriented to young adults and more conducive to their learning. They must adequately prepare young people for the transition from school to "the real world".

A desired shape for the senior secondary school

7.4 Submissions generally noted the wisdom of sharing resources among schools in geographically appropriate clusters. However, respondents were wary of large multi-purpose schools and cluster arrangements which necessitated a substantial degree of student and/or teacher mobility. The notion of a separate senior secondary college or school received relatively little support though some submissions saw merit in such a school structure. A number of respondents felt senior schools should be given a fair trial and evaluated carefully. It was noted that some South Australian schools currently used a senior secondary school structure.
7.5 The school structure which many respondents felt would work best was that of the sub-school - "a school within a school". Drawing from a large number of suggestions it seems that such a senior school could consist of years 11 and 12 and possibly a year 13. It would occupy a separate physical area within a school. A large percentage of its staff would teach exclusively at the senior level. Such staff through pre-service and in-service training would utilize teaching methodologies which removed them as the pivot for learning and which enabled students to be at least part negotiators of their own learning. Staff would relate less formally to students, adopting a role more akin to that practised in the tertiary sector. Although the senior school would differ in many ways from the school attended by the years 7/8 to 10 students, it would still be part of the total secondary school structure, enabling younger students to "look up" to their seniors and encouraging senior students to take some responsibility for those in the junior years.

7.6 A move towards a far less rigid timetabling structure was envisaged by the majority. A curriculum which spanned years 11 and 12 (and possibly year 13) was suggested. The use of modules of time rather than strict 40 - 45 minute lessons was canvassed. An even more popular view was that of extending teaching time to utilize "twilight hours" and vacation periods.

7.7 Modern technology, if well used and supported by teacher time, was seen to have enormous possibilities for extending and enriching the senior school program. Distance mode teaching, computer technology, duct and video services were mentioned as having merit, not only for isolated students (ie, isolated by geographical distance, language, disability or socio-economic circumstance), but for all students. Correspondence School services and some TAFE/school innovations were mentioned as examples of "technology working well".
Other agencies/providers

7.8 One of the most urgent concerns expressed was that of recognizing the role which other agencies or providers had in the education of 15 - 18 year olds. The TAFE/school interface was frequently cited and respondents expressed a considerable degree of frustration about the slowness of negotiation between these two major providers. More positively some submissions referred to successful sharing processes between secondary schools, TAFE and other providers.

7.9 Submissions generally agreed that schools should take the major responsibility for the education of 15-18 year olds. However, it was strongly argued that other providers should have their “educational offerings” recognized and used by the schools. Difficulties of administering and co-ordinating such a process were frequently discussed and some submissions made practical, innovative suggestions to resolve these difficulties. “Management” became an operative word as respondents suggested various ways of accommodating this important and much desired process. Flexible timetabling, itinerant teachers, students at large, community based programs, integrated work experience and part-time work and study were most frequently mentioned as possible processes of an “across agencies” education program for 15 - 18 year olds. The concept of an “education broker” who detailed each student’s program was convincingly argued. It was also mentioned that a senior school principal (or other key person) would clearly need management skills to co-ordinate a senior school program.

Student management and counselling

7.10 Senior school counselling needs were highlighted by the majority of submissions. All parties who responded to the issue saw counselling as needing “some review” at least, and at most “urgent upgrading”. Respondents often alluded to the frequency of hard-pressed teachers being pushed into the counselling role. They did not have the training and often lacked the expertise or time to fulfil the role adequately.
7.11 The paucity of experienced, fully trained secondary school counsellors was frequently deplored. The major areas of counselling need were listed as

(i) "In-School" course/subject counselling;
(ii) personal counselling;
(iii) career counselling (post-school study and employment opportunities); and
(iv) across agency counselling as provided by a "broker counsellor".

"In-School" counselling and the work of the "broker counsellor" frequently required not only counselling skills but management skills as well. This was an area which needed real and serious consideration.

7.12 Career counselling was seen as a right, not merely an option, for all year 11, 12 and 13 students. Within a rapidly changing and somewhat uncertain and unpredictable society, comprehensive, easily understood, up-to-date information on post-school study and employment opportunities should be available to all students. A computerized data base, regularly up-dated, was widely supported in spite of its initial cost. This sort of information was particularly requested for disadvantaged groups whose families or community contacts were unable to support them adequately. Although the data base was seen as invaluable, the fact that "its use must be consistently supplemented by strong and supportive human counsel" was a dominant view.

Re-entry and mature entry

7.13 The majority of informants applauded the idea of re-entry and associated it with a necessary "new flexibility" within post-compulsory schooling. The school milieu of the senior sub-school was seen as one which not only accommodated but supported re-entry by both young and mature age students.
Part-time work linked with senior schooling was also strongly recommended because it enabled students to make a more realistic transition from school to work and provided the economic "where-with-all" for students unable to afford full-time study at school. Some respondents saw difficulties in integrating 15 - 18 year olds with mature age students, and a few student submissions sounded a somewhat perplexed warning about difficulties young people would have coping with mature adults in school. TAFE structures and teaching methodologies were named as an appropriate model for a mixed student population.

For the future: the Enquiry's recommendations

Organisation of senior secondary schooling

Changes to adapt the senior secondary school to the new student population are being made in many schools in ways consistent with Education Department policies. It is clear that no particular way of organising senior secondary schooling holds sway nor are all ways applicable in all circumstances. Although there was a general recognition of the importance of making schools hospitable and capable of offering courses which were engaging, lively and demanding for a range of abilities and interests, respondents were divided on organisational means to achieve desirable ends. Both intra- and extra-school changes were mentioned as important. The concept of a "sub-school" has already been described in para 7.5. The Enquiry also draws attention to the concept of the "hub-school" (i.e. one school specialising in senior secondary schooling within a cluster) as worth further development in appropriate localities in order to overcome problems of small numbers of students on individual sites and to provide an appropriate climate for the age group and re-entrants.

IT IS RECOMMENDED

91. that moves towards flexible timetabling, itinerant teachers, students-at-large, community-based programs, integrated work experience and part-time work and study be further developed within schools and systems.
that, in appropriate localities, the concept of the "hub-school" be further developed to make more effective use of staff and other resources and that in rural areas this be in concert with the proposed moves for cottage/boarding accommodation.

93. that the concept of the senior secondary "sub-school" be encouraged as a means of promoting a climate suitable to the age group and re-entrants.

7.16 "Special-interest" schools are not uncommon, although most offer a wide range of studies in addition to their specialism. Where this is not so, the Enquiry would wish students still to be able to gain the SACE through cluster arrangements and for there to be developed, where appropriate, pathways from school to TAFE and other post-school programs.

IT IS RECOMMENDED

94. that "special-interest" schools be supported in designated areas of study and in appropriate localities, if they can provide, either within their own resources or through cluster arrangements, a range of studies leading to the South Australian Certificate of Education.

7.17 The notion of senior secondary schools as institutions in their own right offering a broad range of post-compulsory courses (including TAFE) did not receive strong support in submissions. It has levelled against it some of the objections made against the notion of the "hub-school": increase in student and teacher travel, loss of a neighbourhood school, and removal of leadership and role models provided by senior students. In addition, there are problems in the possible creation of an elite group of teachers with different conditions of service. If it were decided to establish such institutions, it would be necessary to identify any individual and professional problems related to the restructuring and to locate the schools in localities where there were perceived to be significant advantages and where, consequently, local and school communities were supportive.
Senior Secondary Schools have, however, advantages quite apart from their being particularly appropriate in some localities, since they

- blur boundaries between sectors;
- familiarise young people with additional opportunities for study;
- give opportunities to sample courses; and
- encourage the development of cross-crediting arrangements.

The Enquiry believes that it would be helpful to explore the establishment of one or two such institutions in association with TAFE colleges as a means of encouraging experimentation in cross-sectoral co-operation. This would be particularly useful granted the existence within a TAFE College of an Adult Matriculation School which could provide some of the necessary expertise for the venture.

IT IS RECOMMENDED

95. that, where locally favoured and where feasible, one or two senior secondary schools be established by the earliest possible date in appropriate areas.

Career counselling

Career counselling is seen as particularly important and its significance is highlighted in the Enquiry's paper *Issues and the Interface* (Appendix H), thus:

At present, career counsellors do provide some general information but this is rarely part of a systematic program which provides the type of up-to-date information about course and career requirements and prospects (formal and hidden). In the most advanced education systems, school counsellors are required to undertake formal training in their field and have access to extensive computerised banks of information about tertiary courses, employment opportunities and conditions in the labour market. This ought to be the case in South Australia as well.

A Tertiary Awareness Program of the type available in the western suburbs of Sydney would be useful in raising the awareness of all lower secondary students to the possibilities opened by tertiary education. Full and extensive counselling by trained counsellors and involving input from tertiary institutions and employer groups should commence well before year 12.
Many casualties in first year study or employment could be avoided if preparatory counselling was an integral part of senior secondary schooling.

The Commonwealth Department of Education 1985 report on "Careers Guidance and Counselling in Australia" suggested that there was an urgent need for a training policy for careers guidance and counselling personnel and for the development, adaptation and dissemination of careers education and guidance materials and strategies.

It would be especially helpful to provide career counselling for students in schools where there is a low retention rate. A suggestion that appropriately qualified persons be appointed to such schools has strong support in submissions.

**IT IS RECOMMENDED**

96. that more adequate counselling policies and services be developed for students in secondary schools and that additional counselling be available to students as they make decisions about post-school pathways.

97. that pilot appointments of student program managers (brokers) be made at senior level in five schools with relatively low retention for a period of three years, with responsibility for co-ordinating the management of post-compulsory student out-of-school placements and in-school programs.

7.20 Another problem area is that of maintaining up-to-date information about requirements for careers and available tertiary courses. Information about the structure and changes in the labour market is also difficult to obtain: there is no equivalent of the commitment, evident in the USA, Germany and Japan, to the free interchange of labour market and educational output information. Overseas there are a number of examples where this career pre-requisite information is available in a computerised bank which young people and counsellors can easily access. The initial cost of establishing such a system is high, but annual updating is relatively inexpensive.
IT IS RECOMMENDED

98. that a computerised bank be made available through which young people and counsellors may have access to career pre-requisite information.

99. that by 1993 and earlier if possible each South Australian secondary school have a specific policy statement within its school achievement plan stating what it can offer to post-compulsory students by itself or in cooperation with other schools and how its offerings connect with further pathways.
CHAPTER EIGHT: IMPLEMENTATION

8.1 In the matter of implementation of recommendations accepted by the South Australian Government, the Enquiry has received three sets of comments, viz. implementation by

- a committee comprising the chief executive officers of major interest groups;
- a committee appointed by the relevant Minister(s) and comprising a limited number of people (approximately six) knowledgeable about various areas relevant to the recommendations but not representative of interested parties; or
- an advisor appointed by the relevant Minister(s) who would consult with the interest groups.

8.2 In all cases, the aim of the committee/person would be not only to monitor action on the Report but also to recommend ways of drawing together in the longer term the interested parties to promote co-ordination in the delivery of post-compulsory education and to ensure an organised approach consistent with Government policy.

8.3 The Enquiry is of the view that the first of the suggested approaches would be ineffective in view of the essential need to co-ordinate the policies and activities of agencies with different interests. The second runs the risk of being a further enquiry into the recommendations of this Report since its membership will not have been involved in the overall considerations of the present Enquiry. The third seems to be the most effective of the three as long as there is adequate consultation to work out the fine detail of recommendations which have not been finalised or for which formal agreement has not been possible before publication of the Report. It has the advantages of the first without its drawbacks.
8.4 With regard to the long-term arrangements, the Enquiry accepts the role for a co-ordinating group as outlined in the paper *Issues at the Interface* (Appendix H). The paper comments that, given the resources are limited and that the needs of all groups in the community should have equal consideration, there is a requirement for co-ordination in the provision of courses and services across all sectors. As a result, a suggestion is made for the establishment of a small, independent policy advisory group whose major functions could be

- to identify the state's post-compulsory educational needs and establish state priorities;

- to review the adequacy of educational resources (facilities, equipment, staff and personnel) available in sectors and institutions (this would include an identification of areas of excellence, overlap and need); and

- to clarify and to co-ordinate policies, goals and functions of sectors and institutions.

8.5 The Committee would be advised by and co-ordinate advice from the various interest groups and consult with the Joint Planning Committee established by the State and Commonwealth Governments as a result of the recently published Commonwealth paper, *Higher Education: A Policy Discussion Paper* (7).

**IT IS RECOMMENDED**

100. that the Minister of Education in consultation with the Minister of Employment and Further Education appoint an advisor to

- monitor, in the initial stage, implementation of the recommendations of this report; and
Implementation 3

recommend ways of drawing together, in the longer term, the interested parties to promote co-ordination, efficiency and effectiveness in the delivery of immediate post-compulsory education and to ensure that there is a coherent, organised approach consistent with government policy.

101. that the appointee consult with the major interest groups in performing the above functions and report to the Ministers by June 30th, 1988.

8.6 The date for full introduction of the South Australian Certificate of Education will be, of course, contingent on a number of decisions and consequent activities as is indicated in Attachment 9.

IT IS RECOMMENDED

102. that the timetable of implementation be as indicated in the relevant recommendations and as summarised in Attachment 9.

103. that the Ministerial Advisor consult the major parties concerning their own implementation timetable and submit to the relevant Ministers a detailed implementation plan at the earliest possible date.

8.7 A commonly reported problem was that of a general unawareness by the community of immediate post-compulsory school structures and their curriculum, assessment and certification procedures. Changes brought about by the Enquiry should be spelled out in a well-planned community awareness program using public media. In this way all members of the community - employers, parents, tertiary institutions, students and teachers - would be better informed and have clearer notions about the purposes and processes of immediate post-compulsory secondary schooling.

IT IS RECOMMENDED

104. that there be a well-planned awareness program to inform the community of any changes brought about by the Enquiry and, more generally, of the processes and purposes of secondary schools in immediate post-compulsory schooling.
8.8 Implications of the above recommendations are that

* an appointment of Ministerial Advisor should be made as soon as possible;

* there should be early agreement on

  * the inter-relatedness of years 11 and 12;

  * the introduction of the South Australian Certificate of Education;

  * the establishment of the Committee to advise on cross-crediting; and

  * agreement about the roles of school systems and SSABSA in curriculum (re)development for the new Certificate.
RECOMMENDATIONS

Major recommendations are highlighted.

Recommendations on which early decision by the Government is sought are indicated thus **

General

1. that the South Australian Government support the changes recommended in this Report.

2. that increased participation in schooling to the end of year 12 be actively encouraged.

3. that the South Australian Government press the Commonwealth to vary its provisions for financial support of young people so that continued participation for all may be made possible to the point of successful completion of immediate post-compulsory education.

Curriculum Patterns

4. that there be clear and common rules for all students undertaking studies during this time through the establishment of a recognised curriculum during the immediate post-compulsory years which would
   
   - ensure access for all young people and re-entrants to the domains of knowledge and experiences which enable and enrich participation in Australian society; and
   
   - both expand their general education and provide a broadly based preparation for entry into employment and further and higher education.

5. that from the beginning of 1989 post-compulsory secondary education be regarded as a 2 year (or equivalent) phase in its own right and be planned as a coherent, co-ordinated set of experiences.

6. that

   - a generalised curriculum pattern of 22 units be adopted for Stages 1 and 2 of the common two year pattern; but

   - this be dependent on further consultation on and a report by the Ministerial Advisor (Recommendation 100) to the Minister of Education by no later than March 31 on the desirability of an increase in the number of units from 10 to 12 in Stage 2 of the two year program.
Recommendations 2

7. that all existing Year 12 units be reviewed by the Senior Secondary Assessment Board of South Australia to determine whether an appropriate balance has been struck between
   - content and process
   - applied and theoretical knowledge
   - individual differences and common features
   - teacher responsibility and student responsibility
   - vocational and general emphases.

8. that, if appropriate, curricular construction be in units of a semester's duration in order to provide a more flexible basis for the combination of studies required for completion of secondary education.

9. that each unit within the total curriculum include, as appropriate, skills and processes which are regarded as essential learnings for all young people in the post-compulsory age group.

10. that school systems, tertiary institutions and the Senior Secondary Assessment Board of South Australia establish a curricular project in the area of mathematics to
   - examine the way in which Mathematics programs affect the progression of students in compulsory and non-compulsory schooling;
   - survey and evaluate present programs in non-compulsory schooling, taking account of the conclusions of the study conducted by the Enquiry;
   - investigate the appropriate content and time allotment in post-compulsory schooling for students aiming at mathematics/science courses in higher education; and
   - if appropriate, propose revised and/or new programs in the light of this review and that proposed in Recommendation 90.

11. that the 22 unit curriculum provided during senior secondary schooling contain as components
   - 4 semester units of studies concerned with the use of English within which Stage 2 will emphasise the language of discourse in a range of areas;
   - 3 semester units of Arts/Humanities/Social and Cultural studies, including 1 unit of Australian Studies; and
   - 5 semester units concerned with Mathematics/Science/Technology within which Stage 2 with emphasise the application of quantitative/observational skills in a range of areas.

12. that there be a more systematic exchange of information and dialogue between curriculum development agencies, employers, and secondary schools leading to more carefully planned and co-ordinated work preparation programs.
13. that the study of work in modern society and a related exploration of future options through study and actual experience in the workplace be developed as a recognised area of concern in both compulsory and non-compulsory secondary education. (At the latter level this could be developed across the curriculum as presently proposed by the Education Department at year 11, a discrete unit as recently developed by the Senior Secondary Assessment Board of South Australia and/or a segment within a student's major study in the second year of the two year program (Recommendation 40).)

14. that a curricular framework (Recommendation 41) be developed for a semester unit in Australian Studies which will be part of the two year curriculum for all students. It should provide a basis of shared understanding within the Australian community and, where possible, make use of students' interests and other studies.

15. that the unit preferably be located in Stage 1, but its placement be dependent on a consideration of the overall two year program.

16. that, together with an increased emphasis on literacy throughout the curriculum, all students during Stage 1 undertake two semester units concerned with English language use and associated literacy skills. (These units could well use the framework described in the recent publication of the Education Department, The Connecting Conversation.)

17. that, in view of significant public concern about achievement in literacy, consideration be given to the means by which confidence in standards may be assured.

18. that, after further review, presently available studies approved by the Senior Secondary Assessment Board of South Australia be categorised, where appropriate, as studies in which students frequently use extended writing and speaking ("language rich"), the categorisation to be based on syllabus expectations as exemplified by common assessment practice in the area of study.

19. that "Languages Other than English" be included in this category in terms of the stated objective of the Senior Secondary Assessment Board of South Australia Assessed Framework for Language at Senior Secondary Level, viz., that "students will be able to ... demonstrate the ability to move between the target language and English in appropriate communicative activities".

20. that units in the "language rich" category be reviewed or developed to emphasise the language of discourse in the area of study and in the case of Languages Other than English to ensure attention to the structure and use of the English language.
21. that, after further review, presently available studies approved by the Senior Secondary Assessment Board of South Australia be categorised, where appropriate, as studies in which students frequently use manipulation of data, quantitative reasoning and/or experimental observation, the categorisation to be based on syllabus expectations as exemplified by common assessment practice in the area of study.

22. that units in the above category be reviewed and/or developed to emphasise the linguistic aspects of the areas of study.

Assessment in Context

23. that the principles set out in paragraph 4.20 inform curriculum construction for studies during post-compulsory schooling.

24. that assessment be viewed as an integral part of the whole teaching/learning process.

25. that the Senior Secondary Assessment Board of South Australia Act, 1983 be amended to specify clearly the responsibility of the Board to foster studies which serve the whole of the relevant age cohort and which encourage further participation by those who have previously left the education system without completing this phase of their education.

26. that the Senior Secondary Assessment Board of South Australia in conjunction with the other interested parties continue to explore a range of assessment modes to support a curriculum designed to offer suitably demanding educational programs to the whole of the immediate post-compulsory age group and in so doing take account of the need to maintain public credibility.

27. that as an interim arrangement, that is, until the end of 1989, the three different systems of Senior Secondary Assessment Board of South Australia assessment (examinations together with school assessment moderated by examination, school assessment moderated by visitation, and school assessment registered by the Board) continue.

28. that subjects accredited by the Senior Secondary Assessment Board of South Australia no longer be classified according to the presence or absence of an examination component in their assessment, but rather by the characteristics of their syllabuses (eg "English PES" could become "English Literature", "English SAS" "English Expression").
29. that institutions of higher education be encouraged to specify subjects on the relevance of their syllabuses towards tertiary study, rather than on the presence or absence of a public examinations component.

30. that personnel policies affecting schools reassert the essentially educational function of schooling, emphasising the encouragement of all young people to complete their secondary education and, in particular,

   that policies and practices of teacher promotion, transfer, placement and recruitment be further developed as a matter of urgency to reflect clearly the importance to optimal learning for students of well-qualified teachers using flexible and responsive teaching methods in planned, co-ordinated, stable and intentional learning programmes; and

   that incentives be created for performance appraisals and in-school and out-of-school professional development for teachers which focus on

   - student program management;
   - pastoral care; and
   - adaptive learning styles,

   suited to the full range of cultural backgrounds and intellectual and physical capacities of students.

31. that tied funding be provided for a five year period within school grants (to be the subject of specified reporting to and response from School Councils or governing bodies) to support professional development within the context of the school's overall curriculum plan.

32. that arrangements be made by the Government with the institutions of higher education for facilitating teacher exchanges between a range of faculties and schools.

33. that similar arrangements be made to enable teacher exchange and/or placements in industry, business and commerce.

Certification

**

34. that the completion of the agreed pattern of studies be marked by the award of the South Australian Certificate of Education (SACE) based on the curricular policies recommended in this Report.

35. that South Australian Certificate of Education be awarded by the Senior Secondary Assessment Board of South Australia.
36. that the South Australian Certificate of Education record only the highest level of achievement gained in units attempted more than once, but that a transcript of results be available on application by a student.

37. that, except in the case of special entry provisions, the South Australian Certificate of Education be a requirement for entry to institutions of higher education (Recommendation 85).

38. that a transcript of results be available on application by a student who has not completed all South Australian Certificate of Education requirements.

39. that, together with the South Australian Certificate of Education, school achievement records continue to be available.

40. that the South Australian Certificate of Education be awarded to students who enrol for and record achievement in 22 approved units of study of which at least 6 shall be at stage 2 level; within those 22 units, undertake the curriculum pattern requirements as specified in Recommendation 11; and record successful achievement in at least 16 of those 22 units including units in English and advanced sequential units, as follows:

   a 2-unit sequence in English language and literacy skills; and

   three 2-unit sequences of approved subjects at a Stage 2 level (major studies);

where successful achievement means:

   at stage 1 level, an achievement called "satisfactory"

   at stage 2 level, an achievement recorded as a grade "C" or better

   or, for Community Studies, a level of "completed".

41. that curricular frameworks for stage 1 of the South Australian Certificate of Education be developed by the school systems in co-operation with the Senior Secondary Assessment Board of South Australia.

42. that student achievement in such studies be reported by schools (or by whatever "within school" arrangements the various school systems wish to use) to the Senior Secondary Assessment Board of South Australia for inclusion in the proposed South Australian Certificate of Education.
43. that all units within the Certificate be approved by the Senior Secondary Assessment Board of South Australia, as follows:
   . framework approval for stage 1;
   . accreditation of syllabuses in stage 2; and
   . registration of school-based subjects in stage 2

44. that in undertaking in 1988 its review of registered subjects,
   . the Senior Secondary Assessment Board of South Australia consider and advise on the conditions relating to the use of registered subjects in the South Australian Certificate of Education; and
   . consult with major interests both during the review and before completed recommendations are approved, since the conclusions will affect access to the South Australian Certificate of Education.

45. that the award of the South Australian Certificate of Education be available on completion of requirements and not be contingent on completion in any particular time frame.

46. that failure to reach a particular level of achievement in South Australian Certificate of Education studies be redeemable by further study and assessment.

47. that institutions of higher education consider how entry criteria derived from the South Australian Certificate of Education may be managed in ways which do not disadvantage some groups of students.

48. that the requirements of the South Australian Certificate of Education allow for acceptable experiences of young people in addition to those gained in schools, and encourage early school leavers to continue their studies in other environments or to return at a later date.

49. that the Senior Secondary Assessment Board of South Australia Act 1983 be amended to empower the Board to accredit courses contributing to the requirements of the Certificate.

50. that the South Australian Certificate of Education be introduced in 1990 and be fully operational by 1993.

51. that after a seven year period, or earlier if requested by any of the school systems, the Senior Secondary Assessment Board of South Australia, the tertiary sector or any other significant groups, the Minister arrange for a widely consultative review of the agreed curriculum pattern.
52. that the Minister of Education, in the light of the increased responsibilities of the Senior Secondary Assessment Board of South Australia, request it to review and report on its management practices with a view to strengthening mechanisms which aid formal communication with and input into its decision-making processes, and in doing so consider, inter alia,

- extending reference/consultative processes to ensure close consultation with various interest groups (one such could be continuation of the reference groups established by the Enquiry, viz., employers/unions, parents, students, teachers, tertiary institutions);

- ensuring in particular that curricular frameworks are developed with the formal involvement of school systems and, where appropriate, other interested parties; and

- ensuring that opportunities exist, e.g. seminars, to exchange views with a wide range of people on issues causing concern.

Pathways

Relationship of schooling and further education

53. that post-compulsory secondary education be the responsibility of the school systems, continuing roles being taken by TAFE and industry-based training schemes for the minority who choose to opt out of senior secondary education between 15-18.

54. that, in view of increasing numbers of students remaining at school, arrangements be made which provide efficient and effective education and training programs using the co-ordinated offerings of other accredited providers.

55. that co-operative program arrangements between schools and TAFE be reviewed to take into account the changing needs of industry and the increasing participation in immediate post-compulsory schooling.

56. that the provision in schools of options which substantially follow Technical and Further Education syllabuses be considered for inclusion in the South Australian Certificate of Education where there is a demand for them and where no appropriate Board units can be provided.

57. that local initiatives of the linked curriculum kind developed between individual colleges and schools and co-operatively implemented, be given support provided they fit the policy framework developed in accordance with Recommendations 40 ff.

Transition from school to work and further study

58. that the Senior Secondary Assessment Board of South Australia, schools systems, tertiary education institutions and employers co-operate to align studies at the senior secondary education level more directly with a general preparation for further study and/or employment.
59. that, recognising the long-term needs and emerging trends in Australian industry for a multi-skilled workforce, pre-employment preparation be based upon the provision of a broad general education, give priority to the development of "generic vocational skills" and not confine students to specific vocational pathways prior to the completion of Certificate requirements.

60. that such general pre-employment preparation be as far as possible undertaken in schools. This should not exclude the possibility of other structural approaches to the delivery of the curriculum, such as cross-crediting and Senior School arrangements (Recommendations 64 - 67; 95).

61. that groupings of occupations which could provide the basis for practical vocational studies at Stage 2 level having relevance to a number of occupations be further developed by the Industrial and Commercial Training Commission in consultation with the Senior Secondary Assessment Board of South Australia.

62. that the Industrial and Commercial Training Commission be asked to provide advice to schools and the Senior Secondary Assessment Board of South Australia on the content of vocational training programs in order to assist the development of appropriate curricula.

63. that the Department of Technical and Further Education give schools broad advice, suitable for counselling purposes, on desirable preparatory studies for Technical and Further Education Certificates and Associate Diplomas.

Cross-Credit

64. that a committee, advisory to the Ministers of Education and Employment and Further Education, be established to

- provide advice on co-operative policy development at the secondary and tertiary education and employment interfaces among agencies accrediting or providing educational services at these points;

- devise, note and recommend ways in which the agencies could articulate their services and, in particular,

  * review current and proposed cross-crediting arrangements between the South Australian Certificate of Education and Technical and Further Education programs;

  * review the standing of accredited studies as entry requirements (and, where appropriate, for credit) between further and higher education; and
Recommendations 10

* recommend to the agencies co-operative action in relation to curriculum development to ensure that the common interests of young people, of the economy and of the agencies themselves are well served.

- provide advice to the relevant government Ministers on matters related to these purposes; and
- report to the relevant government Ministers from time to time on co-operative provisions and their effectiveness.

65. that membership of the Committee be representative of educational and/or accreditation agencies and industry groups.

66. that the Committee facilitate, where appropriate, cross-status arrangements between units accredited by the Senior Secondary Assessment Board of South Australia, Technical and Further Education certificate courses and vocational training programs approved by the Industrial and Commercial Training Commission. Negotiations should include the areas of Business Studies, Health and Care, Hospitality, Art and Design, Agriculture and Technology.

67. that the Committee develop a clear policy framework within which local initiatives in Technical and Further Education/schools co-operation can be placed, including:

- mechanisms which ensure appropriate status, recognition and/or accreditation for studies;
- appropriate identification of needs and priorities for co-operative action;
- mechanisms whereby arrangements can be provided which are equitable and which are broadly accessible to all South Australian students;
- mechanisms for appropriate funding; and
- a provision that such schemes meet the needs of a post-compulsory curriculum.

68. that, following the establishment of the above Committee, the Youth Education Consultative Committee which currently undertakes some of the recommended functions be discontinued.

69. that, with a view to the development of co-operative program arrangements between Technical and Further Education and schools, the Ministers of Education and of Employment and Further Education seek advice on the need for a single course evaluation agency for post-compulsory education and training programs other than higher education programs accredited through the Office of Tertiary Education and, in doing so, consider

- such an agency's relationship with overall management arrangements (Recommendation 100);
- implications for agencies presently carrying out these functions; and
- the arrangements appropriate for Associate Diplomas offered by the Department of Technical and Further Education.
Transition from TAFE to higher education

70. that the Office of Tertiary Education in association with the Advisory Committee on Cross-Crediting conduct discussions with the Department of Technical and Further Education, the Universities and the Colleges of Advanced Education with a view to developing state guidelines for the acceptance of relevant Technical and Further Education courses for admission and status in higher education courses.

71. that as a first measure serious consideration be given to the acceptance of appropriate Department of Technical and Further Education Certificate level studies for admission purposes to higher education courses.

72. that all tertiary institutions include in their curriculum processes methods to improve mutual communication and co-operation. This may be facilitated by adding representative positions to course planning/curriculum committees.

73. that the Office of Tertiary Education initiate a research program to monitor the number of total applicants with Technical and Further Education qualifications who are admitted to the respective higher education institutions in comparison with other students, and the success of the former Technical and Further Education students in relation to students selected on the basis of other criteria.

74. that the Office of Tertiary Education establish a formal mechanism whereby, in conjunction with Technical and Further Education and the higher education institutions, credit transfer arrangements for Technical and Further Education students are regularly reviewed. These reviews should aim to reduce duplication of courses at the same level between Technical and Further Education and higher education and aim at providing greater flexibility for Technical and Further Education graduates wishing to gain professional recognition.

Schools and higher education

75. that higher education selection criteria be determined and maintained in such a way as to
   - minimise detrimental effects on the school curriculum; and
   - provide as much curriculum flexibility as is consistent with other principles.

76. that higher education institutions review their admissions processes and, in consultation with the schools systems, develop agreed principles and procedures for admission and selection.

77. that advice and information be more readily available to students to help them to understand the character and implications of further study and arrive at deliberate decisions to attempt it.
Recommendations 12

78. that, with particular reference to professional courses, consideration be given by the institutions of higher education to delaying selection until the end of a student's first year of tertiary study to allow for transfer across faculties and, ideally, across institutions.

79. that the notion of a bridging year following completion of the South Australian Certificate of Education be explored by institutions of higher education.

80. that the higher education institutions move away from relying on a single aggregate score in selection and towards developing a selection process which achieves a better match between young people and their desired futures.

81. that institutions of higher education establish an inter-institutional working party to review the scaling process with a view to providing a basis for ensuring comparability between subjects which is objectively fair and capable of public justification. (The Working Party should include subjects presently designated School Assessed Subjects in its review and involve the Senior Secondary Assessment Board of South Australia in its deliberations.)

82. that, in the meantime, aggregates be derived in ways which minimise the effects of scaling.

83. that the Ministerial Advisor consult with the institutions of higher education, the Senior Secondary Assessment Board of South Australia and school systems to devise a consultative process and an inter-locking timetable for changes in higher education entry criteria.

84. that the rule that an aggregate score of 59 amounts to matriculation be revoked and the use of the term "matriculation" be discontinued.

85. that, for admission to an institution of higher education, a student be required to have

- completed the requirements for the South Australian Certificate of Education, as in Recommendation 40;
- performed satisfactorily in 6 semester units acceptable to the institution for contribution to the entry aggregates. These would be at stage 2 level and include in acceptable sequences the "best 6" units covering assumed knowledge;
- performed satisfactorily in 4 other semester units which would typically be at stage 2 level;
- achieved a sufficiently high ranking in entry aggregates to have gained a place in a course for which application has been made; and
- met other relevant criteria as specified by the various institutions for admission.
that institutions of higher education determine individually or together subjects which are acceptable as contributing to the aggregates. (In the event that scaling is retained (Recommendation 81) all such subjects would have either to be scaled by the Senior Secondary Assessment Board of South Australia or assessed in a way which would enable tertiary institutions to scale them.)

that no institution specify more than 8 of the semester units to be undertaken during stage 2.

that, for the present, the practice of "assumed knowledge" be maintained, but that tertiary institutions be required to discuss their specifications with other interest groups, to spell them out, to justify them and make clear how they might be met.

that there be limits on the degree to which any faculty can prescribe a pattern of studies and that faculty which currently assumes knowledge of more than 6 semester units for any course be required to discuss with the Ministerial Advisor the ways of reducing the number of such units.

that, in relation, to this matter the higher education sector investigate

- its requirements for "assumed knowledge";
- how well these are presently met and how they might best be achieved; and
- how such requirements can fit within the provisions of the South Australian Certificate of Education.

In any such investigations, other interested parties should be involved and the findings discussed with the Senior Secondary Assessment Board of South Australia and other appropriate bodies with a view to curricular revision.

Organisation and Delivery

that moves towards flexible timetabling, itinerant teachers, students-at-large, community-based programs, integrated work experience and part-time work and study be further developed within schools and systems.

that, in appropriate localities, the concept of the "hub-school" be further developed to make more effective use of staff and other resources and that in rural areas this be in concert with the proposed moves for cottage/boarding accommodation.

that the concept of the senior secondary "sub-school" be encouraged as a means of promoting a climate suitable to the age group and re-entrants.
94. that "special-interest" schools be supported in designated areas of study and in appropriate localities, if they can provide, either within their own resources or through cluster arrangements, a range of studies leading to the South Australian Certificate of Education.

95. that where locally favoured and where feasible, one or two senior secondary schools be established by the earliest possible date in appropriate areas.

96. that more adequate counselling policies and services be developed for students in secondary schools and that additional counselling be available to students as they make decisions about post-school pathways.

97. that pilot appointments of student program managers (brokers) be made at senior level in five schools with relatively low retention for a period of three years, with responsibility for co-ordinating the management of post-compulsory student out-of-school placements and in-school programs.

98. that a computerised bank be made available through which young people and counsellors may have access to career pre-requisite information.

99. that by 1993 and earlier if possible each South Australian secondary school have a specific policy statement within its school achievement plan stating what it can offer to post-compulsory students by itself or in cooperation with other schools and how its offerings connect with further pathways.

Implementation

** 100. that the Minister of Education in consultation with the Minister of Employment and Further Education appoint an advisor to

- monitor, in the initial stage, implementation of the recommendations of this report; and

- recommend ways of drawing together, in the longer term, the interested parties to promote co-ordination, efficiency and effectiveness in the delivery of immediate post-compulsory education and to ensure that there is a coherent, organised approach consistent with government policy.

101. that the appointee consult with the major interest groups in performing the above functions and report to the Ministers by 30 June 1988.

102. that the timetable of implementation be as indicated in the relevant recommendations and as summarised in Attachment 9.
103. that the Ministerial Advisor consult the major parties concerning their own implementation timetable and submit to the relevant Ministers a detailed implementation plan at the earliest possible date.

**104. that there be a well-planned awareness program to inform the community of any changes brought about by the Enquiry and, more generally, of the processes and purposes of secondary schools in immediate post-compulsory schooling.
### APPARENT RETENTION RATES OF PUPILS FROM YEAR 8 TO YEAR 12, BY SEX, ALL SCHOOLS, SOUTH AUSTRALIA (Per cent)

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Participation in post-compulsory education
S.Aust 1975-1986

Year

Source: SSABSA
A 12 Semester Year 12

The benefits of the proposal are seen as

- a greater flexibility of student choice including an increased opportunity to undertake a broad general education;
- greater integration of years 11 and 12;
- increased possibility for students wishing to proceed to further studies to keep options open; and
- the opportunity to give more prominence to Languages Other than English (LOTE) for the majority of students.

The move to a 12 semester year program is appealing, partly because of the symmetry such an arrangement would provide for studies in depth over a two year period, more importantly because of the space created for other studies in a curriculum of which more is being required.

In this context, the Enquiry has been pressed to consider in particular the implications for the learning of LOTE of the recently released and federally endorsed National Policy on Languages. (1)

"For planning purposes Australia needs to extend the base of general bilingual skills in the schooling system, harmonise its school languages teaching with its external economic needs, and actively seek to benefit from the presence of communities of Australians whose bilingualism and biculturalism are to our national economic advantage".

In South Australia, the Minister of Employment and Further Education, in an address on "Immigration, Multiculturalism and the Economy" to the national conference of the Centre for Multicultural Studies, stressed the general need for the training of young people in areas vital for the State's economic and technological development and the need to complement this training with equally essential preparation in a LOTE. The South Australian Education Department paper, "Languages Policy", comments that the Department "will develop procedures to provide continuity of language learning between primary and secondary schools". Such clear and consistent recognition of the importance of LOTE points, it is argued, to the study of at least one LOTE as an integral part of the two year program, a suggestion made more feasible by the existence of a National Assessment Framework for Languages at the Senior Secondary Level which allows assessment at various levels of competence. A corollary is the adoption of a "12 semester" unit year 12.

The general educational advantages of a "12 semester" year 12 and the particular economic advantages of specialism (within a general education) in the areas of Mathematics/Science/Technology and in LOTE make the proposition one of some merit.

There are, however, problems, these being that it would

- reduce content in each full subject by at least 20% and therefore further reduce the present specialist preparation of students proceeding to further study;
- not necessarily or easily reduce expectations of student performance to the same extent;
- increase student stress; and
- require extensive curriculum redevelopment, not only involving a reduction in content at year 12 but also a review of the content and sequencing across the 2 year program.
SSABSA Suggestions for Year 11 English Provision

1. The curriculum guidelines and teaching programs already in schools provide a good base for the development of appropriate English language communication skills by the end of year 11.

2. The curriculum and teaching tasks are substantial however, and need support through the provision of specialist teachers, suitable teaching facilities, sufficient teaching time, and adequate levels of in-service and advisory services.

3. Resources are required in each of the above areas to ensure that the needs of all pre-year 12 students are met. This is especially important for students of non-English speaking backgrounds.

4. Consultation with appropriate parties in the community show that these provisions and activities do provide a proper response to their concerns about English language development.

5. Teacher assessments in English at year 11 provide the natural and proper basis for reporting to the community on student language development.

6. Teacher and school reports are being developed and could be extended or co-ordinated in order to provide useful statements in a readable format about the language capabilities of individual students.

7. For the purposes of a public affirmation of standards of achievement in English language development, a form of random moderation among schools could be developed if this was felt to be needed.

8. Such random moderation could be handled on a within-school-system basis, but a central agency (ie SSABSA) could be commissioned to undertake the task if desired, and if funding was made available.

9. English language development should continue in year 12 in a diversity of subject contexts, with special measures being taken or provided for those students whose skills were reported as being inadequate at the year 11 level. Redemption provisions must be provided for such students.

10. Tertiary education institutions should describe the ways in which they seek to promote the continuing development of English language skills in the context of their own courses.

11. Reports of student English language achievements, in moderated form, could be summarized on the present SSABSA Certificate of Achievement.

12. Any move towards a comprehensive two-year (year 11-12) curriculum in the senior secondary years would facilitate these arrangements.

13. Better communications are needed among schools, tertiary institutions, employers and the general community about the language achievements of students and the work of their teachers in the present-day context of South Australian schools.
English Language Rich Subjects

A Tentative List

English P
English SAS
English as a Second Language
Agricultural Communication
Communication for the Hearing Impaired
Community Studies
- Expression and Communication
- The Writing Process
- Australian Literature and Society
American History
Ancient History
Ancient Studies
Australian History
Australian Studies
Classical Studies
Contemporary World History
Drama/Drama P
Legal Studies
Media Studies
Medieval History
Modern European History
Modern World History
Music History & Literature
Politics/Politics P
Religion Studies/Religion Studies P
Social Studies
Law & Business
### Best three subjects in a five-subject group

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* Includes Degree in Arts, Economics (General Stream) and Education.

**Note:** Attrition rate is defined as the percentage of students lost to a particular course, institution, or to higher education as a whole during the year.

**Source:** Power C et. al., Student Withdrawal and Attrition from Higher Education. National Institute of Labour Studies, Flinders University, 1986.
## TIMETABLE OF IMPLEMENTATION

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REFERENCES


   Canberra, 1985.


