

THE EXPANDING ROLE OF THE
SENIOR SECONDARY COLLEGES

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This dissertation is submitted
to the Centre for Education,
University of Tasmania,
as part of the requirements
for the degree of Master of Education.

1983

*to be conferred
1984*

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ABSTRACT

Matriculation Colleges in Tasmania were established for a selective intake of students. As the retention rates at grades 11 and 12 has increased over the last two decades, senior secondary colleges have widened their educational programmes to meet the needs of this growing number of students.

With the pressure on educational systems to increase their educational provisions, various moves were made to rationalize post-compulsory education.

A review of alternative courses and provisions made in other states and overseas shows that educational authorities are gradually responding to the changing needs of the upper secondary students.

Attempts to broaden the curriculum have been hampered by the existing matriculation requirements. To encourage educational institutions to provide more relevant courses for all students, attempts have been made to issue a more widely recognized certificate. As well as this, it has become necessary to increase the prestige of such certification among students, their parents and the wider community, in order that these new courses may be seen as a viable and acceptable alternative to the more traditional existing matriculation certificate.

Tasmania has led other states in providing relevant education for 16 to 19 year olds by the establishment of community colleges.

Whilst there have been some initial problems in establishing fully integrated community colleges, the concept remains valid as these colleges facilitate increased provisions of educational opportunity.

CHAPTER ONE

INTRODUCTION - THE GENERAL HISTORICAL OVERVIEW

In this chapter it is proposed to briefly trace the establishment of matriculation colleges in Tasmania from the era of selective intake to the evolution of secondary/community colleges which has occurred over the last decade. The present secondary/community colleges cater for a more comprehensive intake including the adult/community population. It is also intended to review the developments which have taken place in other states as well as overseas.

The Situation before Matriculation Colleges were Established.

Before the matriculation colleges were established there were three types of secondary schools in Tasmania according to Doe (1963, 6). First, there were 25 high schools strategically scattered throughout the State, with noticeable gaps in the Midlands and on the East Coast. Second, there were 5 District High Schools at George Town, Scottsdale, St. Mary's, King Island and Cressy which had secondary tops on existing primary schools, and third there were 36 Area Schools which had a distinctive local role to play for the non academic post-primary pupil.

Reasons for the Establishment of Centralized Matriculation Colleges.

The establishment of matriculation colleges in Tasmania was linked to the growth of non-selective district high schools. Two departmental committees were established, one in Launceston in 1959 and the other in Hobart in 1960, to investigate the development and organization of post-primary education in each area. In May 1959, the

Launceston committee recommended the eventual establishment of a matriculation centre with its first intake in 1964. According to Kearney (1978, 24) this was adopted as departmental policy, but the recommendation appeared to have been overshadowed by proposals for four non-selective high schools in the Launceston area.

At the request of the Minister for Education, the Hobart committee considered in detail the matter of centralising matriculation studies but recommended in August 1960 that matriculation classes at the Hobart High and New Town Technical High schools be continued. It also proposed as a long range objective, the establishment of sufficient non-selective district high schools with matriculation classes, to serve the area under review. The committee was reconvened in July 1961 and a sub-committee was formed for the specific purpose of considering matriculation classes. This sub-committee recommended the establishment of a matriculation college in Hobart by 1963 with an extension of the principle to Launceston and the North-West Coast. The Minister for Education accepted the recommendation and announced in August 1961 that the Hobart High School would become the central matriculation college for the Hobart area from the end of that year. A second matriculation college opened in Launceston in 1967, and a third in Hobart in 1970.

According to Barcan (1980, 299) concern over academic standards encouraged the decision in 1960 to convert the former selective high schools in Hobart and Launceston into colleges providing fifth and sixth form courses for matriculation students. The need to conserve qualified staff was another reason for the creation of these colleges.

In 1961, the Tasmanian Education Department made a decision affecting matriculation students in all state secondary schools:

opportunities to gain university entrance qualifications were to be offered in four centres only - Hobart, Launceston, Burnie and Devonport. Moreover, Hobart High School was to have no further intakes of junior secondary students after 1961. By the end of 1964 the last junior classes had passed through the school. In Launceston the end of 1966 saw the last of the junior classes. Burnie and Devonport High Schools had a large matriculation section with a normal four year comprehensive high school.

In 1973 a new college at Rosny was established, to cater for students on the eastern shore of the Hobart area. According to Hortle (1979, 55) this was the first college in Australia specifically designed for fifth and sixth year secondary students. Three more colleges were established for senior secondary students in 1975 - the Hellyer College at Burnie, the Don College at Devonport and the Alanvale College in Launceston.

The term "secondary college" was accepted in the mid-seventies to describe all colleges which had previously been named matriculation colleges, however, two of the Colleges, Hobart and Elizabeth, chose to keep "matriculation" in their titles. According to the Report on Further Education in Tasmania (1978, 1) these seven colleges have been classified as secondary colleges since the beginning of 1975. These secondary colleges have been administered by the Division of Secondary Education and have therefore maintained close links with high schools.

Officially the 1961 decision to establish the matriculation colleges was based upon three presumed advantages:

- (a) the maximum use of qualified staff,
- (b) the provision of a full range of subjects,

- (c) the need for matriculation students to have a different atmosphere, treatment and organization from lower school pupils.

The philosophy of the Matriculation Colleges was quoted by Dwight Brown (1967, 20) from R. Wearing King, Times Educational Supplement, February, 1965.

If you cannot perceive, that the youth of 17 is nearer to the young man who is four years his elder than he is to the child who is four years his junior, that at bottom he no longer wants to be in the environment where he spent his twelfth birthday, and that this is a part of his search for adult dignity; that the watershed comes at about 16, some little time after puberty; then I can only classify you among the great majority of adults, well represented in the educational and medical professions, who just do not understand young people.

King's assertions, characteristically forthright, exemplified the thinking that has underlined the establishment of the matriculation colleges in Tasmania. According to Neilson (1972, 12) the system of matriculation colleges which was based on this philosophy has flourished, to become an accepted and respected part of education in Tasmania as well as in other States.

Review of Developments in Other States.

Although Tasmania was the first State in Australia to establish separate senior secondary colleges, various initiatives were made in other states, as the review of the developments which have taken place in other states and territories of Australia show.

The Australian Capital Territory (A.C.T.)

A study by Barcan (1973, 19) showed that the agitation for senior high schools, that is, separate schools catering for fifth and sixth form pupils, had started in most other states.

In the A.C.T. the establishment of secondary colleges can be explained by the transfer in 1974 of the responsibility for staffing Canberra's primary and secondary schools from New South Wales (N.S.W.) to the A.C.T. According to Barcan (1978, 10) this was preceded by an investigation into secondary education in the region. The report Secondary Education for Canberra saw secondary colleges as a means of meeting problems arising from the increasing proportion of pupils staying on beyond form IV and the increasing variety of 'abilities, expectations, motivations and values' amongst these students.

Four secondary colleges opened in the A.C.T. in 1976, two of them in new buildings, two in converted schools.

New South Wales.

In 1965, when the first four years of the Wyndham System had come into operation in N.S.W. but before the new fifth and sixth forms had started, the Catholic Education Office in Newcastle announced that a Senior High School would be established. The major motive for this move was economic and educational efficiency. The extension of the secondary school course from five years to six years imposed a strain on Catholic resources, and rationalization by concentrating senior students in the one school was one way of reducing the strain.

Delves (1966, 16) argued that the fifth and sixth year stage of high school could be envisaged as a 'college course'. For many

reasons it might be desirable to separate these young adults from the necessarily strict routine and discipline of junior high schools.

The Wyndham System tried to cater for talented pupils in comprehensive schools by offering subjects at three different levels. According to Barcan (1978, 13) as the levels have been abandoned and the selective high schools have been dismantled in Newcastle and were under threat in Sydney, the time seemed appropriate to once more put the question of senior high schools on the educational agenda.

Victoria.

In 1967 the Victorian secondary schools were given a large measure of control over the curriculum following the abolition of the Intermediate Certificate Examination. The Department of Education then proposed a two tier system of junior and senior high schools. The aim was to expand and enrich the offering to senior students, to make more effective use of subject specialists in short supply, and to allow senior students to be appropriately treated as young adults rather than as children. It was hoped to open twenty two senior high schools in Melbourne by 1974.

But the Victorian Secondary Teachers' Association opposed the scheme, the then Minister for Education expressed alarm at costs involved, and the plan was deferred. From 1970 technical colleges were set up in Victoria providing one year courses in Form V work. In some respects they resembled senior high schools. As in Newcastle, the Catholic senior high schools were established in Victoria, two existing as departments within secondary schools. These schools are referred to as colleges and seven of these senior high schools are co-educational.

Queensland.

Queensland managed to defer its entry into the age of education turbulence until the 1970s. Usually large high schools and a low proportion of graduates in the secondary service help produce increased discipline problems. Hewitson (1976, 61) suggested the establishment of senior high schools as the solution to low teacher and pupil morale and to discipline problems in the senior secondary grades. In 1976 investigations regarding senior high schools started at Townsville, but the existence of six state aided grammar schools as well as the fact that the secondary course was a five year, not six year course had limited the possibility of senior high schools in Queensland.

South Australia.

The Karmel Report of 1971 recommended the introduction of comprehensive high schools in place of the dual system of academic high schools and technical schools. It considered the arguments for and against senior high schools. The main objection was the division of secondary teachers into two levels. This was an 'industrial' objection. No recommendation was made and no action to introduce senior high schools has developed in South Australia. As in Queensland, the fact that the secondary education lasts five years, not six, may have discouraged any move to establish separate senior high schools.

Western Australia.

Western Australia introduced comprehensive high schools in 1957, but there had been no move to establish state senior high schools. In the West, the secondary education lasts five years, not six, and this discouraged the possibility of separate senior forms. There is already a distinction in the state system between three and five-year high

schools, but in an attempt to preserve quality in secondary education, several high schools in Perth have been set aside as specialized high schools for modern languages and mathematics.

In 1980 the Loudon committee investigated the needs of the senior secondary students, but as yet no decision has been made regarding the establishment of separate senior secondary colleges. A few senior secondary schools have been set up by smaller churches and by private effort in some cases.

Overseas.

In the mid sixties when the matriculation colleges were being established in Tasmania, it was difficult to find a parallel in the English speaking world. According to Barker (1975, 38) the junior colleges of the United States of America were in some ways similar but in other ways very different. In Great Britain there are sixth form colleges. In England, by 1974 nine senior high schools were established and many more were being planned.

Following the Crowther Report, the first sixth form college was established in 1964. According to Shield (1965, 165) this first experiment took place at Mexborough Grammar School. The Crowther Report had argued a case for junior colleges in England.

The debate continued in the United Kingdom in the seventies about the provision of higher secondary education for the ever increasing number of pupils demanding it. Hood, (1971, 22) pointed out that the burning question was whether there ought to be provision made to cope with this situation within the existing framework or whether a new framework was necessary. A survey by Orr and Dean (1975, 211) showed that at that time there were five main types of

institutions offering full-time education for the 16-19 age groups. At present there are several types of educational institutions which offer full time and part-time education to senior secondary students.

A Review of Developments in Tasmania Since the Mid-Seventies.

In recognition of the changed composition of the student body, the secondary colleges in Tasmania have over recent years extended their programme by introducing more non-matriculation, pre-vocational and recreational subjects. The central feature of the colleges' programmes, however, has remained that of preparation for the matriculation examination.

There had been a considerable debate on the provision of post-compulsory education in Tasmania. The Division of Further Education in Tasmania was established to operate from January, 1979, bringing together secondary, (formerly matriculation) colleges and technical and further education, (technical colleges and adult education), under a common administration. The aim was to establish community colleges. This decision had been supported by a number of inquiries and reports over the previous 2 - 3 years which had either advocated, or pointed to the need for, this development.

One of the reasons for establishing the community colleges was to increase the educational opportunities for all post-grade 10 students and to increase the participation rate in post-compulsory education in Tasmania.

Conclusion.

The matriculation colleges in Tasmania were established for a selective intake of students. There were other educational reasons for establishing these centralized colleges. Various attempts were made to establish senior secondary colleges in other states but the Australian Capital Territory Department of Education was the only other education system which established separate senior secondary colleges. In the United Kingdom sixth form colleges were established initially and later several types of institutions were established which offered full-time education to the 16 - 19 year age group. A review of the developments in Tasmania over the last decade shows the evolution of the secondary/ community colleges which have been broadening their educational programmes.

CHAPTER 2

RESOURCES MANAGEMENT

Introduction.

In this chapter it is proposed to discuss the economic, educational and other reasons for the moves made to rationalize post-compulsory education. In the current economic situation, there has been a growing pressure to get maximum value for the education dollar. As well as this, there have been various reports emphasizing the need for rationalization of post grade 10 education.

Economic Reasons for Establishing the Matriculation Colleges.

One of the advantages of establishing the matriculation colleges was the maximum use of qualified staff. By having these colleges in major centres it had been possible to ensure that the students had access to a wide range of subjects. If the fifth and sixth form students stayed at high schools scattered throughout the state it would be uneconomical to offer certain courses where small numbers did not justify a viable class. The centralized matriculation system allowed the Education Department to provide highly qualified and specialist teachers for senior students as well as other facilities such as libraries which are very important at this level and are also readily available in major centres.

According to Barcan (1973, 25) the case for senior high schools was strong, educationally, socially and in terms of economic efficiency. Within a region, great economies in the use of scarce funds would flow from the need to provide, for example only one senior library. At present, the range of subjects offered by a school is restricted by the small numbers electing to study particular courses, and the difficulty in timetabling teachers who must teach senior as

well as junior forms. Concentration of students in colleges would largely ameliorate these problems in addition to minimizing multi-level classes. Greater teacher specialization would be another advantage.

Catholic senior high schools were established in N.S.W. and according to Barcan (1978, 10) the major motive for this move was economic and educational efficiency. The extension of secondary school courses from five to six years imposed a strain on Catholic resources, and rationalization by concentrating senior students in the one school was one way of reducing the strain.

Even in the United Kingdom it was the economics of providing for large numbers of pupils at the upper range of secondary education which had brought about the greatest concern as to the provision of facilities. According to Hood (1971, 23), for a long time there had been concern about the inability of the small secondary grammar schools to maintain sixth forms at sufficient strength to cover a wide range of A level academic subjects. In many schools, individual sixth forms had been small in numbers and had made uneconomic use of teaching staff and equipment. In certain areas, where it was possible, to centralize able students at sixth form level, they were brought together to establish a sixth form college.

In 1971 in a town in Devon in the United Kingdom, two institutions were providing A level studies; a grammar school coping with 240 pupils in the sixth form and a technical college providing for 100 students. According to Hood (1971, 24) whilst both these institutions were co-operating in an attempt to rationalize their sixth form studies, there was still overlapping and, in the eyes of the community the grammar school sixth form had different status from

that of the technical college, although the results from the two institutions were similar. It was decided to bring all pupils in the area over the age of 16 years to one institution and the technical college was used for this purpose. This particular experiment eventually led to the establishment of the colleges of further education in the United Kingdom by the mid-seventies.

According to King (1976, 70) the principal argument used in attempts to introduce sixth form colleges in various parts of the United Kingdom was one concerned with the efficient utilization of educational resources. The colleges' better use of scarce, skilled teachers and their power to attract and retain high quality staff were also an important consideration.

Education Expenditure in Australia.

For a few years after 1973 the Commonwealth Government rapidly increased its spending on education, but after that it cut its spending back so that by 1980 the money spent on most of its programmes increased only enough to keep pace with inflation. For some programmes it did not do even that.

The extent to which the nation's resources have been devoted to education in recent years is shown in the following table:

TABLE 1

<u>Education Expenditure in Australia in Relation to Gross Domestic Product (G.D.P.) for Selected Years.</u>					
<u>1964/65</u>	<u>1968/69</u>	<u>1972/73</u>	<u>1975/76</u>	<u>1977/78</u>	<u>1978/79</u>
3.3%	3.7%	4.7%	6.2%	6.4%	6.1%

Source: Schools Commission Report for the Triennium (1967-78).
47 and Triennium (1982-84), 257.

According to the Schools Commission Report (1981, 255), while the public sector outlay on education expressed as a percentage of Gross Domestic Product peaked in 1977/78 at 6.4%, there have, however, been significant changes in the composition of education outlay. Of particular note was the decline in expenditure on new fixed assets from 17.7% of outlay in 1974/75 to 11.8% in 1978/79.

Capital expenditure as well as recurrent expenditure on education had been decreasing in recent years. This has led to a greater care by all concerned that the public should get the best value for the education dollar. Rightly, the education authorities can expect greater accountability of educational expenditure.

The Need for Greater Co-ordination and Rationalization.

Whilst various reports (Karmel, 1976, 38 and TEND, 1978, 56) have called for increased retention rates into upper secondary and increased participation in tertiary education in Tasmania, they have also highlighted the need for rationalizing post-school and post-secondary education in Tasmania.

The Committee on Post Secondary Education in Tasmania (1976, 2) suggested that many of the post-secondary educational needs of non-metropolitan areas of the state could be met by greater co-ordination and the use of the resources of the technical and matriculation colleges and other governmental and non-governmental educational resources already available in the community. One of the underlying concerns in various submissions to this Committee was the need for co-ordination and rationalization of post-secondary education resources. Some submissions envisaged the development

of community colleges which would combine many of the activities of existing technical and matriculation colleges. In most centres opportunities existed for institutional co-operation and sharing of facilities which should enable a wide range of educational programmes to be undertaken effectively and economically.

Even as far back as 1973 the Education Department in Tasmania had already begun to work towards greater integration of the work of technical colleges and matriculation colleges in certain locations. The objective had not been simply to rationalize resources, but also to explore the proposition that the resulting integrated institution would become, in effect, a community college. An organizational structure should be developed which ensures efficient use of physical, financial and human resources.

According to the TAFE submission (1975, 35) to the Committee of Enquiry into Post-Secondary Education in Tasmania (1976), examination of the Secondary Colleges' programmes for the Higher School Certificate disclosed that there were courses which duplicate those also provided in Technical Colleges, e.g. Accounting, Computer Studies, Economics Stenography and Technical Drawing. At an operational level there is much to be gained by close co-operation and joint development of Matriculation and technical colleges in a Community College type of institution.

From the standpoint of facilities and accommodation, amalgamation and the resolution of associated problems of management would help alleviate the very serious physical problems besetting some technical colleges and secondary colleges in some regions at that time. If an amalgamation did not take place, then a careful rationalization

and demarcation of responsibilities between two types of institutions would be essential to avoid duplication of resources and overlap of functions.

It is important to maximize the use of resources. The secondary colleges should not attempt to duplicate the extensive facilities available at TAFE colleges without first exploring the possibility of using those resources.

While the philosophy of sharing facilities would be an acceptable premise for most educational institutions, it is an extremely difficult problem unless priorities and scale of joint or extended use, responsibility and differences in purpose can be clarified and resolved. There is no doubt that proper and adequate design of facilities and equipment provided for multi-purpose uses is necessary. The use of facilities at Rosny College is a good example of what can be done.

Co-ordination is essential if the scarce financial resources of the country are to be employed to the best advantage and also to remove the unnecessary duplication of existing facilities. In the interests of economy and efficiency, sharing of resources should be much more widely encouraged.

The Need for Regional Co-operation and Co-ordination.

Any system should ensure that there are sufficient resources, i.e., personnel and facilities available, to carry out the services efficiently. The TEND Committee (1978) was very conscious of the need to improve technical education and to extend facilities and programmes for further education. This could be done by greater financial support, improved teacher education, the development of

strong community colleges and a strengthening of central office and regional office administration staff.

The Report on Further Education in Tasmania (1978, 18) emphasized that the effectiveness of community colleges in providing for the educational needs of the community they serve depends largely on the degree of co-operation between various units serving various areas of Tasmania. It recommended that from the beginning of 1979 Regional Further Education Co-ordinating Committees, representative of each unit and the regional office should meet on a regular basis to examine means of achieving co-operation, co-ordination and rationalization within the region.

The particular task of these regional committees would be to advise the Director of Further Education on such matters as rationalization of course and subject offerings; economical use of facilities and resources; co-ordination of information relating to educational courses, subjects and activities; needs and priorities for staffing; accommodation and finance. It was envisaged that this could lead to the development of the most appropriate educational provision and the sharing of facilities.

It has been recognized that unnecessary duplication of administrative structures involved would inevitably absorb considerable funds which would be better deployed in the interest of students and their teaching. The current policy of the education department is to encourage wherever possible the sharing of specialist facilities developed to meet the educational needs of senior secondary students and of the adult community.

According to a survey by Hocking et al. (1982, 270) it was

widely recognized that some of the problems in the new Division of Further Education were the product of forces external to the Education Department. The Division was established just at a time of non-expansionary budgets; resource levels had restrained imaginative expansion into community education.

Conclusion.

One of the reasons for establishing the centralized matriculation colleges was the need for efficient utilization of the available educational resources. Expenditure on education has been decreasing in real terms in recent years and this has led to a greater awareness by all concerned that the public should get the best value for the education dollar. Within a region, great economies in the use of scarce funds would flow from the need to provide only one educational institution for upper secondary students. It was the economics of providing for large numbers of students at the upper secondary level which brought about the greatest concern about the provision of facilities.

Rationalization and co-ordination are essential if the scarce financial resources of the country available for education are to be employed to the best advantage. It is also necessary to remove the duplication of existing facilities. In the interests of economy and efficiency, sharing of resources should be facilitated.

CHAPTER 3

THE NEEDS OF THE STUDENTS

Introduction.

As the retention rates of 16 to 19 year olds has increased so have the needs of this comprehensive intake. The need for changes in curricula has been expressed by various educators, teacher unions, committees of enquiry and by surveys of students' views.

The Commonwealth Government, in conjunction with State Governments has taken initiatives to introduce transition education programmes in schools and colleges.

A review of developments in recent years in other states and in the United Kingdom shows that various alternative course to traditional higher school certificate courses are being offered to cater for the growing needs of senior secondary students.

The Reasons for Increased Retention Rates.

There has been a noticeable tendency for a bigger proportion of pupils to stay at school. In most countries there has been a significant increase in the proportion of young people who continue their education at the upper secondary level, at TAFE colleges and at the tertiary level. There is a natural desire by these students to become better educated, and most are encouraged by their parents in such an aim, since higher education is a means of obtaining better rates of pay for the individual. Basic school education is an essential foundation on which later trade, clerical or professional training can be built.

In comparison with other developed countries Australia has a poorer retention rate amongst 16 - 19 year olds and Tasmania is below the average for the Australian States as shown by the following tables.

TABLE 2

<u>Percentage of Population aged 15-19</u> <u>in Full-time Education, 1975</u>	
<u>Country</u>	<u>15-19 year olds, %</u>
Japan	76%
United States	72%
Norway	63%
Germany	51%
Ireland	47%
Australia	46%
United Kingdom	44%
Italy	41%
Austria	37%
Spain	35%

Source: TEND Report (1978, 70)

TABLE 3

<u>Percentage of Population Aged 15-19 in Full-Time Education, in Australia, 1975.</u>	
<u>State</u>	<u>15-19 year olds, %</u>
Victoria	52%
New South Wales	49%
South Australia	44%
Tasmania	43%
Western Australia	43%
Queensland	38%

Source: TEND Report, (1978, 70)

According to the TEND Report (1978, 70), in each country there is also a large number of part-time students and the general tendency is for the countries with more full-time students to have more part-time students also. Clearly, relative to other states and other developed countries, proportionally fewer Tasmanians extend their education beyond the minimum prescribed by law. The Committee of Enquiry into Post-Secondary Education in Tasmania (1976) had also remarked about Tasmania's low participation rate at upper secondary school and tertiary level as compared to other states.

Comparisons of retention rates from year 10 to year 11 indicates the very low holding power of Tasmanian schools. It is difficult to argue that it is the matriculation college system per se which causes the low holding power as the transfer to this system in

the Australian Capital Territory has not caused its retention rate to drop. Widdup (1980, 8) concluded that a number of factors influence retention rate. The most important of these would appear to be socio-economic levels and access to schools. Tasmania would seem to be disadvantaged by a lower per capita income but more seriously it appears to be disadvantaged by lack of access by its students to Matriculation Colleges.

Overall the number of students remaining at Australian schools has steadily increased as shown by these figures from the Williams Report (1979)

	<u>Year 10</u>	<u>Year 11</u>	<u>Year 12</u>
1967	71%	36%	23%
1977	87%	52%	35%

The students are remaining at school as a result of changing student aspirations, employer expectations, the demands of the society, and the unavailability of employment.

More recent statistics show that the participation rates at upper secondary schools in Australia has declined. Karmel (1979, 1) stated, that after many years of growth at the secondary level, the proportion of the students proceeding to year 12 has declined since 1977. Indeed the retention rate for males had been declining each year since 1972 and, while the proportion of females proceeding to year 12 was still growing, it was now growing at a slower rate than in the past.

There are numerous factors which have affected retention rates. It is difficult to avoid a conclusion, that the level of unemployment and training benefits and conditions attached to them

must be of considerable relevance to decisions on participation rates. The economic downturn and a rising unemployment starting from 1974, has added a complicating factor to the interpretation of participation rates. Do the scarcity of jobs and the prospect of unemployment encourage the students to stay on at school or do they encourage them to leave in order to compete immediately for whatever jobs are available?

Sheehan's study (1973) showed that the marked post-war expansion in the secondary school population in Australia was explained by both the growth in the overall population and by the heightened aspirations and expectations of children of lower middle and working class backgrounds which have resulted in an increasing rate of retention. This was largely a 'new' school population coming from a different socio-economic stratum than the pre-war 8-10% of the age group from middle class educated homes. This 8-10% of students was generally destined for university, or a pre-determined career. Many important educational policy decisions have been made and some still need to be made in relation to this expanded group.

A study by Anderson et al. (1980, 12) showed that throughout the nation the retention rate for secondary schools increased during the 1970s, from under 28% overall in 1969 to 35% in 1979. This increased retention rate had coincided with the establishment of the secondary colleges in the A.C.T.

Studies of post 16 education by King (1976) showed that there were more young people over sixteen receiving full-time education in Britain than ever before. According to King (1976, 12) this was part of the general expansion of British education which had taken place since the end of the Second World War, and was related to two factors

which in educational jargon have come to be known as the 'bulge' and the 'trend'. The first refers to an increase in birthrate, and the second to the increasing tendency for young people to choose to stay in full time education.

The Need for Change Expressed.

The need for changes in the curricula has been expressed by various educators, teacher unions and committees of enquiry. Although the role of the senior years of secondary schools have been questioned for over two decades, in recent years calls for reassessment of and change to the upper secondary education have increased in number and intensity.

Several individuals, educators, and reports provide evidence of considerable dissatisfaction on the part of employers, associations, parents and students with the processes and outcomes of secondary education. Strong pressures are being exerted upon education systems for improved work relevance courses and demands for more vocationalism in upper secondary education.

There have been several calls to broaden the senior secondary curriculum. According to Ennor (1968, 9) no longer were the senior years of high schools looked upon solely as preparatory to university study, yet much of the traditional academic approach to secondary education remained. There was often little opportunity for students in the final two years to undertake courses that were not regarded as matriculation subjects. The secondary curricula are still geared to university entrance requirements. Ennor argued that to serve the whole range of abilities entering the upper secondary school a much more flexible curriculum was required.

Evidence of the needs of the senior secondary students was provided by Reed (1969, 235) when he stated that no changes in the last decade have been more significant than those affecting and appearing in the group of young people in the age range of 16 to 20. He argued that high schools had both the opportunity and responsibility to cater for a major part of the population between the ages of 16 and 18.

Barker (1975, 39), who had been a strong advocate for junior colleges, argued that many of the older students at secondary schools today were not natural scholars. They cannot readily digest the half-baked academic diet dished up to them. Consequently they torment teachers and disrupt discipline. He believed that these junior colleges could, effectively help students make the transition from secondary to tertiary institutions. With properly planned courses and methods they could also make the transition to adult life easier for terminal students.

By 1969 the winds of change were affecting the senior years of high schools in all the states. Addressing the Teachers Conference in 1969, the Queensland Director General of Education remarked.

The senior secondary group today differs greatly from its predecessors of 20 or more years ago in terms of their range of abilities, interests, educational aspirations and ambitions. About 5000, some half, of the candidates who sat for the Senior Public Examination in 1968 subsequently undertook full or part-time tertiary education. What of others? There is little doubt that many of these students are finding the academic university oriented study of languages and mathematics either beyond their grasp or not in accord with their interests, aptitudes and vocational aspiration.

- Quoted in Barcan (1980, 357).

It was for this large group of students that the reorganization of senior school curriculum was necessary. In order to alter the secondary school curriculum it was necessary to alter the examination system.

A survey in Victoria by Rowlands (1968, 239) showed that the majority of teachers would have liked a greater variety of subjects offered in their schools and would emphasize the value of subjects which were not a direct preparation for more advanced studies.

Most debates on curriculum and courses were tied with assessment procedures. The curriculum review committee examined what was being done elsewhere. There were some aspects of several different schemes which proved to be attractive.

New South Wales, with its variety of courses and achievement levels, seemed to offer a greater flexibility and a scope for meeting a variety of needs. New Zealand, with its accreditation for university entrance, was closely akin to Victoria's internal system at Leaving.

Writing about the expansion of opportunity at sixth form level, Rowlands (1968, 237) said that the problem posed by the dramatic change in the composition of the sixth form was the problem of discovering the needs of a group which was no longer small and elite. It was a problem of providing courses and methods of assessment which would meet the needs in such a way as to secure maximum benefit for the society.

From a survey on Curriculum and Examinations in the sixth form in England and Victoria Selby Smith (1969, 24) stated that in England, in the last few years, dissatisfaction with the curriculum of the sixth form had become even more widespread and more articulate. A report by Schools Councils stated that sixth forms have expanded rapidly in recent years, and contain many pupils whose needs may be best met by some alternative to 'A' level courses, and to the conventional three 'A' level curriculum. According to Selby Smith the reasons which led the Councils in the United Kingdom to think that changes were desirable, were in broad outline applicable to Australia as well as England and Wales.

Before changes were made in the organization of secondary education in the Australian Capital Territory, several meetings and seminars were held on the education for 16 to 19 year olds. Speaking at one of these seminars Coughlan (1971, 2) argued that if the objective remains that of providing a wide range of courses at varying levels to suit the range of interests and capacities evident in 16 to 19 year olds, then the pressure will be on the education system to increase rather than decrease the options available to students. He then questioned whether the present organization of education was the most efficient way to achieve this objective. This subject is of a major concern not only to educational administrators, teachers and parents, but most of all to students.

In a submission to the Working Committee on the Fifth and Sixth Form Colleges in the A.C.T., Beswick (1972, 7) argued that the loss of H.S.C. could be accompanied by high academic standards and rigorous assessment of students progress. Greater variety of courses and methods of instruction pointed to the need for greatly increased counselling services to assist students (and parents) in making

the many necessary choices.

Dr. Campbell, (1972, 1) the chairman of the Committee which backed the establishment of Secondary Colleges in the A.C.T., argued that so long as external examinations and tertiary requirements dominated the educational planning of high schools, flexibility of curricula would be severely restricted. He said that the Committee recognized the social pressures exerted on today's school age children and that adolescents at different stages of development had significantly different social, psychological and educational needs. Dr. Campbell emphasized that one of the primary objectives would be to aim at closer integration of colleges with the life and work of the community.

The educational concerns which prevailed in Australia during the mid-seventies were epitomized by a major report which was published in 1979. The Report of the Committee of Inquiry into Education and Training under the chairmanship of Professor Williams advocated that secondary schools should, while continuing to provide for their students with general education, be concerned at the same time with their vocational development. The Report also emphasized the need for greater differentiation of curricula, and maintenance of a greater variety of programmes in upper secondary schools to cater for a wide range of abilities and motivations and the very different academic needs of those who will seek places in a tertiary course.

There is a need for major changes within our education system, and in our attitudes to education. This is very clearly supported by the view expressed by one of Australia's leading educationalist, Dr. Tannock. According to Tannock (1983, 16) many students who complete secondary education have been exposed to a curriculum which often is meaningless and irrelevant. He believes that far too many young people leave school prematurely without sufficient knowledge,

skills, confidence, maturity or attitudes and values to meet the challenges of life.

Early Response to Changing Needs.

A review of developments in recent years indicates that all states have realized the need for changes in Secondary Education. Most states have conducted committees of Enquiry, the results of which have ranged from major organizational changes to minor changes in administrative structure. Within these various frameworks there have been surges of activity in curricula revisions, both for 'traditional' student streams and for groups of students whose needs are becoming more apparent.

As an increasing proportion of students stay longer at school, the demand for courses other than those with an academic bias or those which are oriented towards study at the university, have increased also. In recent years there is an increasing number of students in senior secondary grades who require greater diversification of subjects and methods of instruction. In this area, individual colleges and teachers have been developing programmes which show considerable promise. A trend to subjects with a so called pre-vocational bias is developing and indicates a greater liaison with technical colleges and industry.

The education systems responded to the changing needs of the students at the upper secondary schools. The Wyndham Scheme was hailed as a blueprint for progress in New South Wales. The two main principles of the Wyndham Scheme were basically sound and in the true interests of all students. They provided for:

1. Diversity of interests and aptitudes by offering a wide variety of subjects.
2. Some measures of success for all pupils by providing different levels of study.

According to Liebert (1966, 1) one of the principal objectives of the new form of secondary education in N.S.W. was to provide two years of senior school studies instead of one, as previously, and to do so in such a way that broader sections of pupils would participate.

In 1967 a committee headed by the then Tasmanian Deputy Director General of Education, P.W. Hughes, was set up to consider the aims of Tasmanian education, the possible curriculum development and the role of schools in a democratic society.

For secondary schools, Hughes (1968, 42) recommended that a wide range of subjects, particularly technical and vocational subjects should be offered and that the number of matriculation colleges should be increased, their scope broadened to cater for a wider range of students than those seeking entrance to universities or other institutions. The Tasmanian matriculation colleges gradually broadened their curriculum.

Tasmania has had several years of experience of a different approach to the education of the 16 to 19 year olds as has Canberra than that provided in other states. Reviewing the first decade of the development of a new concept in secondary education, the matriculation college system, which began as a unique educational experiment, Neilson (1972, 12) said that the growing demand for matriculation level education had been accompanied by a demand for a greater

diversity of subjects and a broadening of the curriculum to provide a higher secondary education. This was no longer aimed solely at producing students tailored for university entrance requirements. He said the colleges had steadily widened their educational scope to prepare students for entrance to various tertiary institutions and to enter professions not requiring tertiary study. The enrolments themselves also had expanded to take in mature students.

The proportion of non-academic students persisting into fifth and sixth forms increased. At Launceston Matriculation College, for instance, the needs of such students brought a wide range of non-examinable subjects into the curriculum - amateur radio, Asian cultures, car maintenance, driver education, film making, choir, instrumental groups, oil painting, physical education, photography and pottery. As Barcan (1980, 352) puts it

"The 'student needs' principle reached Australia. This mixture of vocational, recreational and academic education put Tasmanian Secondary Education not behind the confused programmes of many American high schools."

A wide range of non-examinable subjects were introduced at fifth and sixth form level in other states also.

Orr and Dean (1975) undertook a four year research project aimed to survey and evaluate the alternatives to the traditional sixth form in England. This study highlighted the fact that the changing needs of the students were constantly under review. There emerged new types of provisions for the 16 to 19 age group in both the schools and further education sectors. The emergence of the new types of institutions was closely associated with the re-organization of secondary education along comprehensive lines. It had been

suggested that the wider choice of courses available in colleges and the easy access of academic students to related vocational courses should benefit students educationally.

According to Orr and Dean (1975, 212) the preliminary analysis of some 70% of all Local Educational Authorities indicated that at the beginning of 1974 the percentage distribution of full-time students aged 16 to 19 in various types of institutions was as follows:

Grammar School Sixth Forms	21%
Comprehensive School Sixth Forms	32%
Sixth Form or Tertiary Colleges	4%
Further Education Colleges - Taking A Level	6%
Further Education Colleges - Other Courses	31%
Others	6%
	<hr/>
	100%
	<hr/>

Many new sixth form and tertiary colleges have opened since this data was collected.

Commenting on post-compulsory Education, King, (1976, 75) said that it was only in recent years that educators have come to see clearly that in providing for the educational needs and opportunities of those who stay in full time education beyond the age of compulsion they face a challenge which was generically new in its essence, as well as in many details. So in dealing with a 'new' population, 'new' areas of study, and a 'new' orientation, one is not dealing with substitutes or partial alternatives to older patterns of education in order to suit the increase of enrolments or students from less familiar types of compulsory school. Educators

are beginning to deal with an upper-secondary school and lower tertiary (college-type) system that constitutes a completely fresh alternative to everything that went before - even in the present Oberstufe of the West German Gymnasium, the second cycle of French lyc  e, and the sixth form of English schools.

Survey of Students' Views.

Not all changes in secondary school programmes and organization have been based on the expressed needs of secondary students. This is hardly surprising, since there has been very little evidence available on a large scale about the educational aspirations, attitudes and values of Australian students, or information on their views of existing schools.

The 15-18 year Old Project was initiated in 1971 by Lovegrove and Sheehan at the Centre for Comparative and International Studies at Latrobe University. This project was undertaken by the members of the School of Education at Latrobe University under the direction of Dr. Poole.

With the funds provided by the Australian Advisory Committee on Research and Development in Education, research workers collected information from 1600 adolescents attending a representative sample of 32 secondary schools in Melbourne.

In 1972 and 1973 questionnaires were completed by the students, all aged 14, and follow up information was obtained about their academic performance and whether or not these students remained at school after turning 15. During 1974, matched samples of early leavers and school stayers were interviewed about their school and work experiences.

Analysis of the data collected by Poole and Simkin (1976, 24) attempted to draw out the implications of adolescent views on schooling for future educational policy making. These were some of the major findings:

- . There was, and probably will continue to be, a large discrepancy between aspirations and actual attainments in secondary school students; those who do not fulfill their aspirations will come from working class families and minority groups.
- . The overwhelming majority of students wanted a much closer relationship between school and work; they wanted more subjects related to future jobs and much more vocational guidance and careers information.
- . The students sampled expressed a demand for schools to become more relevant to their existing personal needs and their future educational needs. The researchers concluded that schools' need to be pluralistic to satisfy their customers.

Dr. Poole and her associates raised the question of whether the desirability of mass secondary education until 18 should not be re-examined. They suggested that in a tight job economy experience may be taken as a more valuable commodity than credentials.

The establishment of Canberra's Secondary Colleges was the only instance of a major educational innovation in Australia where students' views had been given due weight. It was not the only consideration of course but nevertheless the evidence of students' attitudes was influential, perhaps critically influential, at a point

where the members of the inquiry were divided in their opinions.

The Canberra Secondary School survey of 1972 was undertaken by Anderson and Beswick, of the Research School of Social Sciences at the Australian National University. The initial request was for a study of student opinion on the college proposal. Subsequently this was extended to a study which would enable student opinions to be interpreted by relating them to students' social backgrounds and vocational futures and to experiences in school.

All students in the sample completed a questionnaire and many wrote extensive replies to several open ended questions. According to Anderson and Beswick Survey (1972, 3) there was a strong demand for widespread changes, including separate colleges. The overwhelming majority of students favoured the college proposal. The survey also revealed that most students showed a strong desire for continuous assessment rather than end of the year examinations and a greater emphasis on subjects which were useful in a job.

Although the Canberra student survey showed a massive vote for change, Anderson and Beswick (1972, 35) sounded a word of caution. They said that it was important to note that student opinion was not sufficient basis for determining policy. Even where the opinion was valid it was the case that educators know better. It was worth making the point that the broad objective of schooling is the transmission of culture from one generation to the next. Those who are being initiated into that culture are not in as good a position to make judgements about what should be taught and how it is taught as those who are already expert. None the less there is a strong case for student opinion to be taken into account.

In 1979 Anderson et al. undertook an evaluation of the new type of secondary colleges in Canberra. It was a parallel to the survey of student opinions in 1972. The evaluation explored the shifts that have occurred in student attitudes since the change to the college system. The study examined what the change had meant for the students themselves, in matters such as opinions on the structure of school, study interests and post-school plans.

According to Anderson et al. (1980, 20) Canberra students regarded the new secondary colleges as very important. Whatever their criticisms of specific points, they were very supportive of the college system as it had been implemented. The survey further revealed that the choice of subjects offered was the main reason given by students in 1979 for endorsing the college idea, just as it was in 1972 but it had become a less dominant consideration. The study also found that students wanted various social science subjects, technical subjects as well as academic subjects in the curriculum. This suggested that students favoured an extended curriculum, and not merely in a vocational (or manual) direction.

In the United Kingdom a nationwide attitude survey was carried out on behalf of the Times Educational Supplement by Social and Community Planning Research. The Times Educational Supplement 16 Plus Inquiry (1973, 3) had tried to build up a more direct picture of the views of the present generation of sixth formers and further education college students.

The sixth form attitude survey was based on replies to a questionnaire given by a 'balanced sample' of 1250 pupils following sixth form courses at grammar, comprehensive, technical, direct grant

and independent schools, and at sixth form and Further Education Colleges throughout England and Wales.

One of its principal findings was that schools should do more to introduce students to subjects like sociology and philosophy, and that it should increase its efforts to interest them in non-examinable subjects generally. A very high proportion wanted more taught to them about income tax, rates, insurance, running a home, doing repairs, bringing up children and things that would be of direct use to them when they started work. Two out of three sixth-formers believed that there were advantages in combining sixth forms with further education colleges.

A survey by Dean and Steeds (1982, 22) showed that those features of courses which gained the general approval by students include:

- . Work which can clearly be seen by students as applicable and relevant to their own lives and futures; though not necessarily career specific.
- . Work which is substantially different from that of fifth year courses.
- . A more adult relationship with teachers and the opportunity to take more part in classroom discussion and debate.
- . Work experience, whether or not jobs they sample are those they plan to enter.
- . Individual career advice which is up-to-date and realistic.
- . Integrated courses which seem to produce increased teacher

involvement, greater understanding and interest on the part of students and better performance in examinations.

. A better teacher/pupil ratio and a more relaxed working atmosphere.

It is vital that schools and colleges offering these courses regard them as valuable and essential features of post-compulsory education and not merely as ways of coping with un-successful applicants for other courses nor as poor relations to more prestigious courses.

State/Commonwealth Government Initiatives - Transition Education Programme.

There is a lot more our schools can and should be doing to prepare students to enter the workforce. This was the very clear message of 'The Report of the Working Party on Transition from Secondary Education to Employment'. This Committee was appointed early in 1974 to study the problems of school leavers and recommend ways of easing the transition to work. The Report pointed to the need to strengthen vocational guidance service within schools, but at the same time stressed that the career education was the responsibility of state and federal departments of employment, of employers, unions and community organizations.

Many schools are incorporating some vocational components into their curricula. More recently, schools and colleges have introduced a wide range of courses which can be viewed as vocational preparation. Many schools believe that they are attempting to respond to the communities needs by modifying curricula and introducing new courses.

Given the pressure of the community for schools to retain students for a longer period of time, a reappraisal of courses and

organization was needed. According to Chard (1979, 8) there needs to be a continuing emphasis on guidance and counselling students, teacher release for work experience and the extension of work experience programmes in schools.

The students need both formal and informal preparation for changes through the provision of a comprehensive guidance programme that both encourages a closer informal relationship between staff and students and offers a link between school, external guidance agencies and employers as well as curriculum preparation for social change. According to Morgan (1977, 127) employers as well as schools have a role to play in the facilitation of transfer to employment.

Career education has been receiving much attention recently. Career education associations which have sprung up in most states have endorsed the definition of career education as a long term process involving knowledge of self, the world of work and the development of decision making and planning skills. According to Morgan (1979, 3) the career advisers, through their associations, have pressed consistently for the introduction of full time career education programmes into secondary curriculum.

When releasing the second report of the Commonwealth/State Working Party on the "Transition from School to Work or Further Study" the chairman, Beltz (1978, 3) said that the Working Party had given particular attention in this report to transition services, both in school and out of school. In collecting and analysing the relevant information, the Working Party was gratified by the obvious concern of many authorities who had instituted special programmes to assist young people in the transition process, and was struck by lack of co-ordination between them.

All states have In-School Transition Services as well as Out-of-School Transition Services. In-School Transition Services include; career education courses, work experience programmes and link courses. Student counsellors advise students on appropriate courses, relate them to career options and provide up-to-date information on career and study possibilities. Career information is also made available through publications by the Education Department such as 'School Leavers Guide'. Out-of-School Transition Services include: pre-vocational trade based courses which are offered on a full time basis at TAFE colleges, pre-apprenticeship courses at TAFE colleges, the government youth support scheme and vocational training.

In recent years a great deal of attention is being given to transition from school to work and according to Beltz (1978, 4) the problems of transition, closely linked with the extent of youth unemployment, were of such magnitude and likely to be of such duration that other mechanisms would need to be considered for the future.

States and Commonwealth governments had been concerned with transition from school to employment for a long time. However, it was the Report of the Williams Committee of Inquiry into Education and Training which sparked off the Government's tabling of a comprehensive policy relating to transition education in 1979.

Campbell and McMeniman were asked by the Commonwealth Department of Education to undertake a study which would produce evidence on (a) what was distinctive about year 11 "alternative transition" courses and (b) the extent to which they were giving a better preparation to young people whose employment prospects would not be rated highly.

The origins of this request lay in changing economic and social conditions, during the late sixties and throughout the seventies, which underlined the importance of preparing school-leavers for employment. Among these changes was a dramatic increase in unemployment, especially among youth. Economic and educational planners adopted, as a priority, the establishment of a "match" between the attributes of leaving students and the expectations and needs of community with respect to employment.

This year the Commonwealth government, in conjunction with the State governments, has launched a Participation and Equity Programme (PEP). The objective of PEP is to increase the retention of students from grade 10 to grade 11. Special provisions will be made in secondary colleges for low achieving students going on to full-time schooling after grade 10. The provision will include an emphasis on language and number skills and on practical work of a general, non-vocational kind. Accordingly, "unsophisticated" workshop facilities are to be made available for secondary college students, either in the college or at an institution close at hand. The PEP is to replace the former Transition Education programme.

A Review of Developments in Recent Years to meet the needs of the students:
Provision of Alternative courses to Traditional Sixth Form (HSC) Courses.

The most appropriate role of secondary schooling is the provision of a general education which will provide the basis for future opportunities for self development both within formal educative structures and within wider social environments, including that of the work place. While specific vocational training is not an appropriate element of the school curriculum, a significant component of vocational

awareness is an essential ingredient of an educational programme of later school years. A review of developments in recent years in other states and in the United Kingdom supports this view.

Queensland.

A Report on a year 11 and 12 Curriculum Conference (1980) organized to discuss the basic questions, the what, how and why of teaching, as they related to the year 11 and 12 Board of Secondary School Studies. Subjects taught in Queensland schools revealed some interesting developments in the upper secondary education. The convenors of this conference were Swayn and Fennell.

The Conference was held in Townsville in February 1980. It was planned as a workshop meeting to promote the skills of teachers in curriculum construction and curriculum evaluation generally.

It was revealed that, as stated by students in other states, those in Queensland felt that the school curriculum did not meet their practical life needs, or their needs to understand society and human relations. Although during the late seventies there had been an increase in the range of Board subjects offered at school, the school curricula were still more suited in general, to tertiary oriented students.

At the year 11 and 12 Curriculum Conference (1980) a research paper was presented by Piper of the Australian Council for Educational Research, Melbourne. The study set out to investigate three questions:

- . Is there a body of learning about society, and about living in a society, which can be said to be essential?

- . If so, can this essential learning be specified?
- . To what extent is there agreement, or lack of it, among various groups in Australian society as to what constitutes this essential learning?

According to Piper, for the purpose of the study "essential learning about society" was defined as that learning which an individual must possess if he/she was to function effectively as a member of the Australian society.

The findings of this survey which sought the views of a wide range of educators and community groups were very illuminating. While most respondents to the survey agreed that there was a body of social learning which can be termed 'essential', there were differences of opinion both within and between groups as to what constitutes this essential learning. The researchers were able to identify 33 key items of social learning, all of which were agreed to be important and 12 of which were seen by a clear majority of respondents to be essential.

The strongest support came for items dealing with inquiry and decision making skills, personal development, and the skills of social interaction. Items concerned with informational and conceptual knowledge generally received less support, especially those dealing with specific subject matter. The exceptions here were items seen to have a direct relevance to everyday living in a society. Items concerned with values produced the most marked differences both within and between groups.

According to Piper the most important outcome of the study was the relevance this had to the development of a curriculum framework,

geared towards an education for social competence. From the findings of the study it became quite apparent that there was an increasing obligation to consider a curriculum in terms of the needs and aspirations of all young people.

There was a great deal of support at this conference for alternative grade 11 courses which most schools introduced in due course.

Campbell and McMeniman (1982) undertook a Comparative Study of Alternative and Mainstream Courses at Year 11. In an important sense, this study was a national one, it focussed fairly sharply on experiences at the school level, and the intensive data which relate to these have been gathered in only two States - Queensland and South Australia. These two States were selected because, in their government sectors, they had adopted somewhat different approaches to the implementation of transition education. Queensland had taken a school based approach, in which initiatives had been encouraged from local schools and communities, and substantial sums of money had been made available to implement these; South Australia, on the other hand, had instituted a system-based approach, involving the establishment of a Central Transition Unit. A variety of curricula and teaching resources were developed, and subsequently disseminated to schools, by a team of highly trained advisers.

Within these two states, the 12 schools were chosen so as to feature a number of variables thought to be important. Thus some attempt was made to take account of size of school, location of school, socio-economic status, system; and type of alternative course (largely school-based/school and community based).

According to Campbell and McMeniman (1982, 5) the teachers of mainstream courses, like the authors of the matriculation syllabus,

had as their primary aim the successful imparting of a subject knowledge and related skills.. The mainstream students, themselves possessed remarkably similar aims to those of their teachers. What became clear in the interviews with the mainstream teachers and students was that the espoused aims, were in part, pre-ordained, and many influences external to the teachers and their students perpetuated the status quo: syllabus and tertiary entrance requirements, accreditation, parental and employer expectations, relatively large classes, pre-determined time allocations, and, of course, tradition.

Alternative courses on the other hand were school specific and no - externally - imposed requirements existed. The transition co-ordinator was the autonomous executor of his or her own programme, and, unlike subject centred goals of mainstream courses, the aims of alternative programmes included such student related ones as the development of self reliance and self-confidence, the ability to interact positively with others, the development of decision-making and enquiry skills and an ability to cope with novel situations.

The stated aims of the twelve alternative courses included in the study fell into three main categories: personal development; general life roles; and more specific vocational skills. Unlike his or her mainstream counterpart, the co-ordinator did not operate as a subject specialist. Rather, he or she attempted to provide the students with a "survival kit" to enable them to move successfully from school to post-school life. The transition teacher was committed, in the first instance, to the development of the individual student, rather than to the passing on of a prescribed body of knowledge. Although all three of the transition course aims mentioned above were present in the alternative programmes, the teachers listed the self-development of the student and the preparedness for post-school roles as the top priorities.

Table 4 lists the subjects and activities available to students in mainstream and alternative courses, respectively, in one of the schools within the sample.

TABLE 4
Regularly-scheduled activities of Year 11
Mainstream and Alternative Classes in School 04

<u>Course: Mainstream Year 11</u>				<u>Course: Alternative Year 11</u>		
Subject	Time Alloc.	Location		Subject	Time Alloc.	Location
English	6x40 mins	Clsrm.		Communication		Clsrm.
Maths I	5½x40 mins	"		App. Science		"
Maths II	" "	"	"	Phys.Education		"
Soc.Maths	" "	"	"	Work Prepn.	20 wks	"
Chemistry	" "	"	"	Functional Maths	4x5 wk	"
Physics	" "	"	"	Manual Arts	segments	"
Biology	" "	"	"	Office Studies		"
Earth Science	" "	"	"	Art & Craft		"
Health & P.E.	" "	"	"	Social Living		"
Geography	" "	"	"	Sport/Wed.afternoon		Playingfields
Mod.History	" "	"	"	Work Experience	6 wks.	Community
Anc.History	" "	"	"	Community Survey	1wk.	"
Economics	" "	"	"	School-based work education		
Art	" "	"	"		4 wks.	School
Music	" "	"	"	Career Exploration	1 wk.	Community
German	" "	"	"	Community welfare	2 wks.	"
Accounting	" "	"	"	Work Co-op	3 wks.	Sch/Community
Home Economics	" "	"	"	Link Program	2 wks.	Ithaca TAFE
Manual Arts	" "	"	"	Outdoor Educ.Camp.	1 wk.	Countryside
Geom.Drawg.&Pers.	" "	"	"			
Sport/Wed.afternoon		Playing-fields.				
<u>No. of subjects selected by each student = 6 + Sport.</u>				<u>No. of activities pursued by each student = 17 + Sport.</u>		

At the in-class level, several of the alternative activities in Table 4 were similar to the mainstream offerings, but the data in this study suggested that the academic level of such subjects was considerably

lower in alternative courses. In addition, the subject orientations differ markedly. Mainstream English, Maths I and Maths II, for example, were cumulative, academic disciplines, whereas their alternative counterparts in Table 4 (Communication and Functional Mathematics) were oriented towards the basic oracy and numeracy skills required by a young school leaver. Thus the latter subjects include development of skills such as job interview technique (oral and written) calculator usage, budgetary skills etc.

While on paper, in class alternative curricula appeared to be sharply defined in terms of activity boundaries, in practice, with one teacher orchestrating many different curricular elements, there was often an integration of activities (work education, TAFE link courses, community work, work experience etc.)

The clearest message to emerge from this comparative survey of aims and curricula according to Campbell and McMeniman (1982, 15) was that the structures which had been set up to support and promote learning and development differed markedly. Within the mainstream courses, the learning environment appeared somewhat rigid and unresponsive; the curriculum content and method of acquiring it were pre-ordained. By way of contrast the alternative courses exhibited a flexible and responsive learning environment. The structures seemed to be capable of expansion and contraction according to the needs of the students, and the experiences approximate the realities of the world beyond the school. It was clear that the alternative transition innovation had gone far beyond a mere change in content of the curriculum to an assault upon traditional structures represented by social organization, time-tabling, and use of spaces, as well as subject matter.

Campbell and McMeniman (1982) concluded that at least when judged in terms of their own criteria, the alternative courses were giving a better preparation than would mainstream ones to young people whose employment prospects had not been rated highly.

Western Australia

In Western Australia a position paper was drawn up by the years 11/12 Alternative Courses Steering Committee under the chairmanship of Loudon in 1980. The Committee examined the future of the Alternative Course Programme.

The growth from a handful of schools in 1975 to 40 schools offering alternative courses in 1980 reflected the perceived need for curriculum change in the Upper Secondary levels. Educational systems across Australia are attempting to respond to the changes occurring in the economy and to the social implications of this change.

What seems to be required is a re-orientation of secondary education aimed at better preparing all students for the future ahead of them. Hopefully this can be achieved in a way which adds valuable new dimensions to general education rather than detracting from it.

According to the London committee report, the alternative course programme can be regarded as but one aspect, perhaps in this state a significant aspect, of a growing movement of curriculum change. This change seeks to develop a general strategy to accommodate the 'transition' problem faced by all secondary students. Within this framework, features of many courses - such as career, broadly interpreted as work experience, and pastoral care - would legitimately be extended to all upper secondary students, although details might vary with particular groups.

The Steering Committee recommended that the alternative courses should be seen, and developed, as part of a general movement towards re-orientation and differentiation in the upper school programme - as a variation in the educational offering of a school rather than as an alternative to it.

The Loudon Report (1980, 3) provided an indication of the patterns which have developed. The overview was partly based on the response of 34 schools which replied to a structured survey in 1979. In the survey the items in most categories were not mutually exclusive so that multiple responses were given. Generally therefore the totals were greater than 34.

1. Emergence of courses of different types:

technical/industrial	15
commercial	17
general studies	27
other	2

2. Emergence of courses with different emphases:

trade skills	14
general employment skills	27
personal development	30
Upgrading Achievement Certificate	28
other	2

3. Work Experience:

not offered	1
voluntary	12
compulsory	21

4. General Studies 'Core'

Over 60% of schools offered a 'core' of English, Science, Mathematics and Social Studies.

5. Emergence of Options of various kinds:

- (a) Most courses offered a mix of school-based compulsory and optional studies.
- (b) 19 schools offered Board of Secondary Education Approved subjects in addition to school based options.
- (c) The most popular joint syllabus were Maths IV, Technical Drawing, Human Biology, Accounting, Applied Technology and Home Economics.

The responses to the 1979 survey indicated that alternative courses have had some success, particularly in improving job-seeking skills and in developing social and communication skills.

The alternative course programme had been a unique development in Western Australia. It represented large-scale, school based curriculum innovation within the upper school of the Government education system. In a programme based largely on school-based curriculum development, the relationship between the school and the centre (Head Office) had necessarily been different from that in centrally established programmes.

According to the Loudon Committee Report (1980) recently announced Federal Government initiatives in the transition area were perhaps signs of the 'coming of age' of programmes such as alternative courses operating in Western Australian Government schools. The committee believed that it was appropriate to expand the level of central support for alternative courses. In support of alternative courses it was realized that additional centralized staff would be required to assist in the areas of curriculum development and production of curriculum materials.

New South Wales

In New South Wales, like most other states, the curriculum for years 11 and 12 had been dictated by the Board of Senior School Studies, resulting in an inflexible range of subjects, which had been designed to cater more for those students who intended to do further study at a tertiary level rather than those students who see the higher school certificate (HSC) as a terminal examination. With the re-structuring of HSC in 1974, there had been some flexibility introduced into senior curriculum.

According to Harnwell (1980, 162) an imaginative programme of study was introduced at McCarther Girls High School, Paramatta. A proposal was put forward in 1977, that an alternative non-matriculation HSC be introduced to cater for those students who wished to study for an HSC, but did not need to matriculate.

As stated in a submission to the Schools Commission:

The aim of the Alternative Senior Curriculum to be introduced at McCarther Girls High School is to provide an interesting, relevant and meaningful curricula to those students who return to year 11 but who do not have academic ambitions or capabilities. This bias of the programme will be towards vocational, recreational and community education so that some of the barriers between school and later life will be minimized.

The basis of the alternative curriculum was the introduction of a range of Other Approved Studies courses, so that the students would be able to study up to six units of these courses in their total programme of study for the HSC. Such was the staff support, that nine courses were submitted for approval - these courses were not some sketchy outline of what courses may be, but rather they were curriculum documents containing aims, objectives, course outline,

methods of implementation and methods of evaluation. The courses which were subsequently approved were Business Communication, Skills for Living, Recreational Activities, Conservation and Management and Photography. This meant that the school could offer a larger number of alternative courses.

Most of the students had been very enthusiastic about the different subjects they had been studying and had assisted staff by suggesting and helping to develop subjects for year 12, stage 2 of the programme. According to Harnwell (1980, 163) these courses provided stronger links between the school and the community especially through work experience programmes, assistance with welfare work and mock job interviews provided by the local Rotarians.

A great deal of interest had been shown by other schools and this scheme was being seen by many educators as fulfilling a worthwhile purpose in the Senior Curriculum of high schools in N.S.W.

Victoria

There had been changes in education at upper secondary schools in Victoria. These changes came about as a result of a long period of discussion and debate. According to Ormonde (1980) the year 1981 marked the beginning of a revolution in Secondary Education in Victoria. It was the year in which the Victorian Institute of Secondary Education (VISE) introduced a much wider conception of the Higher School Certificate (HSC). Effectively it ended university domination of the HSC course - and introduced a course with the broad aim of leading the student either towards employment or to further education.

VISE was the result of more than 20 years of evolving thought of high school education. The HSC courses it had devised to start in 1981 expands the scope of high school education, opening the way for a wide range of new subjects.

At least 20 new subjects were included in HSC courses for 1981. These were: classical ballet, creative arts, drama, Modern Jewish history, Slovenian, Studies in theatre, arts, Arabic, communication, Maltese, media studies, psychology and values, human ecology, data processing, business maths, business law, interpretations in Australian history, maths at work, an alternative English course, secretarial studies, computer science and physical education.

South Australia

Ryan et al. (1981) prepared an Occasional Paper on Upper Secondary Education at the request of the Director General of Further Education for submission to the Committee of Inquiry into Education in South Australia. This study raised a number of questions about the nature, purpose and effectiveness of upper secondary education. The very high levels of unemployment among school leavers was the primary concern and questions were asked about whether the curriculum of the later secondary years constituted an adequate preparation for entry to the workforce. Such questioning raised fundamental issues about the purpose of upper secondary education, the extent to which it can and should prepare students for employment and the ways in which such preparation can be made more effective.

To some extent schools have been responding to the changing needs of the students. Many changes in the content and methodology at upper secondary level have occurred in the last decade. Besides responses at the System level, individual schools have introduced alternative programmes for the final school year, stressing specific

vocational orientation.

According to Ryan et al. (1981, 4) a varied and flexible response had been made. Within the educational sectors in South Australia the new responses have included.

- . A re-examination of senior secondary credentials.
- . Increased emphasis on vocational courses.
- . Work experience and link courses.
- . The integration of TAFE courses in secondary programmes.
- . Specialist TAFE courses for unemployed youth.

Because of the high and rising incidence of youth unemployment most attention had been focussed on schemes to enhance the vocational preparation of youth but broader issues of the appropriateness of educational programmes have not been overlooked.

Some well established school programmes with a specific vocational content include commercial studies, which is offered in many schools. More recently some schools have developed pre-vocational courses stressing technical vocational skills.

Integration of TAFE courses into Secondary Education

As well as link courses, the principal purpose of which is to assist school students to make realistic and informed career choices, several secondary schools have extended their year 12 offerings through the teaching of subjects chosen from standard Department of Further Education (DFE) Certificate Courses. There are three variations on this approach.

In the first case, school students attend a D.F.E. college for the subjects involved. A variation is for students to attend an

evening class in a college of Further Education, subjects studied counting as part of or supplement to their school programme. A third method is for the secondary school actually to teach the TAFE subject to D.F.E. syllabus and use the D.F.E. assessment and/or moderation instruments.

Besides a range of link courses, designed principally for year 11 students, follow on subjects chosen from D.F.E. Certificates, taught by community colleges, are available to year 12 students as electives towards the Secondary School Certificate. Subjects available include:

From basic trades:

- . fitting and machining
- . automotive mechanics
- . metal fabrication
- . electrical
- . panel beating
- . carpentry and joinery
- . hairdressing

From the Commercial Certificate:

- . Office Procedures I & II.
- (taught in schools with D.F.E. assessment).

From Rural Studies Certificate:

- . Agricultural Botany I
- . Wool Knowledge.

An interesting use of TAFE courses has been made by a number of schools in South Australia where an alternative to matriculation stream is offered to year 12 students. These schools teach 7 of the 16 semester units required for the Department's Business Studies

Certificate (Accounting) with D.F.E. assessment instruments being employed.

The use of the TAFE Certificates in schools as alternatives to the matriculation stream can go some distance towards solving the problems of esteem and acceptability among students, parents and employers as these subjects constitute formal education in recognized and respected disciplines and are subject to external examination and accreditation by a Department which incorporates employer interests in its curriculum process.

Besides full-time traditional upper secondary schooling, modified or alternative courses at upper secondary are increasingly being planned. These Modified - Secondary Courses - 'alternative' courses have received some support and it is clear that there is room for modification to existing school programmes. TAFE systems can provide useful support to secondary schools both in establishing the modified curriculum and in avoiding some of the pitfalls.

According to Ryan et al. (1981, 26) the introduction of technical and vocational subjects into matriculation streams, would add to the prestige of those fields of study and promote their further development at sub-matriculation level. The alternative courses need not be developed as complete alternative to general education. There are major educational reasons for treating conventional subjects in areas like language and mathematical skill as a necessary core for any school programme. Alternative courses should not replace but rather supplement such studies.

In South Australia a Commonwealth funded Senior Secondary Curriculum Project was set up in June 1980 to develop an integrated, socially and vocationally relevant curriculum for those senior

secondary students who have no interest in, or need for courses that lead to matriculation.

The Project was located at Wattle Park Teachers Centre. The course and the individual units developed by this Project were offered to schools who wished to provide meaningful alternatives to students who were not undertaking matriculation study.

It is flexible and schools can adopt the courses, in whole or in part into their existing curriculum and timetabling offerings. The course gives students a broadly based vocational awareness, it has a familiar senior secondary knowledge/content base, though it is organized in an interdisciplinary manner. More importantly, the course emphasises the application of knowledge in active and practical ways, meeting students perceived needs.

This curriculum is based on the belief that education is a continuous, lifelong process and that schooling, while significant in the education of individuals in their early years, is only part of that process.

Traditionally, school curricula have been structured around ordered bodies of knowledge called subjects. The emphasis in each subject is on the development of students' understanding of specialized content, on their mastery of particular skills and the development in them of attitudes appropriate to the relevant discipline. This approach is recognized as valuable in preparing students for university entry and is well established in most schools.

The Senior Secondary Curriculum Project's curriculum gives those students who do not wish to go on to university study the opportunity to specialize in areas other than the academic disciplines.

It caters for the full range of student ability, offering a challenging, rigorous approach and emphasis is placed upon relevance to the students' immediate and future needs. It maximizes students' contact with the world outside of school so as to develop their understanding of society and their part within it, encouraging them to learn independently and to be able to cope with change.

One of the aims of this course is to relate learning to the world, and in particular, to the world of work. Students undertaking this course in whole or in part, should become increasingly aware of the range of vocations occurring in the community. They should also acquire knowledge of the nature of work in a number of specific occupations. It is not the aim of this course, nor of specific units within it, to provide substantial skill development in any particular vocation. Students doing the whole course may have the option to examine general vocational areas that interest them in more depth.

Each unit endeavours to create this broad vocational awareness by including exercises for the student to relate the knowledge content and skills acquisition for each unit of social and economic living in a changing society.

The units fall into two categories. General Units and Specialist Study Units. All units are one semester in length. There is no distinction between year levels in any of them.

The units have been designed to slot into a traditional school timetable, alongside existing course options. The course may therefore be adopted by schools and students in whole or in part. The units offered by a school in any year will be determined by the needs, interests and abilities of its students and its available resources.

The unit course seeks to involve students fully in making decisions about their own learning. It offers students and teachers maximum flexibility while at the same time meeting the demand for a relevant and challenging course.

The General Units

Expression and Communication
Government and Law
Human Environment
The Individual and the Group
Lifestyle
Working and Technology
Working and Leisure
Mathematics

The general units listed above can be regarded as providing a core of learning experiences which are not only essential in the development of the student but which also are reflected and are continued to be developed in each of the Specialist Units. These units generally offer workshops which develop skills and knowledge which will be required for, and which will be further developed in, the Specialist Units.

The Specialist Units

The following list has been determined by examining areas of social and economic living and each unit offers a broad educational awareness. It is not an exhaustive list and additions may be made as further areas of study are considered or as school based curriculum offerings which reflect the philosophy of the course are included.

Animal production	Arts Appreciation
Australian literature	Australian media
Business Management	Catering
Clay	Commercial Food Processing
Culture influence on food	Dance
Drawing	Electricity
Electronics	Energy in a changing world
English as a second language	Entertainment
Farm Business Management	Fibre and textile
Film production	Food preparation and presentation
Garment design and Construction	Graphic Communication
Historical theatre workshop	Information industry
Interior Design	Introduction to architecture
Introduction to Accounting	Introductory Computing
Light and Sound	Machines
Marketing	Materials Processing
Metals	Mining and Energy
Modern theatre workshop	Motor Mechanics systems
Nature of Food	Painters
Painting	Petroleum
Photography	Plant production
Plastics	Print Making
Product design	Radio production
Reading, writing & speaking	Resource management
Specialist agricultural Study - Animals	
Specialist agricultural Study - plants	
Sport and Recreation	
Theatre workshop - craftsmanship	
Video Production	
Wood	

The Senior Secondary Curriculum Project (1983, 13) suggested Six Course Models based on student interest. Course offerings and final structure will depend on a variety of factors:

- range of units offered
- range of expertise available
- school and community resources
- student needs
- existing school structures

Once a school has determined what it can offer, students would then be counselled in mapping out semester units over a one or two year time span.

For example: Model I

Assumption: School can offer the majority of specialist units as well as general units.

Student Interest: Light and stage work year 11 and 12

Counselling: 7 General Units

2 Mathematics Units

15 Specialist Units which are related to the arts and entertainment area.

<u>Semester 1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Expression and Communication	Government and Law	Human Environment	The Individual and the Group
Applied Maths 2.1	Working and Technology	Lifestyle	Work and Leisure
Arts Appreciation	Painting	Light and Sound	Photography
Electricity	Video Production	Graphic Communication	Modern Theatre Workshop
Entertainment	Radio Production	Historical Theatre Workshop	Theatre Workshop Craftsmanship.
Film Production	Applied Maths 2.2	Structural Engineering	Electronics

Assessment is a description of the student's performance and not the student. Assessment operates on two distinct levels. On one level is the assessment of the student's individual activities (tests,

projects, essays, reports etc.) as part of the ongoing learning process and so allowing for reinforcement, remedial help and self-assessment. At the other level is the final assessment of the Unit which is required for reporting and accreditation. The student's final products and efforts are the basis for final assessment upon some form of final test or by summarizing or collating assessments of all the student's activities.

The Senior Secondary Project (1983) has been designed to use and expand the body of knowledge and the expertise that already exist in the school. The school, in adapting the course in whole or in part, can look to the needs of its students and the expertise that exist in the school to negotiate a complete senior school curriculum that enables greater specialization for the student and greater diversity of choice for the school.

United Kingdom

In England, the National Foundation for Educational Research (NFER) between April 1978 and March 1980 investigated the provisions made in schools and colleges for the group of students termed 'the new sixth form' - that is, young people continuing their full time education beyond the age of 16 who are suited neither to 'A' levels nor to a course of vocational training of the kind traditionally offered in Further Education.

Dean (1982, 182) of the NFER reported that the number of such young people had increased dramatically in recent years. Many of the institutions were only too aware of the mismatch between their provision and the needs of their students, and a number of initiatives, some by

individual schools and colleges and others at regional and national level, have been mounted to devise more appropriate courses specifically for these young people.

The most notable developments in this field had been the School Council's proposal for a Certificate of Extended Education and the Regional Examining Bodies' Certificate of Further Education.

At the time the project began the survey showed that various provisions were made for the 'new sixth form' in all types of 16-19 institutions. The results showed clearly that in the secondary sector the continuing predominance of 'O' level courses as the main kind of provision made for the new sixth form.

Teachers were only too aware of the unsuitability of 'O' level for an increasing proportion of their students. The NFER study by Dean (1982, 187) concluded that the needs of the new sixth form cannot adequately be met by a curriculum which was in essence a pole imitation of the one designed for university entrants. Neither was an overly specific vocational course appropriate which might force students into a premature or ill-considered career choice or restrict their job opportunities. The need seemed to be a flexible curriculum structure which enables students to consider a range of career options and with emphasis, initially at least, on general vocational preparation. The proposals for pre-employment courses contain the means of achieving such a structure.

A report from the NFER in the United Kingdom, confirmed the government view that the '17 plus' courses should be more vocational. But the researchers Dean and Steeds (1982, 22) warned that this could raise expectations in the one year sixth form that cannot be met.

They argued that there was no doubt that students on vocational courses felt that they have gained more from an extra year than those on more traditional academic courses. However, at a time when the employment scene was changing so rapidly and so radically, there seemed an element of irresponsibility in the superficially attractive idea of giving the students what they want, particularly when their wishes were so closely related to the current employment market.

Recognizing particular needs of senior secondary students in England, the Department of Education and Science (DES) has decided to let schools offer courses for the new 17 plus prevocational certificate without requiring them to include specific vocational skills. This meant that they can be more like traditional studies than the kind of vocational preparation originally planned.

According to Jackson (1982, 22) the syllabus will be left to the new body which was to be set up to run the certificate nationally, but the DES said that they should give a vocational bias to a balanced programme of general education. Certification will be on the basis of assessments rather than formal examinations.

These courses were designed to:

1. Offer a broad programme of general education with emphasis on practical application in various kinds of employment.
2. Develop self motivation, a sense of responsibility and the ability to work with other people.
3. Help students find out what kind of job they could do well.

About two-thirds of the pupils' time would be spent on a common core of written and spoken English, Maths, Science and Technology

and studies designed to give broad understanding of citizenship and responsibilities.

For pupils who have already decided what kind of job they want to do, there will be two kinds of options: technical studies, including extra science and maths, and a general business studies course for students planning to try for jobs in offices or shops. These two courses would also provide foundation for technical college vocational courses.

Conclusion

This chapter highlights the fact that a growing number of 16 to 19 year olds are staying on in full-time education. The need for change in the curricula was expressed by various educators, committees of inquiry and teacher unions as the intake at upper secondary schools become more comprehensive. There was an early response to cater for the changing needs of the students by various education systems. The views of the students have also been taken into account in modifying the educational structures and programmes. During the late seventies the State and Commonwealth Governments took special initiatives to prepare students to enter the workforce by introducing transition education programmes at upper secondary schools.

A review of the alternative courses and provisions made at the upper secondary level in other states and overseas shows that the educational authorities are responding gradually to the changing needs of upper secondary students.

CHAPTER 4

CERTIFICATION/ACCREDITATION

Introduction

The matriculation certificate was appropriate when the fifth and sixth forms had selective intake and the primary role of the senior secondary schools was to prepare students for tertiary studies. Despite the widening range of student abilities over the years, there has been no substantial change in the certification. Because of this, there have been many objections to the matriculation and higher school certificate examinations both in Australia and overseas.

Because of these objections, alternative methods have been suggested for selecting students for tertiary studies, and this is, after all, the prime function of the matriculation/higher school certificate examination system.

With the changes in student intake there have been a growing support for school based assessment as occurs in the Australian Capital Territory and Queensland. Most certificating bodies in Australia, in fact, now assess both internally and by an external examination. However, as various alternative courses are being introduced for students not planning to proceed to tertiary studies, it is necessary for courses to have their legitimacy recognized and their status improved. This necessitates a change in attitude by employers, parents and students, therefore there is an urgent need for a certificate which recognizes the value of these alternate programmes.

The Relevance of the Matriculation Examination

When they were established in 1965 as matriculation colleges, their school programme was given a firm academic orientation with the

aim of preparing a selected body of students for success in the matriculation subjects of the Higher School Certificate (HSC) examination. According to the TEND Committee Report (1978, 75) since that date the retention rates of students from years 7 to 12 had risen from 9% in 1965 to 24% in 1977. This three fold increase has been accompanied by a widening range of student abilities and interests which had been recognized by their being renamed 'secondary colleges'. The central feature of the colleges' programmes had remained that of preparation for the matriculation/HSC examination. Approximately 30% of the students do qualify for matriculation and many of the remainder pass in several of the HSC examination subjects at various levels.

In recognition of the changed composition of the student body, each of the seven secondary colleges in Tasmania has extended its programme. For example by examining the Handbook of one of the colleges it is quite clear that it has introduced many non-matriculation, vocational, semi-vocational and recreational subjects.

Nevertheless the requirements of matriculation play an unduly prominent part both in the programme of the colleges and in the minds of the students and their parents. In an institution where two-thirds of the students are not likely to proceed to tertiary studies, it is improbable that courses preparatory to university studies would be the most suitable curriculum for the majority of the students.

Objections to Matriculation Examination

Despite the widening range of student abilities over the years, there has been no substantial change in the certification. Because of this, there have been many objections to the matriculation and higher school certificate (HSC) examination both in Australia and overseas.

The education conducted in the final year of secondary education is a crucial factor in the whole educational process. According to Rowlands (1968, 247) the existing higher school certificate examination was conducted on the assumption that there was only one kind of educational treatment which needed to be considered at this level. All students were treated as prospective university students competing for places which only a minority could hope to obtain. It was true that most schools had tried to introduce non-examinable subjects for those not intending to proceed to a university. The difficulty is to obtain enough support from pupils and parents. The implied slur of a lower status is a strong deterrent to many who might otherwise benefit greatly from such a course.

Numerous teachers complained that matriculation examinations tried to do several completely different things. There was no basic philosophy which could justify such divergent purposes. There appears to be no coherent body of theory to sustain it.

Rowlands (1968, 248) argued that the type of assessment procedures which were employed at fifth and sixth form levels determined educational opportunities which were available in the final years of secondary schooling. The expansion of opportunity must involve a total reappraisal of these procedures with a view to developing a consistent, coherent philosophical basis for both assessment procedures and expanded opportunities.

Opposition to matriculation examination came from several quarters. According to Hannqn (1966, 13) the frequent criticisms of matriculants suggested that, though they have undoubtedly accumulated facts expected of them by examinations, they have not incidentally picked up the requisite ability to handle them purposefully.

A very strong criticism of the matriculation examination and the university came from Bennett (1969, 68) a deputy principal at a Perth High School. He pointed out that a strict control was exerted on secondary schools by the Universities, through the agency of the Matriculation Committee of the Professorial Board. By allowing the Chief Examiners, themselves usually university staff, to have an overriding voice on various syllabus committees, the University determines the subject matter to be studied in the upper and sometimes in the lower secondary school.

There is often little opportunity for students in the final two years to undertake courses that are not regarded as matriculation. The secondary education systems in most states are topped with a matriculation level examination. What concerns most educators is the dominating effect that University entrance requirements have on what is taught in the school. This concern was being shown even in the late sixties. Speaking at the South Australian Teachers' Annual conference Ennor (1968, 10) said that the first possible new direction in which secondary education might move could be away from a formal syllabus for the senior secondary years combined with the removal of the present examination system as the controlling and dominating factor in the secondary schools. According to him, the matriculation results had not been good predictors of subsequent academic performance.

A similar criticism of the matriculation system came from Dawson and Beasley (1973). According to them the needs of the relatively small percentage of secondary students who will enter full-time tertiary study should not control the aims and practices of secondary education.

In supporting the establishment of senior secondary colleges in the Australian Capital Territory, Campbell (1972, 1) argued that so long as the present external examination and tertiary entrance requirements dominate the educational planning of high schools, flexibility of curricula would be severely restricted. He also, emphasized that the establishment of these colleges would be the first step towards the abolition of the present external higher school certificate. Students would be assessed by their own masters, the assessment being based on each individual's capabilities.

According to Beswick (1972, 7) the loss of the higher school certificate examination could be accompanied by high academic standards and rigorous assessment of students' progress. Greater variety of courses and methods of instruction pointed to the need for greatly increased counselling services to assist students and parents in making the many necessary choices.

The Victorian Secondary School Teachers felt so strongly about the limitations of the higher school certificate (HSC) that in 1974 they put a black ban on HSC. Hannqn (1974, 16) explained the reasons for the ban. According to him the HSC, formerly known as matriculation had been the peak of secondary school ambition for many years. Alternatives to it were untried and virtually unknown. The most widely agreed evil of HSC was that it put most school pupils into an irrelevant straight jacket. HSC was an examination especially designed to pick out a handful of students for university entrance. Hannqn was particularly critical of the fact that the secondary school course was heavily influenced throughout and in higher forms absolutely dominated by HSC prescriptions. The HSC also restricted the educational opportunities of about nine out of ten students.

Hewitson (1976, 70) who argued strongly for separate senior secondary high schools in Queensland was also very critical of the assessment procedures at senior secondary level. He argued that senior secondary education was seen to be a much more broadly based phase of formal education than allowed by the domination of curriculum by tertiary institution entry requirements.

As secondary education grows and becomes genuinely available to all, the problem of the greater numbers and wider spread of abilities in the sixth form will have to be faced. One would be faced with the very difficult problems of selection, from among these large numbers, of those who can be admitted to sought after institutions, or who can receive the relatively limited numbers of scholarships.

Alternative Methods of Selection for Tertiary Studies

Because of the objections to the matriculation system, alternative methods have been suggested for selecting students for tertiary studies, as this is the prime function of the matriculation/higher school certificate system.

The suggestions for alternative methods of selection for tertiary studies have been made by several people. Rowlands (1968, 241) suggested that schools should make their final assessments of the final year performance available to tertiary institutions which could, if desired, use Advanced Scholastic Aptitude Tests (ASAT), Tertiary Entrance Examination Project (TEEP) and other tests of an objective type as additional evidence in making their selection. It would seem to be wise to use both the prognoses of the tests and assessments of the schools in making final decisions for the award of scholarships and university places.

Hannqn (1974), one of the leading critics of the matriculation system suggested that selection for tertiary studies should be based on aptitude tests, teacher assessments or a mixture of the two.

A report based on the results of a three year study carried out at the Monash University Computer Centre urged to phase in assessments of students by their teachers. This project was launched in 1971 when the HSC examination was under attack from critics who claimed that it forced strict adherence to a syllabus and subjected students to undue emotional stress. In addition an examination was not considered an adequate measuring tool since it did not take into account a sufficiently wide range of factors relating to the student.

According to Bellamy (1974, 29) the use of teacher assessment as part of the final measure of academic success would de-emphasize the final examination. Computers can be programmed to draw attention to any student where the discrepancy between the teacher assessment and the exam result was marked.

The Monash Report suggested that teacher assessment be introduced gradually. The proposal was that by 1978 half the subject score would be based on teacher assessment and half on the results of the external examination.

This proposal was considered and eventually accepted by the Victorian Universities and Schools Commission. Other states followed the Victorian lead and introduced teacher assessment in the HSC. This plan has lessened the emphasis of the final external examination in determining a student's success.

According to Bennett (1969, 69), while a satisfactory alternative to the present matriculation examinations was not easy to find, he suggested that a Commonwealth Scholarship type of examination would have some advantages over the present scheme. They do not require a set course of study and therefore do not determine syllabuses. An obvious disadvantage is that this type of examination only identified the intellectually gifted, not the academically oriented students. Bennett suggested that this type of disadvantage could be overcome if the results were tempered by the use of the wealth of information which schools collected about students over their five years of secondary study. Each school could rank its students on the basis of academic achievement and it would be a relatively simple statistical exercise to compare rankings between schools. Students who scored well on the formal examination but who were poorly rated on achievement would be rejected in favour of students who were less gifted but better achievers.

The Universities would be able to control the number of matriculants in any one year and the matriculants would be selected on a more scientific basis since a much greater amount of information would be used than at present.

The examination developed by the Australian Council for Educational Research now forms part of Commonwealth Secondary Scholarship procedures in all States. It is not based upon prescribed syllabuses and so does not influence courses or instruction in the secondary schools.

Some follow up studies have been made of students selected on this examination and results appear to indicate that tests of this kind are effective as predictors of academic success.

It is not envisaged that these special examinations will replace present examinations at the end of secondary school, but rather supplement them as an additional factor to be taken into consideration at the point of selection.

Investigations have been made to assess various methods of selection for tertiary education with a view to improving such selection. The results obtained will be studied in association with matriculation marks, university results, headmasters' assessments and any other factors available to the investigators.

In most States schemes have been introduced which place emphasis on the schools' assessment of pupils instead of the results measured by an external examining body.

This scheme should provide much more scope for teachers to prepare differing syllabuses according to pupils' needs. It might lead to examining being incidental to the objectives of the education process instead of being the goal as it is in schools at present.

According to Hewitson (1976) perhaps it was time for tertiary institutions to remove the constraints which they imposed on secondary education, for example by introducing a first year of general or specialized tertiary education for orientation, preparation, guidance and selection purposes. This would allow the broad personal and social objectives of senior secondary education to be pursued in reality; would promote the autonomy in curricula; and would enable the cumbersome moderation system practiced in Queensland to be dispensed with in favour of non-moderated school assessment.

Hewitson also suggested the use of standardized transcripts indicating the progress, proficiency, interests and abilities of students

leaving school as were recommended by the Campbell Committee, along with appropriate TEEP or ASAT type external tests.

According to Selby Smith (1969, 26) the experience of various examining boards for the Certificate of Secondary Education (C.S.E.) in England and Wales made it clear that a combination of different modes of examining for the same certificate was quite practicable.

The most promising line of approach lies in giving the schools the greatest possible freedom in devising and teaching various subjects at sixth form level, and at the same time instituting a different basis for selection. The internal tests would be devised as a part of the educational process itself, and must help to judge how far pupil and teacher, in their different ways, have achieved the objectives which those who are devising the educational process for these particular pupils have in mind. The tests used for selection, however, will be prognostic and forward looking, and one must ensure that they are devised as expertly as possible.

Walker (1982) suggested a new system of assessment. According to him its organization would be local and it would comprise a mixture of criterion referenced graded tests and pupil statements. It would be validated by a national representative body which had appropriate experience in the field of curriculum development and assessment.

A Growing Support for School-Based Assessment

With the changes in student intake, there has been a growing support for school based assessment as occurs in the Australian Capital Territory and Queensland. Most certificating bodies in Australia, in fact, now assess both internally and by external examination.

In order to alter the secondary school curriculum it was necessary to alter the examination system. In 1969 Dr. Radford of the Australian Council of Educational Research, who had already encouraged Tasmania to revamp its examination system, was appointed chairman to review Queensland's examinations.

A system of moderation was devised to control school assessment for Senior Certificate. In December 1972 the Senior Public Examination was held for the last time. The two senior years, grades 11 and 12 were organized into four semesters and the syllabuses were structured into semester units. Individual schools were permitted to submit syllabuses to the Board of Senior Secondary Studies for approval. By the end of 1973 at least 148 different subjects had been introduced by schools on their own initiative.

Queensland and the Australian Capital Territory (ACT) have abandoned the traditional method of assessment at the end of secondary education and replaced it with school based assessment. Other states have been examining critically their current use of external public examinations.

Many teachers and students see that the pressure of external examinations results in increased competition and tension and feel that this is inhibiting rather than contributing to the personal development of secondary students.

The Queensland and the ACT answer is to rely on moderated teachers' assessments. This recognizes that a teacher who knows a group of students over a period of time is as accurate or more accurate than a single external examination in ranking these students.

The Selby Smith Committee did what it could to obtain an indication of how the ACT Secondary Colleges had affected the academic performance of the students, and found that such evidence as it was able to gather to the time of its report (December 1979) suggested there had been no change either way. According to Anderson et al. (1980, 137) no tertiary institution was able to supply them with evidence that there had been any change in levels of achievement associated with the new system. This finding was in accord with the opinions expressed by teachers surveyed, two-thirds of whom felt that the work of the ACT Schools Accrediting Agency had led to neither an increase nor a decrease in the general level of academic achievement. It might be noted, however, that a quarter of teachers surveyed felt that the work of the Agency had led to an increase in the general level of achievement.

Although there was wide support and approval of the techniques used to validate internal assessments of college students - done for certification purposes, there was some misgiving by some staff and some students about scaling procedures. However, it was widely accepted that whatever assessment procedures are adopted, some individuals will benefit and others might be disadvantaged.

Recent Changes in Certification

Most certificating bodies in Australia, in fact, now assess both internally and by an external examination.

Students in secondary colleges in Tasmania are eligible to receive certification by the Schools Board of Tasmania and by the college itself. The Higher School Certificate (HSC) administered by the Schools Board is offered in a wide range of subjects, most at two levels, level II or III. Level II subjects are internally assessed by each college.

Comparability between colleges is maintained by a moderation system as each of the subjects has a subject adviser who oversees the assessment. Subject adviser meetings are generally held twice a year when the subject teachers discuss the assessment procedures.

Level III subjects are assessed by combined internal assessment and an external examination. In most subjects the internal component counts up to 50% of the total mark. Before the final assessment is made the internal marks provided by the schools and colleges is standardized against the external examination marks of the group. The standardization procedure is quite complex but this is undertaken to maintain the comparability of standards between colleges.

The University of Tasmania had approved certain HSC level III subjects which could be counted as matriculation subjects. Passes in four level III subjects were required to satisfy the University matriculation requirements until 1981.

In 1980 the Matriculation Policy Committee of the Professorial Board issued a memorandum to Schools and Colleges. In the memorandum it outlined the reasons for the review of matriculation requirements, including short-term as well as long term proposals.

There was considerable discussion between the schools and colleges and the University. Following an extensive review of matriculation, the University council approved in principle a number of changes to the University's minimum entrance requirements.

Those students sitting in November 1982 and subsequently will be required to pass six subjects in one or two sittings. The six subjects required will include four from "group X" and two from "group Y". Group X will contain all the subjects which were accepted for matriculation in

1981. The group Y contains a wide range of level III and level II HSC courses including a number of TAFE subjects.

Despite some objections to these proposals, these changes were welcomed by schools and colleges as it provided for a two year higher school certificate study for all students which would give a relatively broad pre-university education.

In 1981 The Victorian Institute of Secondary Education (VISE) introduced a much wider conception of the Higher School Certificate. Under the new system, courses are accredited for three to five years, after which they must be reassessed, if they are to continue being part of HSC. This has opened the way for a wide range of new subjects.

Each course was to include a built-in procedures for monitoring its functioning, so that VISE will have data on which to assess it.

The certificate will be issued to a candidate who has satisfactorily completed a year 12 course of study in accordance with the requirements of VISE. The students will be allowed to accumulate subjects. They do not have to pass them all in one year and the certificate will provide a statement of results obtained in all courses for which the student has attained an assessment of grade F or above.

The external assessment will vary from 70% to 50% of the total mark, according to subject. Schools will be responsible for internal assessment.

There has been considerable discussion about a new examination proposal in the United Kingdom. But according to Walker (1982) it appeared that the 16 plus examination would not be introduced despite some support for it.

Certification/Accreditation of Alternative Courses -

The Need for recognition and status for these courses.

As various alternative courses are being introduced for students not planning to proceed to tertiary studies, it is necessary for these courses to have their legitimacy recognized and their status improved. This necessitates a change of attitude by employers, parents and students, therefore there is an urgent need for a certificate which recognizes the value of these alternative programmes.

Tasmania

The establishment of the Division of Further Education in Tasmania had complicated the awarding of certificates to students in grades 11 and 12. Technical colleges have emphasized technical training courses for industry and business, and have awarded TAFE Certificates for most of them; and secondary colleges have emphasized academic subjects and have entered most of their students for the higher school certificate. However, as both types of colleges are currently enrolling increasing number of students whose studies are less specialized, with the result that the Division of Further Education is trying to widen the range of certificates it offers. According to the White Paper on Tasmanian Schools and Colleges (1981, 49), the government had directed the Board and the Division to make decisions urgently about a system of certification which met all the needs of students in the 1980s.

The Report on Further Education in Tasmania (1978, 28)

envisaged that the Vocational Education Co-ordinating Committee would establish suitable links between it and the Schools Board for purposes of liaison and co-operation as appropriate. This would enable early consideration to be given to ways of achieving the maximum feasible

rationalization of syllabuses across the Further Education spectrum. Subject to any statutory provisions which might apply, benefits would include the facilitation of transfer between Further Education courses with due credit for successful study already undertaken.

In 1979 the Further Education Certification and Accreditation Working Party (CAWP), comprised of members of the Division of Further Education, was established to report to the Director of Further Education about the certification and accreditation in the Division. The Interim Report (McMahon, 1980) presented as a discussion paper, recommended that a Certificate of Further Education to be issued by the Education Department, be introduced as soon as practicable. The certificate would be a graduation point based on a minimum number of points in approved subjects. There had been discussions between representatives of the Schools Board of Tasmania, the Association of the Heads of Independent Schools of Tasmania and the Division of the Further Education. There is support in principle for the certificate to be issued by a single recognized authority but as yet no decision has been made.

Attempts to broaden the curriculum in senior secondary colleges have been to some extent restricted by existing matriculation requirements. The only plateau of achievement widely recognized is "qualified for matriculation" and therefore nearly all students take this as the only worthwhile goal. Higher school certificate students will not take advantage of possible extensions to the curriculum by taking TAFE courses thus negating the main educational justification for such amalgamation of secondary colleges and technical colleges. There is no incentive for any student (secondary or technical) to take a mixed course.

Queensland

Campbell and McMeniman's Comparative Study of Alternative courses at year 11 (1982, 32) showed that within many schools which were visited single classes of 12 or 15 were following Alternative Courses, while as many as 180 or 200 of their peers were enrolled in the Mainstream Course. Campbell and McMeniman argued that it was difficult to avoid the conclusion that many of the mainstream students were being groomed for a race they would never run; fewer than half of the mainstream students surveyed in this study even aspired to go to tertiary studies - most, like the students in the alternative courses, were aiming to join the workforce as soon as possible.

When questioned about their choice of courses these mainstream students cited the low prestige of the alternative courses among parents and the wider community as the primary reason for opting to follow the traditional route. Although some criticized the alternative course as being "something of a bludge", this was a minority judgement; a larger number expressed envy that the alternative course students were experiencing a more relevant curriculum, and were getting a headstart in the competition for employment.

South Australia

The Senior Secondary Curriculum Project of South Australia (1983) has designed a curriculum to meet the needs of those senior secondary students who have no interest in, or need for, study that leads to matriculation.

From the outset the designers of this alternative programme wanted statewide recognition of these courses. It was hoped that this course, and individual unit within it, would be accredited by the Senior Secondary Assessment Board of South Australia, along with other semester

based courses. In the interim, schools would need to adapt the course to their existing accreditation and reporting systems for year 11 and year 12 students.

The South Australian Education Department Report (1982, 42) argued for a Certificate of School Achievement which should include:

- . A student profile and cumulative record of all senior secondary study of units successfully completed.
- . Description of each unit studied and indicators of achievement, and
- . A statement of Secondary School graduation status which will be conferred on a student who achieves success in a specified number and type of credited units.

In South Australia where there is a tendency for students to complete year 11 studies and seek employment, Ryan et. al. (1981, 32) suggested that a formal certificate should be re-introduced at the end of that year made up of an accredited and standardized core of subjects and a range of additional units reflecting the philosophy of an individual school and in some cases carrying its own external accreditation - for example, where subjects of the Department of Further Education are employed.

Western Australia

In Western Australia where alternative courses in the upper secondary schools had been in operation for some time, schools were given the responsibility for the certification of the courses they design.

Internal certification was perhaps the obvious strategy in the situation where most components of the curriculum was school developed, and where standardization across schools, and/or external moderation, was not desired by the majority of alternative - course staff.

The Louden Report (1980, 8) stated that there could be little doubt that the major value placed on an end-of-course certificate by a great many parents and students was the degree to which it could be used as a credential in the gaining of employment. For the employers, the value was often that of how useful the certificate was as a means of 'sorting' or selection. While the Steering Committee did not wish to encourage 'credentialism', it did recognize that, given the tradition in this State of certification based on external examination or external (Board of Secondary Education) moderation, and given the present economic climate, public acceptance of internal certification would be slow in coming, and that there was little incentive for employers to investigate alternatives to the dominant form of certification.

For these reasons, it had been argued that the whole question of certification be reviewed, with the purpose of providing for alternative course students a more widely recognized certificate.

The Alternative Courses Steering Committee recommended that the necessary statutory changes should be made in regard to the operation of the Board of Secondary Education (BSE), which would allow for BSE certification of a third category of subjects - namely, school level subjects. School level subjects could be defined as 'those not examined or moderated' by the BSE, but acknowledged as authentic internal programmes subject to school level assessment.

United Kingdom

In the United Kingdom the government had decided to let schools offer courses for the new 17 plus pre-vocational certificate without requiring them to include specific occupational skills. This means that the courses can be more like traditional studies than the kind of vocational preparation originally planned.

According to Jackson (1982, 22) the certificate presented to everyone who completes the course would record the assessment of the young person's performance and would also state whether the holder had done well enough for entry to a course of Further Education (FE) or training leading to a specifically vocational qualification. A national body would be responsible for the monitoring of the assessment and awarding the certificate to be endorsed as a national qualification on behalf of the Education Secretary or Welsh Secretary.

The Department of Education and Science (DES) was ensuring that these courses would be available to all those staying on in education who needed to concentrate on 'O' level or Certificate of Secondary Education and those who needed basic remedial help.

Of course, these new studies would not be necessary for those with a potential to get 2 or more 'A' levels or those who knew what they wanted to do and were ready to start a vocational course at college.

The DES described the Certificate as the counterpart in full-time education of the Government's New Training Initiative. The student's performance in the key aspects of the courses, like English, Science and Mathematics was to be externally examined.

Conclusion

Certification at fifth and sixth forms were initially designed for a selective intake of students who were basically aiming for higher studies at universities. As the fifth and sixth form intake started to change, this tertiary dominated certification was no longer found to be appropriate. This had been demonstrated by many objections which had been raised against matriculation examination here in Australia and in the United Kingdom.

As the prime function of the matriculation examination is to select students for tertiary institutions, various alternative methods of tertiary selection have been suggested.

Some states have moved towards school - based assessment already and most other states have included teachers' assessment as well as an external examination for certification.

To encourage more students to study the new courses which the colleges are providing, attempts have been made to issue a widely recognized certificate for these alternative courses.

CHAPTER 5

SYNTHESIS OF THE ARGUMENT

Introduction

It is the intention of this chapter to firstly outline the major recommendations for change made by various committees' of inquiry such as the Karmel Report (1976) and the TEND Report (1978). Out of these inquiries came the establishment of the Division of Further Education. Since 1982, with a change of Government in Tasmania there have been further changes to the administrative structure of the Division.

It is further intended to review recent curricular changes at senior secondary college level and to look at proposals for the development of alternative grade 11 courses in Tasmania.

Recommendations for Change made by various Committees of Inquiry

The TEND Committee, chaired by Emeritus Professor W.F. Connell, reported in June 1978 and advocated extensive changes designed to increase retention rates in schools and to end the separation between vocational and general education, which in its view, is educationally unsound and has led to the narrowing of vocational education and the impoverishment of general education. The TEND Committee recommended three changes:

1. A structural change to provide vocational and general education within the same institutions.
2. Changes in Curricula to provide appropriate combinations of general and vocational suited to students of different interest and maturities and
3. Attitudinal changes to gain acceptance of the new approach to education.

There has been considerable debate within Tasmanian education circles on the proposals of the Committee on Post-Secondary Education in Tasmania (1976) concerning integration. In 1978 two separate educational committees recommended the integration of TAFE and Secondary Colleges, viz, Report of Ministerial Working Party on Tertiary Education, Tasmania, 1978, and the TEND (Tasmanian Education Next Decade) Committee Report, 1978. There were two major overt reasons for this decision: the need to provide different educational opportunities to the wider range of students entering secondary colleges and the question of economies of scale in providing post-compulsory education.

Establishment of the Division of Further Education

When the document "Further Education in Tasmania" was prepared in 1978, an earlier statement from a 1977 paper (Community Colleges in Tasmania by the Director General of Education) was considered the key document outlining the philosophy of Further Education and Community Colleges.

In 1977 the Director General of Education in Tasmania states the case for Community Colleges as follows:

"The basis of the developments is the desire to provide greater opportunities for students by increasing the range of subjects and courses available to them; to provide appropriate educational and physical environment which will encourage students to develop their abilities and interests to the greatest extent; to develop an atmosphere and relationship between staff and students which will assist development of mature adolescents to adulthood and encourage adult members of the community to become participating members of the college community

The Community College promises to be an institution in which students of different ages, interest, aspirations, attitudes, cultural backgrounds and values participate in the life of the college as they will in life outside the college; learn together and recognize but respect difference in human beings; co-operate and share while pursuing their goals; become

involved in fashioning the institution and the decisions which provide the framework for its operation and value the contribution the college can make to their own development and the life of the community it serves."

In general, the community colleges will provide educational programmes in the post-grade 10 area of the following types:

- (a) secondary to tertiary transfer courses usually occupying two or three years;
- (b) exploratory courses leading to further study or employment;
- (c) vocational courses leading to employment;
- (d) compensatory and retraining programmes for adults who wish to change qualifications or careers;
- (e) recreational and general interest learning opportunities in response to community needs.

These would provide for unrestricted access to Further Education. It would be up to the college itself and a regional committee to recommend priorities in the five categories but there would be a tendency to give the highest priority to categories (a) and (c) and to students in the 16 - 20 age group.

Following the recommendations contained in the document "Further Education in Tasmania", (1978), the Division of Further Education was established to operate from January 1 1979, bringing together the secondary (formerly matriculation) colleges and Technical and Further Education (Technical colleges and adult education) under a common administration, with the ultimate goal of developing them as community colleges.

Tasmania has led other States in introducing community colleges which will give 16 to 20 year olds and adults a greater chance to continue their education than they had before. The White Paper on Tasmanian Schools

and Colleges in the 1980s (1981, 23) outlined some of the major initiatives taken by the government to broaden the range of courses offered to students who have just finished grade 10, and who want to continue with full-time schooling.

The rationalization of TAFE, Secondary Colleges and Adult Education at the end of 1981 was in an early embryonic stage. Many problems especially in the areas of industrial relations, educational programmes and certification, and finance awaited a satisfactory resolution.

Changes in Administrative Structure Since 1982

In a Ministerial Statement (1982) Policy Statement No. 4 (5), the newly elected government announced that it intended to change the way the Education Department provides Higher School Certificate (HSC), Technical (TAFE), and Adult Education Programmes. The Minister for Education (1982) said that a Liberal Government would separate the provision for HSC and Technical training while allowing free accredited cross-flow of students in choice of subjects.

The Minister for Education went on to say that the Government had adopted this policy because it was convinced that the needs of the students and the community which the provision should serve to the maximum advantage possible are paramount; that a student should be able to choose from the widest range of courses and services possible selecting, if necessary, from the offerings of two or more colleges; and that teachers should be able to concentrate on the teaching they do best.

It meant that from the beginning of 1983, the government would establish HSC and TAFE courses in colleges that will generally provide

one or the other, but not both. This being so, the development of integrated community colleges had been reversed.

The government maintained that it was not dismantling community colleges. Those colleges which had operated successfully, without industrial and educational problems were to continue. Those that had not, would be separated into their original components so that they would have a chance to operate as they were designed to do. In time they may well come together in a new and efficient form.

The government's decisions to separate the administration of HSC and Technical Education in Tasmania were consistent with Professor Hughes' (1982) recommendations.

A Review of Recent Curricular Changes at Senior Secondary Colleges

One such college which has remained as a community college is the Rosny college which has been in the forefront in the Tasmanian educational scene since its establishment. Rosny college is in a unique position as it was the first secondary college in Australia to occupy a building especially designed for senior secondary students. It has been possible for Rosny college to be a trend setter.

At Rosny, the teaching staff has been responsible for developing new subjects and adapting the lower level subjects to meet the changing needs of the students. There has been a steady growth in vocationally oriented studies and in recent years some areas of the Technical and Further Education programme have also been included in the college offerings. According to Hortle (1979, 55) it is now possible for students to do a combination of HSC and TAFE subjects in the business and commercial areas. The increasing importance of English and Mathematics in the college programme has resulted in a wide range of remedial and extension courses, in yearly and short term units, being made available

to students.

Recently the college has widened its scope to include short-term courses for unemployed young people. When the college was first opened, a decision was made by the staff that there would be no entry requirements and there will be a sincere attempt to cater for all kinds of full and part-time students from the post grade 10 area regardless of age, and also for returnees to the educational system, regardless of previous educational standard. This resulted in a rapid development of adult education both at the certificated and non certificated level.

Now a full-time member of the staff is concerned with the administration of the overall adult education programme both at the college and the surrounding geographical zone. Classes are held in many centres and at least 50% of these are located outside the confines of the college.

In recent years, students have been able to work in either day or evening groups or even combine the two. The evening options in the HSC studies are more restrictive than those of the day classes but the reverse is true of the TAFE and adult education offerings.

Another important facet of the college is the emphasis placed on recreational and elective studies. All full-time students are strongly encouraged to participate in these areas and the college time-table highlights their importance by positioning them in the central part of the day programme between 12 noon and 2 p.m. An officer of the Division of Recreation is attached to the college staff to facilitate the use of recreation facilities and to co-ordinate college and community recreation programmes.

Like Rosny college other secondary colleges in the State have also broadened their curricula and are now catering for the needs of a growing number of 16 to 19 year olds and the adult community.

In Tasmania the Higher School Certificate is issued by the Schools Board of Tasmania. To provide for the varying abilities and interests of students, a wide variety of subjects and levels is offered. Now two years of study are required to complete the matriculation requirements.

All level three subjects are assessed by an external examination as well as an internal assessment provided by the colleges. Level two subjects are assessed internally by each college. Besides this there are numerous unitized level two courses and these are basically pre-vocational in nature.

Besides the higher school certificate courses the secondary colleges offer in their handbooks certain special courses, for example, Certificate of Health, Physical Education and Recreation, First Aid Courses, Driver Education Courses, Automotive Studies and Introductory Electronics.

The colleges also offer community education programmes. These are interest or elective type short courses for both the general public and full-time students. These courses are not examinable. The courses are usually advertized in the Community Education Supplement which is published in "The Mercury" daily newspaper.

The three southern secondary colleges combine with the Hobart Technical College to offer full-time Pre-vocational courses.

These courses were designed to meet the needs of the students who were interested in further education and training that is directed specifically towards gaining employment in apprenticeships and other technically related areas and to increase the students' value as prospective employees.

These trade-based pre-vocational courses were designed as full-time units requiring a minimum of 30 hours per week of which 12 hours is devoted at the secondary colleges to a liberal studies component which aims to improve Basic English Communication skills, to increase general social understanding and develop physical skills through a theoretical and practical physical education programme. The remaining 18 hours are spent at the Hobart Technical College beginning with courses covering a wide range of trade skills and finishing with specialized training in a limited range of trade areas selected by the student. These courses provide an excellent introduction to various trade courses offered at the technical colleges.

Secondary colleges in co-operation with Technical Colleges have also offered this trade-based pre-vocational course in Burnie, Devonport and Launceston.

The success of the pre-vocational trade-based courses depended on the continued co-operation between secondary colleges and technical colleges. Some difficulties were encountered at administrative level in implementing the pre-vocational courses and they were subsequently discontinued after 1982.

New Horizons Courses which are designed as bridging courses are also offered in secondary colleges. These courses provide the opportunity

for adults who have been out of the workforce or away from school for a period of time, to assess their potential and consider their options.

Several types of classes available include,

Explorations - which has three basic sections: general social issues, a study of modern literature and social psychology.

Special Units - drawn mainly from literature, history, psychology and business studies.

Understanding Science - mainly practical sessions on general sciences.

Certain units in Music are also offered as a part of the Colleges'

Community Education Programme.

Transition education programmes are also offered as alternatives to HSC subjects. These courses are of approximately 18 weeks and cater for those who wish to continue full-time study with greater emphasis on vocational skills and extension work in literacy and numeracy. For students interested in clerical or secretarial career vocational courses in Business Studies are offered and on completion of these courses college certificates are issued.

These increased course offerings at all secondary colleges indicate that senior secondary colleges are responding to the needs of both full-time students and the community at large.

Proposals for Further Changes to Establish Alternative Grade 11 Courses.

Concern was expressed by some teachers that the secondary colleges do not really cater for post-grade 10 students who have a weak academic background (School Certificate level 1 or 2) and it is possible that despite more units being added and better publicity being given to these units these students will never continue their schooling into grade 11. The desire for less general and more practical (job-oriented) type

training and the fact that for many students, and their parents, the dole is more acceptable than more schooling, prevent an increase in enrolments of this type of student. Perhaps the answer is to structure pre-vocational courses for these students along the lines of the earlier trade-based course and to classify all these courses at TAFE so students would be eligible for Commonwealth assistance grants.

Hortle (1982, 2) suggested some examples of the kind of pre-vocational courses that could be offered. These were:

- trades
- special education
- data processing
- wholesale/retailing
- child care
- food preparation/waiting
- fishing industry
- craft industries
- National Parks and Recreation
- television, photography and theatre
- drafting/surveying
- horticulture/farming
- laboratory technology.

In all these courses would be common elements such as practical job oriented maths, practical job oriented English, health and recreation, as well as work experience and work orientation. Some, or all could include optional units but in most cases they would be structured so that students start with a wide range of vocational alternatives being presented and then becoming increasingly more specialized towards the end of the year.

An example of a possible course is shown below -

Pre-vocational (Craft Industries) Course

2½ hours/week	- basic commercial arithmetic
2½ hours/week	- English communication
2½ hours/week	- Physical Education and Health
2½ hours/week	- Work Orientation in the craft area
15 hours/week	- Craft work.

In term one, the 15 hours could be divided between three crafts with a particular student choosing, for example - glass working, pottery and metal craft. In term two, the 15 hours could be divided between two crafts (a major and minor) with a particular student choosing, for example glass working for 10 hours and pottery for 5 hours. In term three the 15 hours could be increased to 20 hours by eliminating maths and English, with a particular student now using all that time for glass working. In this time there would be a period of work experience with a craftsman in a glass working area.

In the example above all the units could conceivably be taught by HSC teachers but in many other possible courses TAFE teachers would be required for a large segment of the course. Cooperation between secondary colleges and TAFE colleges would be necessary to offer such courses. Experience indicate that this is possible if the secondary college acts as an annex to the technical college.

In Tasmania Salier (1983) is proposing an alternative course for grade 11 students who are not planning to proceed to tertiary studies. He is suggesting that a co-ordinator be appointed to oversee the rationalization and revision of the HSC level II Units so that they become part of an alternative curriculum to encourage greater retention into grade 11.

Salier (1983, 1) goes on to emphasize that there is an urgent need to lift the respectability of level II units in the eyes of students, parents, and the community. It is generally agreed that the HSC level II courses are largely dilutions of the essentially academic higher level courses, and in the light of these Salier (1983, 2) makes five recommendations. These are:

1. HSC level II subjects be rationalized, revised and improved and procedure be set up for continuing review.
2. Revised level II HSC units be used as a basis for providing an alternative curriculum.
3. Behavioural objectives be used in the revision of HSC level II units.
4. A body, independent of the Schools Board be set up to oversee the standard of preparation of level II units and to submit the revised units to the Schools Board of Tasmania.

The level units must not become academic and move toward traditional HSC level III subjects in nature. Respectability and rigour must be attained by the clarification of aims and objectives in areas more suited to these subjects.

As compared to other States and the United Kingdom, the Tasmanian Education System has been responding very favourably to the needs of the 16 to 19 year olds in the area of upper secondary education.

Conclusion

It can be argued that Tasmania has led other States in providing relevant education for 16 to 19 year old students.

Various committees of inquiry have recommended that senior secondary colleges and TAFE colleges should be integrated to form community colleges.

The Tasmanian government accepted this proposal and established the Division of Further Education which brought together secondary colleges and TAFE colleges under a common administration to develop them as community colleges.

As some problems have been encountered, especially in the areas of industrial relations and educational programmes and certification, it became difficult to establish fully integrated community colleges. With a change of Government it was decided to modify the administrative structure of the Division of Further Education.

From a review of the role of senior secondary colleges in recent years it is quite apparent that they have expanded their educational programmes to cater for a wider range of student abilities and interests. In cooperation with TAFE colleges senior secondary colleges have offered certain prevocational trade - based courses. Some proposals have been made for alternative grade 11 courses to meet the needs of the students who are not planning to undertake tertiary studies.

CHAPTER 6

RECOMMENDATIONS

Introduction

In this final chapter it is intended to recommend changes which should further increase the educational provisions for senior secondary students in Tasmania.

It is recommended that three kinds of changes should be considered. These are (a) structural changes,
(b) curricular changes and
(c) certification/accreditation changes.

The post-grade 10 student population in secondary colleges today have educational needs which differ from the provision available at the time of the establishment of the colleges after 1965.

It is the provision of the broadest range of opportunities for students which is the central issue. What we need to keep in mind is that the provision of educational programmes is of major concern, not only to educational administrators, teachers and parents, but most important of all, to students.

Although attempts have been made to develop a wide range of courses in the secondary colleges to meet student needs, I believe that to further improve educational opportunities of the 16-19 year olds three kinds of changes - structural, curricular and certification should be considered very carefully.

Structural Changes -

It is essential that students studying vocational and general education should be brought together within the one institution for

several educational reasons. It provides an opportunity for students to choose appropriate courses, for staff to plan more varied courses and to modify and change students activities. More importantly it becomes easier to design broader vocational courses with more general education, and it gives academically oriented students an opportunity to become involved in some vocational work.

Tasmania has led other States in introducing community colleges which will give 16 to 19 year olds and adults a greater chance to continue their education than they had before. Two separate educational committees recommended the integration of TAFE and Secondary Colleges to form Community Colleges and community surveys have shown support for the integrated institutions.

The community colleges in Tasmania have not yet developed identical administrative structures and there have been some problems with their development. It is important that they combine Higher School Certificate, Technical and Adult Education for the benefit of the community they serve.

It is logical to move towards institutions that can offer this range of courses for financial as well as educational reasons. Such colleges would be ideally suited to develop new courses in response to the student and community needs.

An appropriate administrative structure has been already developed to administer the Division of Further Education which incorporates the secondary colleges, the technical colleges and the adult education centres. The Division is headed by a Director advised by the State Council of Further Education. Approximately half of the Councillors are business and industry representatives, and the remainder

are representatives of college councils, college administration and the Education Department.

Each community college is to have two main levels, upper secondary and TAFE. They would also be multi-campus, thus recognizing different situations that exist throughout Tasmania and the need for a college to use facilities of high schools distant from the college. Each college has to accept responsibility for a defined geographical area and, in some educational offerings, a responsibility extending beyond that area.

Each college has a council, although its role at the moment is basically advisory. I see college councils as an effective means of getting parents and others in the community to influence what happens in the colleges. Approximately half of the college council should consist of business and community representatives, the remainder being representative of the college staff and students.

A degree of autonomy is necessary if the college is to pursue a more entrepreneurial role. The colleges should be prepared to accept and encourage active promotion of community involvement in its decision-making process in order to achieve autonomy. The strengthening of the Council could be seen as the best means of providing the sort of accountability which autonomy requires. The College Council should be given increased managerial powers in the specific area of finance and greater powers to review in the general area of college policy. Hence college councils would become more responsive to the needs of its students and the community it serves.

Of all the Australian States, Tasmania has the biggest proportion of its population classified as rural. To improve access to

further education I recommend that appropriately placed district high schools should have their courses extended to accommodate years 11 and 12.

Curricular Changes

Each college should work out the details of the curriculum best suited to the needs and interests of its community and it should include general, vocational, and community education.

There are basic competencies, attitudes and values which can and should be taught in senior secondary colleges in order to enhance the students' preparedness for the world of work. These should not include specific vocational preparation but a much greater vocational awareness than is often now the case. The need to prepare students for the world of work and for other life experiences does not remove the role of the upper secondary education in preparing students for further study.

Opportunities should exist for students to study more technical and more work relevant studies without limiting their chance to matriculate.

With the establishment of community colleges it is envisaged that there will be provision for educational programmes of the following types:

- (a) secondary to tertiary transfer courses, usually occupying two or three years. These are traditional higher school certificate subjects.
- (b) exploratory courses leading to further study or employment.

Various alternative courses have been designed in recent years to cater for the needs of the students who normally do not wish to

proceed to tertiary studies.

- (c) vocational courses leading to employment. These courses are currently offered by TAFE colleges and these are basically trade courses or paraprofessional courses.
- (d) compensatory and retraining programmes for adults who wish to change qualifications or careers.
- (e) recreational and general interest learning opportunities in response to community needs.

Various new courses are available to all those staying on in education except for those who have potential for tertiary studies or those who are ready to start a vocational course at a TAFE college. All those intending to proceed to further studies requiring matriculation requirements would take the traditional HSC course.

A larger percentage of 16 to 19 year olds who are not aiming for tertiary studies should be counselled to undertake the alternative courses, as the aims of these courses relate to personal development, general life roles, and work. In the alternative courses the curriculum content is biased towards the practical and is responsive to the students' growth. The learning structures gradually approximate those of the world of work beyond the school.

Various alternative grade 11 courses have been designed in most of the states of Australia. Campbell and McMeniman (1982) in Queensland recommend large scale adoption of alternative courses. The Senior Secondary Curriculum Project (1983) in South Australia has developed an integrated socially and vocationally relevant curriculum for non-matriculants. The Loudon Report (1980) makes similar recommendations for Western Australia and in Tasmania, Hortle (1982) and Salier (1983)

have proposed alternative courses for grade 11. Similarly, studies in the United Kingdom, Dean and Steeds (1982), have shown that the new Sixth Form Curriculum include more vocationally oriented courses.

There ought to be greater co-operation between TAFE colleges and senior secondary colleges. Programmes offered by the TAFE system should be extensively utilized by secondary colleges. Such programmes may be either specifically designed pre-vocational courses or mainstream TAFE programmes taught in TAFE colleges or 'under licence' within secondary colleges. The TAFE system should develop and accept as a part of its normal task, programmes alternate to secondary education for example the development of Tertiary Orientation Programmes (TOP), as in Victoria.

Most students at grade 11 still want to study the traditional HSC course which would qualify them for matriculation. Students do not value any study other than that which leads to "qualified for matriculation". A recent study by Campbell and McMeniman (1982, 32) showed that fewer than half of the mainstream students surveyed even aspired to go on to tertiary studies - most, like the students in the alternative courses, were aiming to join the workforce as soon as possible. When questioned about their choice of course, these mainstream students cited the low prestige of these alternative courses among parents and the wider community as a primary reason for opting to follow the traditional route.

The alternative courses should be seen and developed as part of the general movement towards re-orientation and differentiation in the upper school programme - as a variation in the educational offering of a school rather than as an alternative to it.

It is quite apparent that if students are to be encouraged to study these relevant alternative courses, they must be given the status

and recognition required by establishing an appropriate accreditation and certification authority such as a Board of Senior Secondary Studies. Attempts to broaden the curriculum in senior secondary colleges have been restricted by existing certification requirements.

Certification/Accreditation Changes

Although certification by an external body is a restriction on the flexibility of college programmes and the initiatives of teachers, there is a strong body of opinion among the general public in favour of some kind of certification with a wider base than that of a single school and productive of a consistent standard in which they can have confidence.

The overwhelming majority of students do not complete 12 years of secondary schooling. Students who leave at the completion of year 11 are entitled to an educational experience with its own integrity and standing.

Such an educational programme should incorporate a core of learning experiences common throughout the educational system and recognized by the award of an appropriately accredited and standardized credential. The remainder of that credential should be based on electives offered within the educational framework determined by the individual college in which awareness of the practical and work oriented dimensions of the society should be emphasized.

A second credential awarded at the completion of year 12 should be a broadly based certificate. Such a certificate should incorporate HSC subjects, some TAFE subjects as well as certain college based subjects.

The Tasmanian education system requires an alternative to the higher school certificate - a free standing certificate independent of tertiary domination, within the range of attainment of the average

post-grade 10 student. It should be capable of providing a goal or incentive level of achievement clearly perceived by that student, intelligible to the employer, and yet still functioning as a threshold or entry qualification for further education, be it tertiary or in other areas.

The student should be able to choose from a wide range of HSC subjects as well as TAFE subjects and be able to mix subjects from both areas (technical and general education) and still work towards a certificate which recognizes his two years of achievement.

Methods of achieving maximum feasible rationalization of syllabi across the further education spectrum are required. Subject to any statutory provisions which might apply, benefit would include the facilitation of transfer between further education courses with due credit for successful study already undertaken.

A new certificate called the Certificate of Further Education should be awarded with the basic aim that the offerings of non-academic subjects be broadened. It should be possible for post-grade 10 students to qualify for a certificate embracing selections from a wide range of subjects in Further Education.

Therefore I would make the following recommendations:

- (a) A graduation certificate be awarded after two years of full-time, or equivalent part-time, post-grade 10 study. This certificate should be issued in addition to existing modes of certification.
- (b) Such a certificate should be some kind of summation of the results obtained by the student in Higher School Certificate, TAFE, college and other appropriate studies.

- (c) There should be the possibility of the issue of a statement of achievement for partial completion of requirements, for example at the end of grade 11.
- (d) This certificate should be issued by a single, recognized authority. The present Schools Board of Tasmania would be an appropriate authority if its membership were amended.

It will take some time before the public will become aware of these new changes. A substantial public relations programme should be mounted to inform the students, parents, employers and the community of these changes in certification. The prestige and status of this proposed Certificate of Further Education will come from its acceptance by the community. Without attitudinal change, the structural and curricular changes recommended will have little substance.

Conclusion

The secondary colleges in Tasmania have broadened and diversified their courses over recent years. To further increase the educational provisions for senior secondary students three kinds of changes are recommended.

These are: (a) structural changes,
 (b) curricular changes and
 (c) certification and attitudinal changes.

It is essential that students studying vocational and general education should be brought together within the one institution for educational as well as economic reasons. The community college concept should be continued and the appropriate administrative structures should be further developed. The colleges should be given greater autonomy with the college councils given increased managerial powers in certain areas. This would be the best means of providing the sort of

accountability such autonomy requires.

Each college should work out the details of the curriculum best suited to the needs and interests of its students, and it should include general, vocational and community education. More students should be encouraged to undertake various alternative courses which give them a broadly based vocational awareness. There needs to be a greater cooperation between TAFE colleges and secondary colleges. Programmes offered by the TAFE system should be extensively utilized by secondary colleges. There is enormous scope to establish a modified curriculum.

As attempts to broaden the curriculum in senior secondary colleges have been restricted by existing certification requirements, there is an urgent need for a more broadly based certificate which can be awarded at the completion of year 12. The recognition of such a certificate will come from its acceptance by the community in due course.

It is fundamental that senior secondary colleges assume a greater degree of autonomy than at present to devise, within accepted broad educational objectives, their own particular goals, structures and curricula. As Ryan et al. (1981, 35) expressed it:

Within education, the only realistic response seems to lie in a more flexible, adventurous and responsive adaptation of existing institutions.

ACKNOWLEDGEMENTS

I wish to acknowledge the guidance and advice given to me during the compilation of this dissertation by my Supervisor, Mr. B.G. YAXLEY, Senior Lecturer in Education at the University Centre for Education.

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