

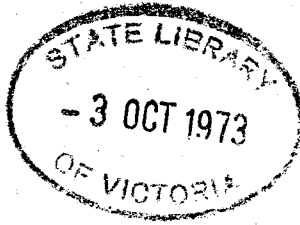
Schools in Australia

*Report of the
Interim Committee
for the Australian
Schools Commission*

May 1973

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REPORT OF THE
INTERIM COMMITTEE FOR THE
AUSTRALIAN SCHOOLS COMMISSION
MAY 1973



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INTERIM COMMITTEE FOR THE
AUSTRALIAN SCHOOLS COMMISSION

Canberra

18 May 1973

Dear Minister,

On 12 December 1972 the Hon. E. G. Whitlam, Q.C., M.P., Prime Minister of Australia, appointed us an Interim Committee for the Australian Schools Commission to examine the position of government and non-government primary and secondary schools throughout Australia and to make recommendations on the immediate financial needs of those schools, the priorities within those needs and the measures appropriate to assist in meeting them.

We have now completed our task and we have the honour to submit to you the full and unanimous Report of the Committee. In our work we have, with your agreement, set certain limits to the width of our inquiries and recommendations. These limits are set out in paragraphs 1.3 to 1.6 of the Report. We have also taken into account the policies of the Australian Government with respect to the various existing programs of assistance for government and non-government schools, as expressed in communications from you; and we have referred to them in paragraphs 1.14 to 1.19.

We wish to place on record the very considerable co-operation that we have received from all educational authorities, both government and non-government, during our inquiries. We are also indebted to the Commonwealth Bureau of Census and Statistics for the valuable help that it has given. Finally, we wish to express our gratitude to members of the Secretariat who have assisted the Committee in its work.

Yours sincerely,

Peter Karmel *Chairman*
Jean Blackburn *Deputy Chairman*
Greg Hancock
Edward T. Jackson
A. W. Jones
F. M. Martin
Peter Tannock
M. E. Thomas
Alice Whitley
Wilfred A. White

The Hon. K. E. Beazley, M.P.,
Minister for Education,
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J. J. Wilson *Secretary*

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PART I

Background

CHAPTER 1

Introduction

TERMS OF REFERENCE

1.1 The Interim Committee for the Australian Schools Commission was appointed on 12 December 1972 by the Hon. E. G. Whitlam, Q.C., M.P., Prime Minister of Australia. The terms of reference of the Committee were:

Pending the establishment under statute of the Australian Schools Commission which will make continuing arrangements, the Interim Committee will:

- (a) examine the position of both government and non-government primary and secondary schools in all States and in the A.C.T. and the N.T.;
- (b) make recommendations to the Minister for Education and Science as to the immediate financial needs of schools, priorities within those needs, and appropriate measures to assist in meeting those needs, including:
 - (i) grants from the Commonwealth to the States in respect of both government and non-government schools;
 - (ii) funds for government schools and grants to non-government schools in the A.C.T. and the N.T.;
 - (iii) the conditions under which those grants are to be made available.

2. In carrying out its task the Interim Committee will:

- (a) work towards establishing acceptable standards for those schools, government and non-government alike, which fall short of those standards;
- (b) take into account:
 - (i) where necessary, both the expansion of existing schools and the establishment of new ones;
 - (ii) the particular needs of schools for the handicapped, whether mental, physical or social, and of isolated children;
 - (iii) the diversity of curricula to meet differing aptitudes and interests of students;
 - (iv) plans for development of particular areas;
- (c) promote the economic use of resources;
- (d) consult with the States and representatives of non-government schools and with appropriate authorities in the A.C.T. and N.T.

3. The grants recommended by the Interim Committee will be:

- (a) for the period 1 January 1974 to 31 December 1975;
- (b) in addition to existing Commonwealth commitments;
- (c) directed towards increased expenditure on schools and not in substitution for continuing efforts by the States and non-government school authorities.

4. The reports of the Interim Committee will be made public promptly by the Minister.

1.2 The Committee was asked to complete its work in time for it to report by the end of May 1973, so that its recommendations could be discussed with State Premiers at the Premiers Conference in June and action resulting from its financial recommendations subsequently incorporated in the 1973-74 Commonwealth Budget. Thus the Committee had less than six months to complete a survey of Australia's 9,500 schools and the systems in which the majority of them operates.

1.3 Faced with a task of such magnitude, the Committee has found it necessary to limit its inquiries and recommendations. In the first place, the terms of reference of the Committee require it to recommend funds to be provided for education in government and non-government schools in the Australian Capital Territory and the Northern Territory. Recommendations from the Committee in relation to the two Territories would necessarily be of a somewhat different character from those made for the States, in that the Australian Government is providing all funds for government schools in the Territories. Given the time constraint, the Committee proposed to the Minister for Education that the two Territories be excluded from its recommendations insofar as government schools were concerned. The Minister has concurred with this procedure. Accordingly, the Committee has made no recommendations relating to expenditure on government schools in the Australian Capital Territory and the Northern Territory. This decision will not preclude the Australian Schools Commission from evaluating the needs of government schools in the Territories; and indeed, the Committee believes that it should do so.

1.4 Secondly, the terms of reference make explicit mention of the 'financial needs of schools'. The Committee has interpreted this phrase to mean that it is to be concerned with the resources used in the schools and not with the financial situation of the parents of pupils. Consequently, the Committee has made no recommendations relating to scholarships, living allowances, taxation concessions, and so on.

1.5 Thirdly, in concerning itself with the resources used within schools for the education of pupils, the Committee has excluded from consideration expenditure on the training of teachers (which, apart from training allowances, now falls wholly within the ambit of the Australian Universities Commission and the Australian Commission on Advanced Education), on the transportation of pupils, on boarding facilities and on pre-school education. In reference to the last item, the Schools Commission will need to discuss the question of the demarcation of responsibility with the Pre-Schools Commission.

1.6 Fourthly, the Committee has not made a special study of the problems of education of Aborigines or children of non English-speaking migrant families. In its recommendations for grants to disadvantaged schools it has taken into account the proportion of Aboriginal and migrant pupils in those schools. However, the Committee is aware that there are programs directed towards special assistance in the education of Aborigines and of nonEnglish-speaking migrants. The Committee suggests that the Schools Commission should look into the various programs relating to Aboriginal education with a view to their co-ordination, and the program of special child migrant education with a view to its integration into the program of the Schools Commission.

1.7 The Committee has seen as its main task the recommendation of grants to meet the immediate financial needs of the schools according to its assessment of those needs and their relative priorities. Such a task has required it to formulate a frame of reference in terms of educational values and standards so as to enable a determination of deficiencies in the schools. While the Committee regards its

immediate responsibility to be that of supplementing resources used in the schools it is well aware that in the longer run consideration of the purposes and values of Australian education is of greater importance than any short-term accretion of resources. For this reason, it has not hesitated to indicate its views on desirable trends in Australian schooling.

1.8 In Chapter 2, the Committee has set out the values to which it attaches importance and which have influenced the tenor of its recommendations. In Chapter 3 are discussed the notions of equality of opportunity and access to education. Chapter 4 reports the present status of primary and secondary schools in Australia, highlights their deficiencies and indicates the trends in enrolments with which Australian schools will have to cope for the remainder of the decade. Chapter 5 deals with the definition of need and the determination of priorities. The seven programs of expenditure recommended by the Committee are set out in Chapters 6 to 12 and each is discussed in detail. These programs relate to the general needs of the schools for recurrent and buildings resources and the particular needs of schools for the education of physically and mentally handicapped children and of the socially disadvantaged. They have regard to the desirability of improving the quality of education, of encouraging diversity and innovation, and to the requirements of rising enrolments. Chapter 13 relates to the administration of the grants recommended, including the conditions which are attached to them, and pays special attention to the proper use of resources and the issue of accountability. Finally, Chapter 14 contains a summary of the Report and the recommendations.

PROCEDURE

1.9 The Committee held its first meeting on 21 December 1972. It has met on five separate occasions for a total of sixteen days. In addition, members of the Committee visited 143 schools and spoke with students, teachers and parents. In general, members visited schools in States other than those in which they are resident. The distribution of the schools visited is set out in Appendix A.

1.10 At its first meeting the Committee decided that, in the limited time available, it would not be practicable to invite submissions from all interested persons or organisations. However, it placed an advertisement in the press stating that it was willing to receive written submissions from any persons or organisations wishing to make them, and indicating that, while the submissions might not be fully evaluated in the preparation of the recommendations of the Committee, they would be available for examination by the Schools Commission when it was constituted. The Committee received 124 submissions and representations, and these are listed in Appendix B.

1.11 The Committee held discussions extending over four full days with the State Directors-General, representatives of government and non-government school authorities and national teacher and parent organisations. These are listed in Appendix C.

1.12 The Committee circulated a detailed questionnaire to the six State Departments of Education and the education authorities in the Australian Capital Territory and the Northern Territory, to the twenty-seven Catholic dioceses, and to independent schools, both Catholic and non-Catholic. In connection with the

questionnaire, the Chairman and Deputy Chairman of the Committee met in each capital city with representatives of the State Education Departments, the Catholic education authorities and the non-Catholic schools. These representatives are listed in Appendix D.

1.13 The questionnaire was a main source of statistical data for the assessment of school needs. Clearly, physical inspection of all schools was impossible, although the schools visited by individual Committee members (*see* paragraph 1.9) provided a useful cross-section for case study purposes. The Committee had access also to the documents of the *Nation-wide Survey of Educational Needs*, to reports of various investigations conducted by particular education authorities and teacher and parent organisations, as well as to official government publications. Data were also provided by the Commonwealth Department of Education and the Commonwealth Bureau of Census and Statistics.

EXISTING COMMONWEALTH COMMITMENTS

1.14 The terms of reference specified that the grants recommended by the Committee were to be 'in addition to existing Commonwealth commitments'. The Minister for Education has informed the Committee that all grants being made to schools under Commonwealth legislation which was operative when the present Australian Government came to office would be continued during 1973. However, beyond 1973 some of these programs are to be phased out. The Australian Government's decisions as conveyed to the Committee by the Minister for Education are set out in the following paragraphs.

1.15 *Science facilities.* The program of grants for science facilities provided under the *States Grants (Science Laboratories) Act 1971* was intended by the previous Australian Government to conclude on 30 June 1975. All offers of specific amounts for individual projects in non-government schools will be met. Likewise the sums available for government schools will be paid up to 30 June 1975. Beyond that date, the question of recommending special funds for science facilities has been left to the Interim Committee and subsequently the Schools Commission. The Committee believes that the extension of science facilities should be treated like any other school facility and included within general buildings programs (*see* Chapter 7). It is also cognisant of the fact that the program of capital grants for government and non-government schools announced by the previous Government in May 1972 (*see* paragraph 1.17) has built into it additional amounts in the later years of the program in recognition of the termination of the science facilities scheme. Accordingly, the Committee is not recommending an extension of the special science facilities program. Some non-government schools had been informed by the previous Australian Government that additional grants up to the total reasonable cost of a project already approved would be made available provided the Parliament agreed to extend the program and provided sufficient funds were available. Commitments for these projects outstanding at 30 June 1975 will be met from the grants recommended by the Committee for general buildings purposes.

1.16 *Secondary schools libraries.* The present authority for the program of grants for secondary schools libraries, under the *States Grants (Secondary Schools Libraries) Act 1971*, will expire on 31 December 1974. Offers of specific amounts

under this program for individual projects in non-government schools will be met, together with the outstanding commitments for government schools. Beyond 1974, the question of recommending special funds for secondary schools libraries has been left to the Interim Committee and subsequently the Schools Commission. The Committee believes that there is a strong case for extending the secondary schools libraries program and has recommended accordingly (*see* Chapter 8).

1.17 *Capital grants.* Under the *States Grants (Schools) Act 1972*, provision was made for capital grants to government schools totalling \$167 million and to non-government schools totalling \$48 million for five years commencing 1 July 1973. The grants for capital facilities for government schools will be made available as contemplated in the legislation: that is, capital funding recommended by the Committee is additional to the *States Grants (Schools) Act 1972* funds. For the non-government schools, grants from 1 July 1973 to 30 June 1974 will be made available through the operations of the Commonwealth Committee on Facilities for Non-Government Schools. However, for the remaining four years of the program, commencing 1 July 1974, the allocation of the grants will be as recommended by the Interim Committee and later by the Schools Commission. The total amounts involved have been embraced by the Committee's recommendations for buildings grants for non-government schools (*see* paragraphs 7.23 and 7.24).

1.18 In the Australian Capital Territory and the Northern Territory, a special capital aid scheme has operated for non-government schools. This scheme will continue until 30 June 1974. Beyond that, grants will be made within the ambit of the Schools Commission (*see* paragraph 7.21).

1.19 *Recurrent grants.* Under the *States Grants (Schools) Act 1972*, recurrent grants are being paid to non-government schools in the States on a *per capita* basis. The rates for 1973, determined before the present Australian Government took office, were \$62 per primary pupil and \$104 per secondary pupil. The Government has indicated to the Committee that, although grants are being made at these rates during 1973, after that year the basic level of support for non-government schools will not be pre-determined, and the nature and level of support for recurrent expenditure during 1974 and 1975 will be recommended by the Committee, having regard to the overall assessment of needs and priorities and to the pre-existing situation. In subsequent years, the nature and level of support for non-government schools will be a matter for consideration by the Schools Commission. The Committee believes that there are some non-government schools for which no case can be made on an overall relative needs basis for this type of Commonwealth support. However, abrupt termination of support may well place these schools in some difficulty. Accordingly, the Committee proposes a phasing out of recurrent grants for them (*see* paragraphs 6.48 and 6.50).

CONTRIBUTIONS FROM STATE AND PRIVATE SOURCES

1.20 The terms of reference specify that grants recommended by the Interim Committee would be ' . . . directed towards increased expenditure on schools and not in substitution for continuing efforts by the States and non-government school authorities'. In establishing the Interim Committee, the Australian

Government intended that grants arising from the Committee's recommendations should be directed towards improving the standard of education in schools beyond the level which would be possible if the States and non-government school authorities were to continue to improve the quality of education to the degree that had been achieved by them in recent years. As far as government schools are concerned, the Prime Minister indicated to State Premiers at the time he informed them of the establishment of the Interim Committee that the principle of 'continuing efforts' would be satisfied if the States continued to allocate to the construction and equipping of primary and secondary schools the same percentage of their total capital expenditure from the works and housing program as had been achieved in the average of the three financial years up to 30 June 1971, and to the operation of these schools the same percentage of their total current budget expenditure (excluding expenditure in respect of business undertakings) as had been allocated in the financial year 1971-72. In the Committee's view, expenditure by the States in accordance with these criteria would, in itself, result in a definite improvement in the level of educational services provided, especially for the next three years, before school enrolments are expected to rise rapidly again (*see* paragraph 6.31).

1.21 An important purpose of the Committee's recommendations with respect to government schools is to provide the States with additional resources in order that the standards of their schools may be raised and so approach acceptable national standards. Since there are currently differences in standards between States, some differential treatment as between States is unavoidable. The Committee is aware that the Commonwealth Grants Commission, in its assessment of the financial needs of the claimant States, takes into account their expenditure on social services, including education, relative to that of the standard States. Clearly, it is of critical importance to the operations of the Committee (and subsequently of the Schools Commission) that its actions should not be partially cancelled out by recommendations of the Commonwealth Grants Commission; and the Committee has drawn the attention of the Commonwealth Grants Commission to this.

1.22 The interpretation of the requirement that non-government school authorities should make 'continuing efforts' is a problem with which the Committee has had to contend. The efforts of non-government school authorities can be measured by fees collected, funds raised by parents and friends of the schools, income from investments, and by services contributed by teachers (in Catholic schools, particularly by religious teachers) who are willing to work for stipends that are below market rates of pay. The Committee believes that the 'continuing effort' requirement in the terms of reference would be met by non-government schools if the income from their own resources, including contributed services, rose at, at least, the same rate as average Australian income. This implies that the level of 'private' contributions, generally speaking, should rise in proportion to incomes. Since salaries make up the bulk of recurrent expenditure in schools, and since they are likely to rise roughly in the same proportion as average income, the above requirement is unlikely to make any significant contribution to improvements in standards of educational services. Moreover, in the case of

Catholic schools, the proportion of religious is likely to decline, the salaries of lay teachers to rise and hence the value of contributed services to diminish. The Committee believes that, although these issues may not create serious problems over the next couple of years, they will require urgent consideration by the Schools Commission (*see* paragraphs 6.55 and 6.56).

1.23 There is also the question of State Government grants to non-government schools. The Committee has assumed that these will continue on the same bases as presently operate. The extent of Commonwealth assistance to meet the needs of non-government schools depends on the assistance that they are receiving from State Governments. Clearly, co-ordination of Commonwealth and State action in areas of common concern (if not of identical policy) is desirable. The Committee believes that this is a matter which should be discussed between the Commonwealth and State Governments.

EXPENDITURE ON PLANNING

1.24 A number of the programs of expenditure that are being recommended by the Committee will require advance planning in order to implement them in the period to which the recommendations refer. The Committee is of the opinion that expenditure on planning is a legitimate charge against the programs. It will certainly be essential for planning to commence as soon as the Australian Government has announced its decisions on the recommendations of the Committee. In the light of these considerations, the Committee hopes that some expenditure of grants recommended for 1974 may be undertaken in the first half of the financial year 1973-74.

COST LEVELS

1.25 The quantitative analyses have been based on 1972 data. Grants have been recommended with a view to achieving certain real standards of provision in the schools. In the Committee's view the only effective way of ensuring that these standards can be achieved would be to express its recommendations in terms of 1972 cost levels and to provide for their subsequent adjustment in relation to appropriate price and salary indexes. The Committee has been unable, in the time available, to carry out the investigation necessary to construct such indexes, but suggests that the Schools Commission should do so. As far as the recommendations for 1974 and 1975 are concerned, the Committee has made some allowance for increases in prices and wages in its calculations.

CHAPTER 2

Values and Perspectives

2.1 The Committee was faced with the task of assessing the financial needs of schools in a period of considerable educational uncertainty and ferment. The very fabric of schooling—its patterns of control and organisation, as well as the outcomes it should seek and the methods by which it should pursue them—is in question. In this situation the needs of the schools cannot be considered only in terms of 'more of the same'; yet the Committee was required to make its recommendations in terms of structures which exist and which it has little direct power to modify. Such a predicament is not peculiar to the particular enterprise in hand. The on-going nature of all social institutions brings the past into the present, and limits present options and future directions.

2.2 There have been many changes in Australian society since public schooling, organised through State Education Departments, was adopted in the late nineteenth century as the means of free universal education. The compromise between government and non-government initiatives and the patterns of control which emerged within public systems were a response to particular circumstances and to the balance of contending forces operating in Australia at that time. They may not be equally relevant for all time.

2.3 The Committee is not responsible for the running of schools, and so it would be out of place for it to lay down detailed prescriptions about the functions of schools and the nature of curricula. However, the Committee's recommendations will have *clear implications for the future and will influence the direction of developments*. Hence there is an obligation on it to set forth the principal values from which its recommendations have been derived, and to face possible future implications.

DEVOLUTION OF RESPONSIBILITY

2.4 The Committee favours less rather than more centralised control over the operation of schools. Responsibility should be devolved as far as possible upon the people involved in the actual task of schooling, in consultation with the parents of the pupils whom they teach and, at senior levels, with the students themselves. Its belief in this grass-roots approach to the control of the schools reflects a conviction that responsibility will be most effectively discharged where the people entrusted with making decisions are also the people responsible for carrying them out, with an obligation to justify them, and in a position to profit from their experience.

2.5 Many consequences follow from this basic position. In the first place, a national bureaucracy, being further removed from the schools than are State ones, should not presume to interfere with the details of their operations. Secondly, the need for overall planning of the scale and distribution of resources becomes more necessary than ever if the devolution of authority is not to result in gross inequalities of provision between regions, whether they be States or smaller areas. The role

of the Australian Government in this operation is supplementary to that of the States, but its national responsibility may become increasingly important in ensuring an adequate level of resources and their equitable spread.

2.6 It also follows that if individual schools, or numbers of schools voluntarily grouped to share certain facilities, are to discharge their responsibilities in the most effective way, certain services will need to be organised centrally to serve all schools. Facilities for the continuing education and regeneration of teachers in service will assume increasing importance, and opportunities will need to be open to parents and to the community at large to increase their competence to participate in the control of the schools. As responsibility moves downward, the professionals in schools must expect to share planning and control with parents and interested citizens, safeguarded by limitations where professional expertise is involved. Various parent organisations throughout Australia made strong representations to the Committee in support of such developments.

EQUALITY

2.7 The Committee values the principle that the standard of schooling a child receives should not depend on what his parents are able or willing to contribute directly to it, or whether he is enrolled in a government or non-government institution. It believes that if incomes are to continue to be as unequal as they now are, there are good reasons for attempting to compensate to some extent through schooling for unequal out-of-school situations in order to ensure that the child's overall condition of upbringing is as free of restriction due to the circumstances of his family as public action through the schools can make it.

2.8 The Committee values the right of every child, within practicable limits, to be prepared through schooling for full participation in society, both for his own and for society's benefit. To this end it accepts the obligation to make special efforts to assist those whose pace of learning is slow.

2.9 Both these aspects of equality involve greater than average public spending on education for children handicapped in various ways. Given limited resources, this may require difficult choices between their use to improve the quality of education open to those who are academically able and brought up in favourable economic circumstances, and their use to help equalise the advantages of all. However, past educational expenditure has been weighted in favour of those who learn most easily and who therefore persist at school longer; and the Committee judges that some altering of the balance of expenditure in favour of earlier stages of education to consolidate a more equal basic achievement between children is desirable.

DIVERSITY

2.10 The Committee places high value on the provision of resources in ways which will not simply perpetuate existing forms of schooling, but will stimulate among teachers and the community a search for forms of learning and of relationships between teachers and pupils more appropriate to the social and individual needs of Australians at this point in time. No single pattern is necessarily the best; diversified forms of schooling are an important part of the search for solutions. Increased resources made available to the schools will not necessarily result in

children either learning better or being happier in them. Better ways will not necessarily be the same for all children or for all teachers. This is an important reason for bringing responsibility back into the school and for allowing it to be exercised in ways which enable a hundred flowers to bloom rather than to wither. All-round improvements are more likely to emerge from experimentation with different approaches than from centralised manipulation of change. Given that people in the schools and the communities which they serve are different, a uniform pattern of change which, by its nature, will generally favour low risk as against high risk experimentation, is unlikely to be appropriate everywhere.

2.11 The Committee's attitude to non-government schools is another aspect of the value that it places on diversity. While it has favoured equality above diversity in its approach to high standard non-government schools, in the compulsory stages of schooling diversity in means rather than in ends has been emphasised, as has diversity in the combination of resources rather than in their total quantity. The Committee favours a kind of non-government schooling in which new schools radically different in sponsorship and educational approach from those presently existing will be eligible to share. It also values the degree of diversity already represented in the existence of non-government schools. The Committee advocates development of diversity in the organisational form of schools, in school-community relationships and in the timing of educational experience.

PUBLIC AND PRIVATE SCHOOLING

2.12 The Committee values the right of parents to educate their children outside government schools. It appreciates the high standard which some non-government schools have reached often after years of effort. Ideally, the Committee would like to see all schools raised to this high standard. In that event, such schools would be equally eligible for public support along with all other schools of comparable standard. In the double reality of gross differences in standards among schools and the limited availability of funds, however, priorities must be established. In accordance both with its terms of reference and with its own convictions, the Committee has given priority in the use of public funds to schools whose standards are below certain desirable levels, thereby deferring the eligibility for extensive support of schools presently having very high standards until others have been raised nearer to them. It accepts the right of parents to choose schooling above the levels to which the Committee's recommendations are designed to raise government schools and non-government schools which are at present below them; it does not accept their right to public assistance to facilitate this choice.

2.13 There is a point beyond which it is not possible to consider policies relating to the private sector without taking into account their possible effects on the public sector whose strength and representativeness should not be diluted. The uncoordinated expansion of the private sector could lead to a wasteful duplication of resources, although a smaller average size of schools in big cities might be a positive gain. As public aid for non-government schools rises, the possibility and even the inevitability of a changed relationship between government and non-government schooling presents itself. The level of resources in all schools having access to public funds would be determined on essentially common criteria. Moreover, as an aspect of the accountability which must be a feature of aid, the

standards of non-government schools will come under public scrutiny and the levels of aid related to those standards will bring about a position where the role of fees in the financing of schools will have to be re-examined (*see* paragraphs 6.55 and 6.56).

2.14 The Committee sees positive advantages in this drawing together of the public and private sectors, based, hopefully, on a greater degree of independence in government schools and not on a decrease in the independence now open to schools outside government systems. In several places in the Report the Committee recommends the joint planning and operation of facilities by people engaged in schooling in an area, whether they be in government or non-government schools. Such developments when taken together with changed patterns of funding open up the possibility of the eventual development of a school system itself diverse, where all schools supported by public money can operate without charging fees.

COMMUNITY INVOLVEMENT

2.15 After almost one hundred years of public schooling a reappraisal of the relationship of the school to the wider society is taking place in Australia, as it is in most industrialised nations. The isolation of schools is being questioned, as is also the idea that education should be confined to formal institutions and concentrated heavily upon those who have not yet entered employment.

2.16 There was a time when the family was a self-perpetuating economic unit and training ground. Mobility was restricted and the local community served as a means of initiating the young into the culture. Participation in the daily life of a small social group enabled the knowledge, skills and values necessary for the perpetuation of the culture to be transmitted without the need for special institutions. Few would suggest that today the more sophisticated and abstract skills necessary for full membership of society could be transmitted in this way, or that it would be either feasible or desirable to return to a static, hierarchical social structure.

2.17 However, education in formal institutions, separated from both the home and the world of work, has proved to be an inadequate means of changing patterns of social stratification or of initiating all young people into society. Unless our conception of education broadens to enable schools to forge closer links with other socialising agencies, the possibility of providing equal life chances for children from all types of social backgrounds is severely limited.

2.18 Australian society is much larger, more diversified, and better educated than when government-controlled education systems took shape in the late nineteenth century. This suggests the need to broaden the basis of educational policy-making beyond those presently involved and to inform public debate about the operation of schools and school systems. The size of the units which try to achieve educational goals may now be inappropriate for efficient and effective operation.

2.19 Antipathy towards and apathy about direct community participation in the governance of schooling is widespread throughout Australia. Schools have much to gain from the involvement of the community in educational programs. Complete parental control over the educational welfare of their own children could

limit the perspectives of the school and deny the authority of teachers in professional matters. However, the openness of a school to parents is a means both of extending its educational influence and of reinforcing pupil motivation; and the obligation on teachers to explain to parents procedures developed through expert knowledge, can only benefit all concerned.

2.20 The Committee is neither able nor willing to be prescriptive about the forms which school-community relations should take, but values experimentation. Educationally, and from the point of view of efficient use of resources, it would make good sense to have the school as the nucleus of a community centre. Joint planning, and even conduct, of schools by educational, health, welfare, cultural and sporting agencies could provide additional facilities for the school, allow the community access to its resources, and thus generally increase its fruitfulness. In this way a link could be forged between school, family, peer group, and the society at large.

SPECIAL PURPOSES OF SCHOOLS

2.21 While the Committee prizes both diversity and community involvement in schooling, it does not do so at the cost of sacrificing the special functions of schools. Central to these are the acquisition of skills and knowledge, initiation into the cultural heritage, the valuing of rationality and the broadening of opportunities to respond to and participate in artistic endeavours. The Committee believes that such traditional functions should not be overlooked in responding to the self-perceived interests and needs of students and community. However, in a changing world the special functions of the schools extend beyond the traditional ones to acknowledge the importance of confident self-initiated learning and of creative response. They also cover an aspect of socialisation which was once the province of extended families—the giving to individual children the experience of being a member of a diverse group through which he may come to feel concern for others and to develop his own sense of identity. Families offer a limited range of adult models which the school, if it is a means of passage into the wider society, may extend. Because the Committee believes that schools have distinctive functions for which no other institution in society is specifically responsible, it is considered important that these functions be not only retained but exercised with increasing success.

2.22 No choice exists between education for enjoyment and education for learning. All that is specifically human is an artefact of culture, and as such it has to be learned. The capacity to value other people as ends in themselves rather than as means of fulfilling one's own purposes is learned as surely as is the cognitive skill of computation. However, the type of community the school is and the range of human potential which it chooses to value, affect the capacity of students to learn those things which are considered desirable. Schools can build within themselves a community where both education and people are valued, and where the influences of the market place do not dictate the price placed upon individual talents. Participation in such a caring community which sets out to build social relationships through its methods of teaching and learning can, by reducing the alienation of the individual, be a regenerating force in society.

RECURRENT EDUCATION

2.23 The Committee believes that every member of the society has an entitlement to a period of education at public expense, and that those who leave school early have a claim which they should be able to take out at a later date. It prefers extended possibilities of recurrent education to a lengthening of the period of compulsory schooling. However, it believes that schools should offer a sufficiently relevant and attractive program to encourage students to stay to the end of secondary schooling, and to enable them confidently to enter a wide range of occupations. The level of basic skills established while at school needs to be high enough to enable the individual to return at a later stage when he feels more confident about his interests and aspirations. The Committee endorses the idea that, having reached this level, it should be accepted as normal practice for people to enter the work force and to resume their studies in response to their felt vocational or personal needs at a later date.

2.24 The principle of recurrent, or lifelong, education has considerable attraction. To the person whose childhood motivation was limited by family background and the horizons of his peer group, it would offer a chance to redress his position as a result of real world experience. It would thus represent an extended application of the notion of equality of opportunity. It would have particular advantages for women because it could accommodate the broken vocational experience which the raising of children entails. It would contribute to a higher-level awareness of social issues and would lead to a continuous upgrading and updating of economically productive skills. The capacity for learning of self-directed and highly motivated adult students is well known, and suggests that individual and social benefits would flow from the postponement of further education for many students until after a period of work experience.

2.25 The concept of lifelong education covers all types of post-school education and envisages a withdrawal of people from the workforce from time to time in some cases. It embraces all the formal and informal ways in which the community provides opportunities to its members to partake in activities considered valuable. It would thus include experiences provided for by libraries, museums, theatres, music centres, sporting and recreational facilities and the mass media, as well as by formal courses in specialised institutions. Education might then be seen as being less a separate compartment of life and more an aspect of the quality of life itself.

CHAPTER 3

Equality of Opportunity

3.1 Equality of opportunity has been an important social goal which, in Australia, schools have been given a major responsibility for achieving. In general, it could be said that equality has been interpreted as equal access to schools of roughly equal standards, and that opportunity has centred on the possibility of prolonged schooling culminating in entry to tertiary educational institutions with a consequent claim on higher incomes. Concentration on this concept of opportunity has led to differing levels of educational attainment being accepted as the criteria justifying a greater investment of publicly provided resources in the education of some children than in that of others. Ideally, it has been accepted that access to, provision of, or the opportunity for a prolonged education should not depend on the capacity of the child's family to support his schooling; and since the Second World War public policies have moved progressively towards realising this ideal.

3.2 Curiously enough, non-government schools have until recently been disregarded in the consideration of equal educational opportunity in Australia. Only those schools which are fully supported by tax money, and which are public, in the important sense of being equally open to all, have qualified as objects of public policy. Despite the fact that some non-government schools have had at their disposal almost three times as many resources as have been made available for the teaching of each child in the public systems while many have had considerably fewer, these non-government schools have been conveniently ignored.

INTERPRETATION OF EQUALITY OF OPPORTUNITY

3.3 The Australian concept of equal opportunity has, then, been confined to public schooling, and has been interpreted there as equal and, in the main, uniform provision throughout the State for which each education authority is responsible. Given the spread of population, the degree of equality of provision which has been achieved is, by world standards, impressive. However it has become harder to maintain in country areas as the basic minimum of education has risen, and in inner suburbs of large cities as population increases and movements have required a constant expansion in the number of school places. Each public school of a given size has generally been treated by State Education Departments as having an equal claim on staff resources. However, availability of equipment and facilities within the schools has in the past depended heavily on parental contributions, subsidised from public funds, a policy favouring schools in more affluent areas. Although, particularly at secondary level, quasi-compulsory levies on parents exist, the subsidy policy has recently been abandoned by some States in favour of government provision of equipment on a uniform basis.

3.4 The policy of provision on roughly equal bases for all children in schools to which all had access was a considerable advance on policies operating before the introduction of public education. Such an interpretation of equality of opportunity reflects certain assumptions about ability which were current at the time when Australian school systems were formed. It was assumed that each child was born with a certain fixed capacity and that if all external barriers were removed

by providing schooling that was accessible, equal and free, able students from all walks of life would have an equal opportunity for success. The notion that social level should reflect differences in innate ability, rather than differences in family, was part of the democratic revolution which accompanied industrialisation. It was an aspect of the individualistic philosophy of the survival of the fittest through open competition.

3.5 This approach concentrated on selecting gifted individuals from all social groups. It assumed that roughly the same proportion from each group would have the potential for high scholastic ability. The test of whether equality of opportunity existed would then be that those going on to higher education were drawn from all groups in the same proportion as each group was represented in the population. In no country has this in fact happened. Many Australian studies have illustrated the general experience. *Table 3.1*, based on students entering four professional faculties in six Australian universities in 1965 and 1967, illustrates a typical finding.

TABLE 3.1
OCCUPATIONS OF STUDENTS' FATHERS AND OF MALE POPULATION
AGED 45-54 YEARS(a)

	<i>Students entering four professional faculties (n = 3,129)</i>	<i>Male population aged 45-54 years (n = 624,615)</i>
	per cent	per cent
Professionals	23.5	5.6
Managers	26.4	11.9
Clerical and sales	18.6	13.5
Farmers	6.4	8.7
Skilled	11.9	22.3
Semi-skilled	3.1	11.3
Unskilled	7.6	26.1
Miscellaneous	2.5	0.6

(a) Anderson, D.S. and Western, J.S., 'Social Profiles of Students in Four Professions', *Quarterly Review of Australian Education* 3 (4) 1970.

3.6 Nearly half the entering students were the children of professional and managerial fathers, who constituted 17.5 per cent of the population in the age group likely to be their fathers; industrial workers were nearly 60 per cent of the population but their children accounted for only 22.6 per cent of students entering the four faculties.

3.7 A study¹ of students entering science courses at universities and diploma courses in applied sciences at colleges of advanced education in Australia in 1969 shows:

TABLE 3.2
BACKGROUND OF STUDENTS ENTERING FULL-TIME UNIVERSITY
AND COLLEGE OF ADVANCED EDUCATION SCIENCE COURSES

<i>Occupation of fathers</i>	<i>University</i>	<i>College of advanced education</i>	<i>Proportion of male population in category, 1966 Census</i>
	per cent	per cent	per cent
Professional, managerial, semi-professional, farm owners and employers	64.6	47.5	25
Small business, clerical and sales	15.2	13.8	16
Manual work	20.2	38.7	59
	100.0	100.0	100

¹ Maddox, H., *Students Entering Applied Science in Colleges of Advanced Education* (A.N.U. Press, 1970).

3.8 Among tertiary students of all kinds, the children of manual workers are under-represented and those of higher status families over-represented. To the extent that higher education is financed from taxes it has thus a somewhat regressive effect, poorer people contributing to the cost of education of a group in which the children of richer parents predominate and from which recipients can expect to draw higher than average incomes. The United States, for example, spends ten times more on the education of the ten per cent of its children on the top of the socio-economic scale than on the ten per cent on the bottom.¹

3.9 The process, of which the social selectivity of tertiary institutions is an end point, goes back into the schools and beyond them into the families where children are conceived and raised. The children of some social groups stay longer at school than do others. This fact, also, is widely documented in all countries. In a typical study, the Centre for Research in Measurement and Evaluation of the New South Wales Education Department followed a sample of 2 per cent of students entering government high schools in New South Wales in 1964.² This sample of 1,165 students showed a pattern of survival in school which would be duplicated in all school systems.

3.10 Families were grouped on a socio-economic scale which took account of father's occupation and the educational level of both parents. Survival at school was strongly related to social class membership, as shown in *Table 3.3*. Among the 150 students of high measured ability who did not complete secondary education, few were of high socio-economic level.

TABLE 3.3
SURVIVAL OF STUDENTS ACCORDING TO SOCIO-ECONOMIC STATUS

Stage of secondary schooling	Socio-economic scale					
	High		Average		Low	
	number	per cent	number	per cent	number	per cent
Grade 7	72	100.0	439	100.0	505	100.0
School Certificate (Grade 10)	69	95.8	303	69.0	219	43.4
Higher School Certificate (Grade 12)	55	76.4	178	40.5	73	14.5

3.11 A study³ of retention rates in metropolitan government schools in South Australia, ranked according to the socio-economic level of the schools' catchment areas showed:

TABLE 3.4
GRADE 12 ENROLMENTS IN 1969 AS A PROPORTION OF GRADE 8 ENROLMENTS IN 1965 BY SOCIO-ECONOMIC LEVEL
ADELAIDE METROPOLITAN AREA

Ranking of area	Males		Females		Total	
	per cent	per cent	per cent	per cent	per cent	per cent
Lowest	18.1	16.4	17.3			
Fourth	22.1	21.1	22.0			
Third	28.7	20.8	25.8			
Second	33.8	21.5	27.8			
Highest	42.8	45.3	43.8			

¹ Reimer, E., *School is Dead* (Penguin Books, 1971), p. 28.

² Moore, W. E. et al., *In Loco Parentis: A Research Report from the Generation Study of Secondary School Students* (Centre for Research in Measurement and Evaluation, mimeograph, March 1973).

³ *Report of the Committee of Enquiry into Education in South Australia, 1969-70* (Government Printer, Adelaide, 1971), p. 363.

Except at the highest socio-economic level, girls left school earlier than boys. Being a girl is an educational disadvantage except when it is also associated with high socio-economic status. The varying expectations which families of differing socio-economic level hold in relation to the likely futures of girls are brought into the school; but the extent to which the school either reinforces the low expectations of some groups or positively sets out to counter them is not as yet well documented.

3.12 Differences in the socio-economic distribution of pupils entering government and non-government secondary schools are a major factor contributing to variations in retention rates. This variation is illustrated by comparisons, based on official statistics, between retention rates in government and non-government schools throughout Australia as set out in *Table 3.5*.

TABLE 3.5
PROPORTION OF STUDENTS ENTERING SECONDARY SCHOOL WHO REMAINED TO FINAL YEAR OF SECONDARY SCHOOLING, AUGUST 1972(a)

	per cent
Government schools	27.6
Catholic schools	35.2
Non-Catholic non-government schools	86.5

(a) See note to Table 4.3.

3.13 The length of schooling and participation in higher education among country students in Australia are conspicuously lower than among city ones. Although this aspect of equality of opportunity has received little attention there are indications that the problem goes beyond retention rates.¹ Among the lower proportion of students staying on at country schools to an appropriate level, a lower proportion than in urban schools is awarded either secondary or tertiary Commonwealth scholarships—an indication of lower average achievement. Nevertheless the standard of educational service offered in country schools may not be lower than in the city; indeed, classes are generally smaller and, except in the smaller schools, the range of curriculum as wide. However, high teacher turnover, boarding difficulties and the added expense of tertiary education in distant centres are clearly significant in lower retention; attitudes to education, limited cultural facilities in the community, lack of employment opportunities for those who complete secondary education and the possibility that the curriculum offered in the schools is seen as having less relevance to country children have been suggested as explanations for lower attainment.

3.14 The reasons for different lengths of schooling, although influenced by the ability of families to meet the direct costs of education and its indirect ones in terms of earnings foregone, extend beyond financial ones. In general, the children who succeed best in school stay there longest. This generalisation needs to be modified to the extent that, below the highest levels of ability, children

¹ See, for example, Verco, D. J. A. & Whiteman, L. A., 'Equality of Opportunity in Education in Relation to Rural and City Children in New South Wales', in F. M. Katz (ed.), *Sociology of Education* (Macmillan of Australia, 1970).

from higher socio-economic groups are more likely to continue in school than are equally able ones from lower socio-economic groups. Thus, financial assistance to students remains important for children of low socio-economic groups whose attainment is above average but not outstanding.

3.15 There is such a strong association between achievement in school and the social background of children, however, that financial assistance to the most able will not succeed in bringing about a situation where those who go on to higher education reflect the distribution of different social groups in the population at large. The capacity to succeed in the skills of abstraction which are central to academic achievement is itself unequally developed in different social groups. Hence, policies which concentrate on selecting those most capable of exercising these skills at particular points in time will inevitably favour children from higher socio-economic groups. It is therefore not surprising that such schemes of student assistance as the provision of Secondary School Scholarships in fact do little to increase opportunity. They are, as Fensham's study¹ showed conclusively, won overwhelmingly by students who would have continued their education anyway, because they are both successful students and members of higher socio-economic groups, two highly correlated variables. None of these statements, of course, is true about individual members of social groups. They merely express strong statistical tendencies. Policies directed towards prolonging school attendance among social groups which currently leave school earlier might need to be based on tests of income and to be less related to academic performance. If the programs offered in the school were such that they provided a more broadly based initiation into adult society than that focused on the single goal of higher education they could be socially valuable. However, if more equal opportunities to partake in further education were to continue to be the goal, action concentrated on the lower levels of schooling, and below them in pre-school opportunities, would be more fruitful. Additionally, open access to further education throughout life and without formal entry requirements might be more important than prolonged schooling.

3.16 The main explanation of the higher participation in tertiary education and longer schooling of higher status groups is, quite simply, their higher academic performance. Much of the literature suggests that the influence of the school itself is relatively small in relation to that of home factors associated with the occupation of the father, which reflects the educational level of parents and governs a whole way of life.² However, an alternative explanation for the apparent lack of importance of school factors (such as class size, qualifications of teachers, equipment and curricula) in influencing pupil performance might be that schools are not sufficiently different from each other in their curricula and teaching methods to make a significant impact. To influence outcomes they might need to employ more varied approaches, geared to the circumstances of particular groups.

¹ Fensham, P. F., 'School and Family Factors Among Commonwealth Secondary Scholarship Winners in Victoria 1964-71' (unpublished paper presented at Sociology of Education Conference, La Trobe University, November 1972).

² See, for example, Rosier, M. J., 'Some Differences Between Population II Schools in Australia' (paper presented at the International Symposium on the Evaluation of Educational Achievement, Frankfurt am Main, Federal Republic of Germany, October 1972).

RESPONSES TO INEQUALITY OF ATTAINMENT

3.17 The experience which has been accumulating in all industrialised countries since secondary schooling has become universally available leads to an inescapable conclusion: formal access to education, even when supplemented by financial provisions which give those who succeed the opportunity to go higher, does not produce equal educational attainment between social groups. There has been a variety of responses to this finding:

- (a) that genetic differences between social groups are the explanation of differential performance.
- (b) that out-of-school experiences, levels of aspiration and affective ties linking the individual to family and peer group are more powerful determinants of capacity and motivation for formal learning than anything done in schools. At the point of entry into school, patterns of privilege and disadvantage in relation to learning have already been set; these are cumulative in the continuous interaction between genetic and environmental influences, and are very difficult for schools to modify. The child of well-educated, comfortably situated and ambitious parents, both has an initial advantage and experiences continuous reinforcement between the values and activities of home and schools.
- (c) that factors in the culture of the school, its 'hidden curriculum', favour children of some backgrounds and discriminate against others. Many suggestions have been made in support of this contention. Teachers themselves, whatever their family of origin, are socialised through their professional preparation into what are essentially middle class attitudes and expectations. In general, they value achievements like their own and are unappreciative of other types of talent and achievement. The bias of materials used and issues considered as important reflect values which are essentially middle class. Aspects of behaviour considered acceptable in some social groups are unacceptable to teachers. In addition, teachers tend to expect that some children, because of their social background (or sex) will achieve less well, and these expectations affect the behaviour of children in ways consistent with the teacher's evaluation. The emphasis on individual achievement in schools may early give those children whose initial advantages are low the conviction that they are poor at school, and such a view of themselves as learners inhibits their prospects of success. Some of these allegations are both contentious and difficult to test; others are more firmly established. More radical critics have pointed to the valuation placed on verbal and abstract skills and the denigration of action and experience as ways of knowing.

3.18 These responses are all, in fact, attempted explanations. They point to somewhat different courses of action, and are echoed in the range of strategies of attack offered. Those who accept that the explanation lies in genetic differences are satisfied that equality of opportunity already exists and that existing degrees of social mobility through education roughly reflect the differing

distribution of ability between social groups. The Committee believes that genetic and environmental contributions to developed ability are not identifiable as separate entities, and that the final outcome is the result of continuous and complex interaction between the two.

3.19 If developed ability is affected by environmental influences, the provision of more equal educational opportunity requires that the schools should not concentrate on merely treating all children alike and selecting the best. It involves action which will attempt, both within the schools and beyond them, to supplement the opportunities open to children whose general conditions of life are least conducive to the development of scholastic ability. More equal outcomes from schooling require unequal treatment of children. Husén has formulated equality of opportunity in a way consistent with this approach, as follows:

It is not enough to establish formal equality of access to education. One has also to provide equality in the pre-school institutions or in the regular school for children of various social backgrounds to *acquire* intelligence.¹

Attempts to make the school more effective in its contribution to developed ability are favoured by the Committee in full awareness of the limitations of their potential power. These attempts include remedial services and supplementary grants to schools containing a high proportion of disadvantaged children (*see* Chapter 9). They also include experimentation with a variety of forms of schooling, of learning and of joint school-community projects in an attempt to bring the school into a more significant relationship with the out-of-school groups which exercise so important an influence on children's lives.

3.20 The extent to which schools themselves may adversely affect the motivation and achievement of some groups of children has received very little attention in Australia. Research which would attempt to uncover the processes which make schools unequally supportive of children of different social groups, and projects which would attempt to find institutional forms of schooling effective for different communities might be important in encouraging more equal performance.

EQUALITY OF OPPORTUNITY AS EQUALITY OF OUTCOMES

3.21 It is almost certainly the case that schools alone cannot effect the degree of environmental change necessary to enable all groups of children to reach an equal *average* level of educational attainment. Such an objective would not imply that all *individuals* should achieve equally. It is well described by Halsey in the following terms:

. . . the goal should not be the liberal one of equality of access but equality of outcome for the median member of each identifiable non-educationally defined group, i.e., the *average* woman or negro or proletarian or rural dweller should have the same level of educational attainment as the average male, white, white-collar suburbanite.²

3.22 Such a position goes considerably beyond that envisaged in the attempt to make environmental influences more equal, an attempt which might still result in unequal outcomes between social groups. It would not necessarily result in

¹ Husén, T., *Social Background and Educational Career* (Centre for Educational Research and Innovation, O.E.C.D., Paris, 1972), p. 38.

² Halsey, A. H. (ed.), *Educational Priority, Volume 1: E.P.A. Problems and Policies* (London, H.M.S.O., 1972), p. 8.

a more equal society; it might succeed in promoting a somewhat different group to the top. The doctrinaire pursuit of equal average outcomes for all social groups could become so expensive as to be unacceptable in terms of alternatives foregone. It could also have undesirable aspects of its own: it admits only one criterion of excellence—an academic one—and assumes that everyone should value the same thing. A further danger is that outcomes might be obtained by retarding the most academically able in order to reduce the range of difference.

3.23 The Committee believes that schools should attempt to provide a more equal opportunity for all children to participate more fully in the society as valued and respected members of it. To this limited extent it accepts the goal of equal outcomes, as indicated in Chapter 2. It supports the more intensive and varied efforts which will be required in some schools and for some children to enable them to acquire the basic skills necessary to participate in the society, and to re-enter formal education at a later stage if they do not desire to proceed immediately to it. It supports their right to be initiated into the culture through a comprehensive core curriculum and through an introduction to a variety of leisure pursuits. Beyond that level, it favours a wide diversity of schooling and of opportunities for further education.

3.24 The Committee believes that schools can influence, but alone cannot determine, educational outcomes. Husén, who holds a similar position, points to aspects of change which will be required in schools if all children are to achieve even basic minimum competence. Recurrent education and emphasis at school level on evaluating the teaching rather than the learner are both central to this approach. Husén says:

Since equality is not now seen as being confined to access to education and its resources but means also greater opportunity to achieve at the same level as those who have grown up under privileged conditions, the teacher's problem is to designate certain groups who need special, and often additional, treatment. The common denominator for such treatment is individualised teaching within such socio-economic groups as have low participation rates and educational attainments in common If the goal is increased equality in terms of attainments and performance, and not only in terms of starting opportunities, certain additional measures have to be taken with those who lag behind.¹

3.25 The Committee sees no reason why students should not at senior levels be provided with a wide range of means of initiation into adult society which would both assist them in their vocational choice and allow them to appreciate the responsibilities involved in full adult status. It also sees no reason why schooling should not be regarded as a life enjoyable and satisfying in its own right rather than a credit note drawn on the future. The school does not exist to grade students for employers or for institutes of higher learning. Nor should it regard higher education as the only avenue to a life of dignity and worth. There would be many advantages in the later years of schooling in giving teenagers an opportunity to partake in meaningful tasks where they have the chance to feel productive and to assume responsibility for the welfare of others. There would also be an advantage in making the school more open to the outside world by bringing in experts from it and by reducing the isolation of teachers through encouraging them to move more freely between occupations inside and outside the school.

¹ Husén, T., *op. cit.*, p. 161.

3.26 Such an approach has important implications for the structure and timing of post-school education. If the opportunity for post-school education is to be available more equally, it will have to be organised on a recurrent basis (*see* paragraphs 2.23 to 2.25), and opportunities would need to be provided in some schools to allow older students to resume study. Access should be based on the testing of skills relevant to the courses desired, rather than on formal certification; and the opportunities provided should be more responsive to the vocational and personal interests of the clientele.

3.27 Equality of opportunity as it has been interpreted in Australia has emphasised methods of selecting educational elites in ways presumed to be objective and fair. The fact that in industrial societies highly disciplined and abstract specialisation requires high education and commands high income has obscured the wider value of activity of mind as a perspective in living which bears no necessary relationship to productivity or income. Skills which draw high incomes may enhance the quality of individual lives and contribute to a more humane, rational and creative society. However, to a degree, such an association is accidental. An equal valuing of people based on their common humanity might lead to a quite different interpretation of equality of opportunity. Such an interpretation would emphasise the right of every child to assistance in developing a variety of socially desirable attributes which might both afford him personal satisfaction and contribute to an improved quality of community and cultural life. To be able to relate to others, to enjoy the arts both as a participant and as a patron, to acquire physical grace and to exercise developed mental powers in all aspects of living might be valued as means to a more generous and fulfilling life. The cash return to these attributes and the access they give to power would then become an incidental rather than a determining reason for valuing them.

CHAPTER 4

Trends and Conditions

HISTORICAL BACKGROUND

4.1 In Australia, each State has a centralised system of government primary and secondary education which serves nearly four-fifths of all school children. A less centralised Catholic system caters for a high proportion of the remaining children, the balance of whom attends a number of private schools, most of them associated with Protestant churches. The reasons for these divisions and for the differing character of the various types of non-government schools are partly historical.

4.2 When the Australian colonies were first settled, there was no publicly provided schooling in England, but as education spread beyond those groups which could finance their own schooling, government initiative first took the form of subsidising church schools. A similar practice was followed in Australia, but population dispersal and the fragmented nature of religious allegiance soon forced more positive government intervention. By the middle of the nineteenth century, 'national' schools had arisen to supplement subsidised church provision. When in most States control of all types of schools drawing on public funds was vested in a single lay board, the Catholic church began to prepare to maintain its school system, if necessary from its own resources, by the establishment of religious teaching orders.

4.3 It became clear that if all children were to be educated, only the State had the capacity to undertake the task. This factor, together with the denunciation of public schooling by Catholic authorities, divisions among Protestants about the role of churches in education and a body of opinion favouring secular schooling, dictated the terms of legislation passed in all States which set a framework for Australian schooling lasting nearly 100 years. This legislation withdrew public support from non-government schools and established government departments responsible through parliament for the provision of formal education.

4.4 The efforts of those Protestant churches which had attempted to provide education lost momentum as government provision grew, and after the withdrawal of subsidies their schools contracted mainly to secondary level and were restricted to those children whose parents could meet the full costs of instruction. Catholic schools remained socially less selective because the subvention from Catholic communities and the contributed services of religious teachers enabled them to charge low fees.

4.5 The industrialisation of Australia during the present century, the need for a more highly educated population and the acceptance of the important role of education in a democracy have led to a gradual expansion of government schools at the secondary level. After the Second World War the community came to accept that all children should undertake secondary schooling. Social demand, coupled with changes in employment opportunities, has brought about greatly increased participation rates at the secondary level.

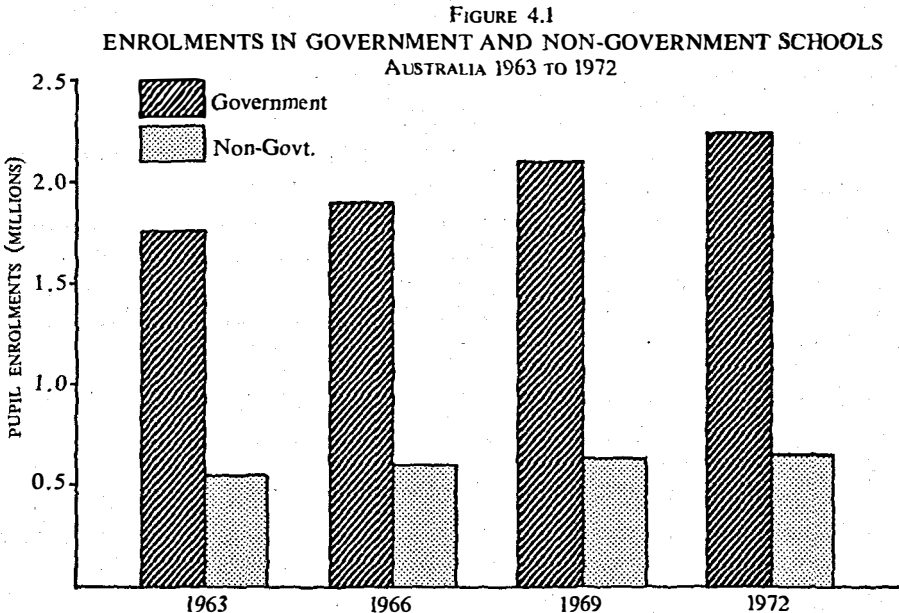
4.6 Over the last decade a complex set of circumstances, both political and educational, has modified the framework set in the late nineteenth century by the reintroduction of direct financial assistance to non-government schools.

DIMENSIONS OF SCHOOLING

4.7 In order to provide a general background to the present condition of schools in Australia, the following treatment examines, in summary form, a selection of data relating to 1972 gathered from various education authorities during the Committee's investigations, together with information on trends over the past decade derived from government publications. It is not intended that this be a comprehensive description, nor an analysis of interstate comparisons. Although the Committee was obliged to compare resources used in different systems, and has done so in as precise a way as the data will allow, detailed particular comparisons between single items of resources employed may lead to faulty conclusions. There are two reasons why this is so. In the first place, different systems, rightly in the Committee's view, choose to deploy resources in different ways. For example, some favour increased employment of itinerant specialist staff or increased numbers of ancillary staff above reductions in class size. As a result, consideration of single variables does not give a valid basis for comparison. Secondly, a great deal remains to be done about definitions and standardisation of statistics before precise comparisons in particular areas of resource use may be reliably made. The comparisons used by the Committee as a basis for its recommendations have been based on total resource use in the schools, not on single item comparisons.

PUPILS

4.8 From 1963 to 1972, school enrolments rose from 2,307,000 to 2,839,000, an increase of 23 per cent. The dominance of expansion in the government sector is illustrated in *Figure 4.1*.



As shown in *Table 4.1*, the proportion of all children who are educated in government schools has risen from 76 per cent to 79 per cent over the past ten years.

TABLE 4.1
ENROLMENTS IN GOVERNMENT AND NON-GOVERNMENT SCHOOLS,
AUGUST CENSUS 1963 TO 1972

	Government		Non-government		Total
	Enrolments	Proportion of total	Enrolments	Proportion of total	Enrolments
	'000	per cent	'000	per cent	'000
PRIMARY					
1963	1,264	77.3	371	22.7	1,635
1964	1,261	77.3	371	22.7	1,632
1965	1,287	77.3	377	22.7	1,664
1966	1,325	77.9	376	22.1	1,701
1967	1,362	78.4	376	21.6	1,738
1968	1,391	78.8	375	21.2	1,766
1969	1,420	79.2	372	20.8	1,792
1970	1,441	79.5	371	20.5	1,812
1971	1,451	79.7	370	20.3	1,821
1972	1,455	80.0	364	20.0	1,819
SECONDARY					
1963	491	73.1	181	26.9	672
1964	537	73.4	195	26.6	732
1965	568	73.7	203	26.3	771
1966	593	74.0	208	26.0	801
1967	630	74.3	218	25.7	848
1968	664	74.6	226	25.4	890
1969	694	75.0	231	25.0	925
1970	719	75.2	237	24.8	956
1971	745	75.5	242	24.5	987
1972	773	75.8	247	24.2	1,020

4.9 An examination of trends in the relative growth of secondary enrolments in government and non-government schools, as shown in *Table 4.2*, reveals the slower rate of expansion of the non-government secondary sector. The proportion of pupils in government schools who are in secondary grades has risen by 7 per cent over the last decade, indicating the increasing social demand for schooling.

TABLE 4.2
GROWTH IN SECONDARY ENROLMENTS, AUSTRALIA 1963 TO 1972
(Base 1963 = 100)

Year	Government schools	Non-government schools	All schools
1963	100	100	100
1966	121	115	119
1969	141	128	138
1972	157	136	152

4.10 The extent to which pupil retention rates in secondary schools have increased, even over the past few years, and the differences between government and non-government schools are shown in *Table 4.3*.

TABLE 4.3
SECONDARY SCHOOL ENTRANTS REMAINING TO FINAL YEAR OF SCHOOLING,
AUSTRALIA 1969 AND 1972(a)

	1969			1972		
	Number of pupils		Proportion of entry cohort remaining	Number of pupils		Proportion of entry cohort remaining
	Entry year 1964(b)	Final year 1969		Entry year 1967(c)	Final year 1972	
Government schools	165,800	38,100	per cent 23.0	176,200	48,700	per cent 27.6
Non-government schools	51,100	21,600	42.1	52,200	25,400	48.7
All schools	216,900	59,700	27.5	228,400	74,100	32.4

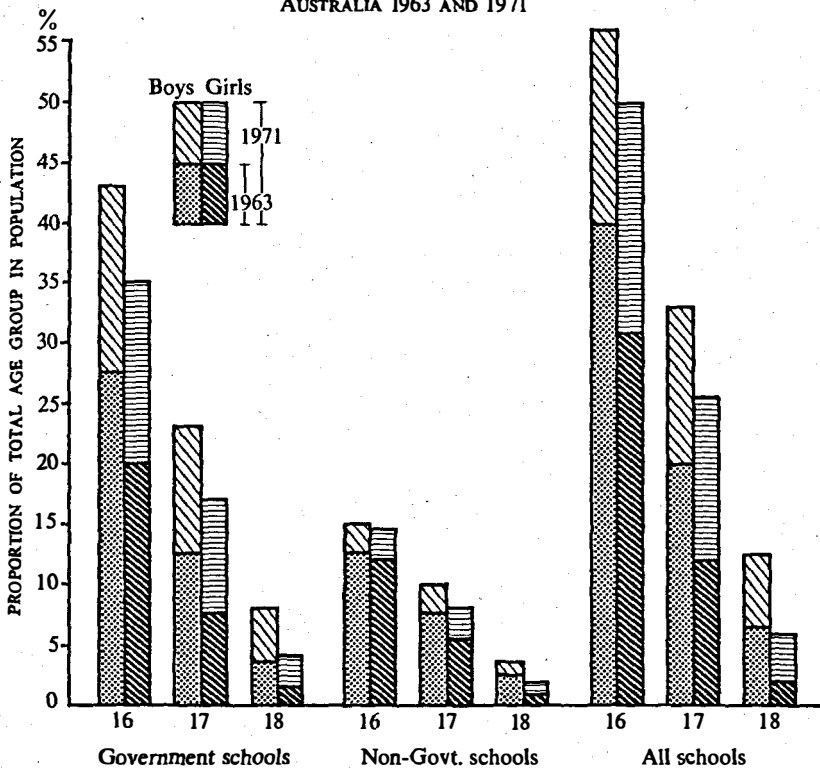
(a) Because of pupils transferring between systems and repeating grades and because of migration, final year enrolments are not strictly comparable with entry year enrolments.

(b) 1965 for five-year courses.

(c) 1968 for five-year courses.

4.11 Figure 4.2 illustrates an important change in age participation rates from 1963 to 1971. In 1963, 40 per cent of 16-year-old boys in Australia were enrolled in secondary schools; by 1971 this proportion had increased to 58 per cent. The proportion of 17-year-old boys in school increased from 20 per cent to 33 per cent over the same period and the school participation rate for boys

FIGURE 4.2
POPULATION AGED 16 TO 18 YEARS
ENROLLED IN SCHOOLS
AUSTRALIA 1963 AND 1971



of 18 years of age and over, in terms of the male population in the 18-years age group, increased from 6 per cent to 12 per cent. The rates for girls have remained substantially below those for boys; between 1963 and 1971 school participation rates for girls in the 16-years age group rose from 31 per cent to 50 per cent, for the 17-years age group from 12 per cent to 25 per cent and for the 18-years-and-over age group from 2 per cent to 6 per cent.

4.12 Table 4.4 shows trends in enrolments over the past decade, together with projections to the end of the 1970s. The rapid increase in births in Australia immediately following the Second World War has recurred in what has become known as an echo of the post-war baby boom, and is the reason for the increased primary enrolments forecast beyond 1975. This new wave of enrolments is not as large as that which occurred in the 1950s when annual increases were of the order of four per cent. Despite the expectation that progressively greater numbers of students will continue their full-time education through the upper secondary forms, it appears that secondary enrolments will decrease in 1978 and 1979, primarily as a result of the declining birth rates in the early 1960s.

TABLE 4.4
PUPIL ENROLMENTS, AUSTRALIA 1963 TO 1972 AND PROJECTED 1973 TO 1979

Year	Primary		Secondary		Total	
	Enrolment	Annual rate of change	Enrolment	Annual rate of change	Enrolment	Annual rate of change
	'000	per cent	'000	per cent	'000	per cent
1963	1,635	1.55	672	4.84	2,307	2.49
1964(a)	1,632	-0.18	732	8.93	2,364	2.47
1965	1,664	1.96	771	5.33	2,435	3.00
1966	1,701	2.22	801	3.89	2,502	2.75
1967	1,738	2.18	848	5.87	2,586	3.36
1968	1,766	1.61	890	4.95	2,656	2.71
1969	1,792	1.47	925	3.93	2,717	2.30
1970	1,812	1.12	956	3.35	2,768	1.88
1971	1,821	0.50	987	3.24	2,808	1.45
1972	1,819	-0.11	1,020	3.34	2,839	1.10
1973	1,827	0.44	1,054	3.33	2,881	1.48
1974	1,841	0.77	1,084	2.85	2,925	1.53
1975	1,866	1.36	1,107	2.12	2,973	1.64
1976	1,909	2.30	1,120	1.17	3,029	1.88
1977	1,959	2.62	1,123	0.27	3,082	1.75
1978	2,005	2.35	1,119	-0.36	3,124	1.36
1979	2,053	2.39	1,118	-0.09	3,171	1.50

(a) The decline in primary and rise in secondary enrolments was caused by shortening of primary school program and consequent lengthening of secondary school program in Queensland.

SCHOOLS

4.13 Government and non-government schools may be classified according to size and type. Schools cater for from fewer than 20 to more than 2,000 pupils. Types of school include those having primary grades only, secondary grades only, both primary grades and secondary grades, and secondary grades in association with technical classes. In the following description, data referring to primary schools encompass primary grades attached to secondary schools, and those referring to secondary schools include secondary grades attached to primary schools and technical schools.

4.14 Within the non-government sector, non-Catholic schools function generally as independent units. A particular school, however, may have a separate site and facility for its junior school and several schools may be administered in a loosely federated form by one board of governors. There are occasions where certain class groups in separate but neighbouring schools may be combined so as to economise on the use of resources. These observations notwithstanding, it would be fair to characterise such schools as self-contained institutions.

4.15 Within Catholic schools, there is a clear division between the schools owned and operated by religious orders and those belonging to dioceses, including parochial primary schools and diocesan and regional high schools. The order-controlled schools are, by and large, autonomous. The diocesan schools constitute a loose system not dissimilar in some respects to government systems in that they are under the supervision of a central authority and have certain administrative and advisory services provided by offices of education.

4.16 Although total school enrolments have increased markedly over the past decade, there has been an overall reduction of about 600 in the number of schools to some 9,500. As illustrated in *Figure 4.3*, the decline is most evident in government schools, brought about by deliberate policies within State Education Departments of consolidating small schools in rural areas into larger central units to which pupils are conveyed by subsidised transport. A joint consequence of the consolidation of primary schools and the general growth of enrolments, particularly at the secondary level, has been an increase in the average size of government schools by almost 30 per cent over the last ten years.

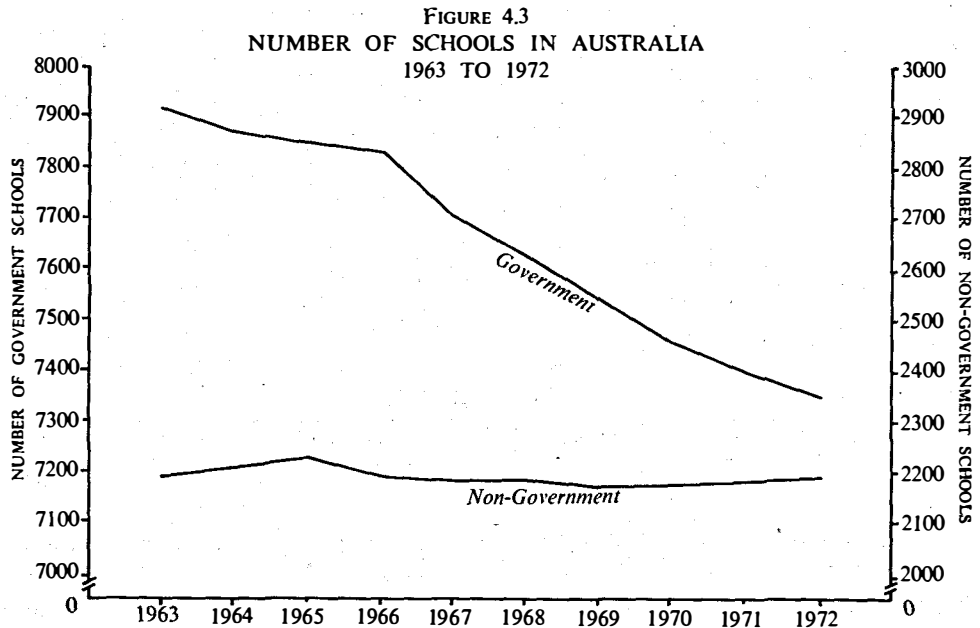
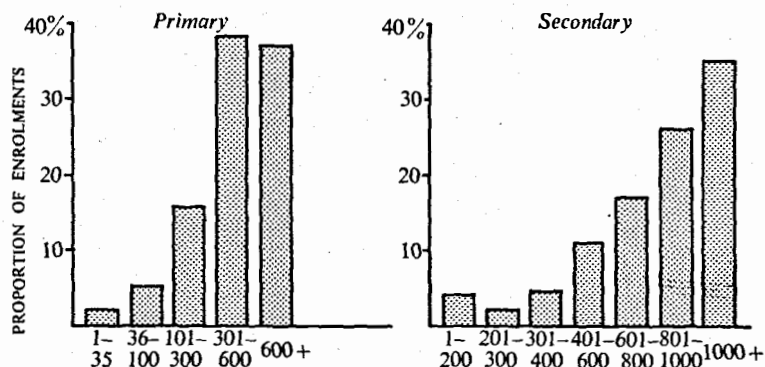
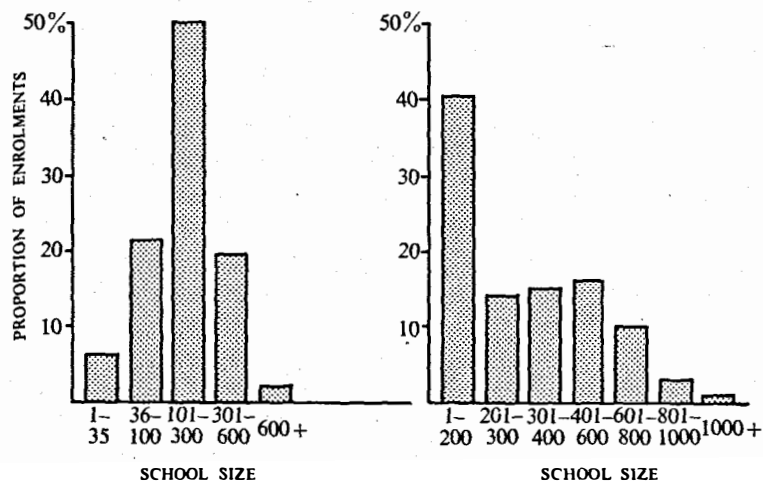


Figure 4.4 indicates that more than one-third of government secondary students in 1972 were in schools of over 1,000 enrolments while a similar proportion of government pupils at the primary level attended schools enrolling more than 600 pupils. The sizes of non-government schools are significantly smaller than those in the government sector.

FIGURE 4.4
PUPILS ENROLLED BY SIZE OF SCHOOL—AUSTRALIA 1972
GOVERNMENT SCHOOLS



NON-GOVERNMENT SCHOOLS



TEACHERS

4.17 The number of teachers from 1963 to 1972 is shown in *Table 4.5*. Over this period the size of the teaching service in Australia increased by more than one-half.

TABLE 4.5
TEACHERS IN GOVERNMENT AND NON-GOVERNMENT SCHOOLS,
AUSTRALIA 1963 TO 1972(a)

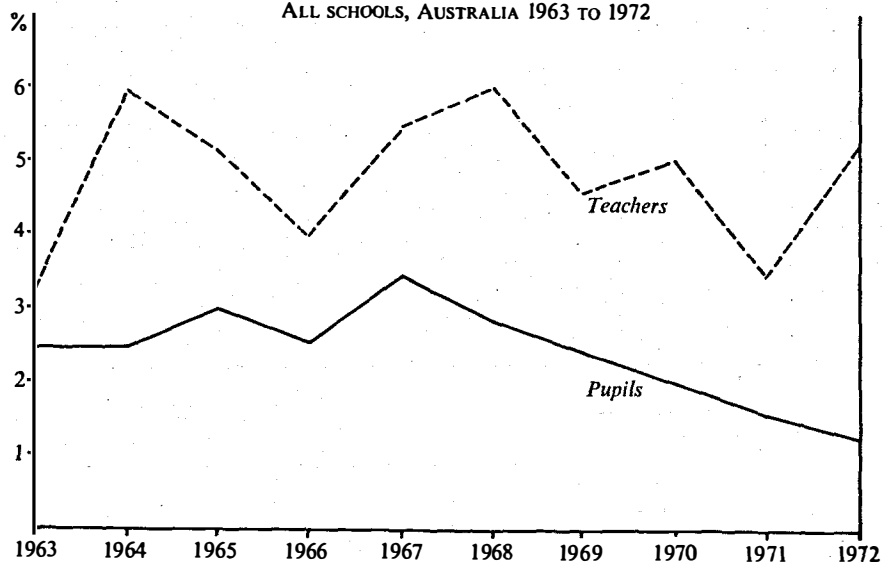
Year	Government	Non-government	All schools
1963	67,100	17,600	84,700
1966	78,200	19,800	98,000
1969	91,900	22,400	114,300
1972(b)	104,600	25,900	130,500

(a) Part-time teachers are included as equivalent full-time units.

(b) Estimate.

4.18 As indicated in *Figure 4.5*, the number of teachers on strength in schools and school systems has been increasing more rapidly than has the number of pupil enrolments.

FIGURE 4.5
ANNUAL PERCENTAGE INCREASE IN PUPILS AND TEACHERS
ALL SCHOOLS, AUSTRALIA 1963 TO 1972



4.19 Table 4.6 shows the improvement in pupil-teacher ratios for government and non-government schools over recent years. The numbers of teachers on which the ratios are based include specialist advisers, curriculum and research personnel, psychological guidance workers and teachers on secondment to central administration; and these between them constitute about 10 per cent of the teaching force in school systems. Hence, the overall ratio of pupils to teachers within schools is, for school systems, higher than that shown in the table. The numbers of teachers actually facing classes on a particular day will be further reduced by casual absences due to sickness, attendance at in-service or other classes where they are not covered by relief staff. Education Departments report such absences as varying between 2.6 and 6 per cent of teachers in the schools on an average working day.

TABLE 4.6
PUPIL-TEACHER RATIOS IN GOVERNMENT AND NON-GOVERNMENT SCHOOLS,
AUSTRALIA 1963 TO 1972

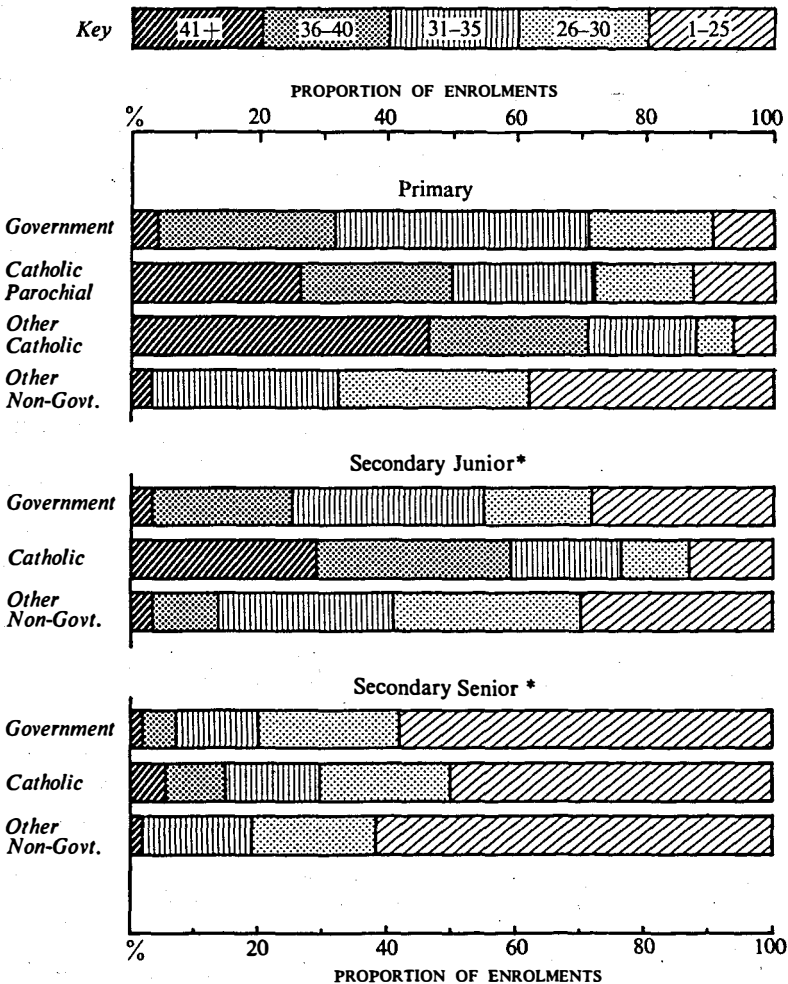
	1963	1966	1969	1972 (estimated)	
	All grades	All grades	All grades	All grades	Primary Secondary
Government schools	26.2	24.5	23.0	21.3	25.9 15.9
Non-government schools—					
Catholic	38.3	35.7	31.9	26.4	31.1 21.4
Other	17.4	16.3	16.0	15.3	19.0 14.0
All schools	27.3	25.5	23.8	21.8	26.6 16.5

4.20 While pupil-teacher ratios do not reflect actual classroom conditions, it is nonetheless clear that the steady reduction in the ratio of pupils to teachers indicates an improving situation. This has taken place in spite of an annual loss rate among teachers in government schools of up to 15 per cent gross. Although

many teachers rejoin the service, and others are recruited from overseas, the gain in the number of teachers has been attributable, in the main, to massive programs of teacher education by State governments. In 1963 there were 20,600 departmental teachers in training at tertiary institutions, a number equivalent to 31 per cent of teachers in government schools at that time; in 1972 there were over 47,900 trainees, the equivalent of 46 per cent of the teaching force. In 1963 the majority of teacher training courses for primary and junior secondary teachers was of two years duration. By 1972 the minimum length of most teacher education courses had been raised to three years.

4.21 Although teacher numbers have increased relative to pupil enrolments, there remain many classes which by any standard must be considered large.

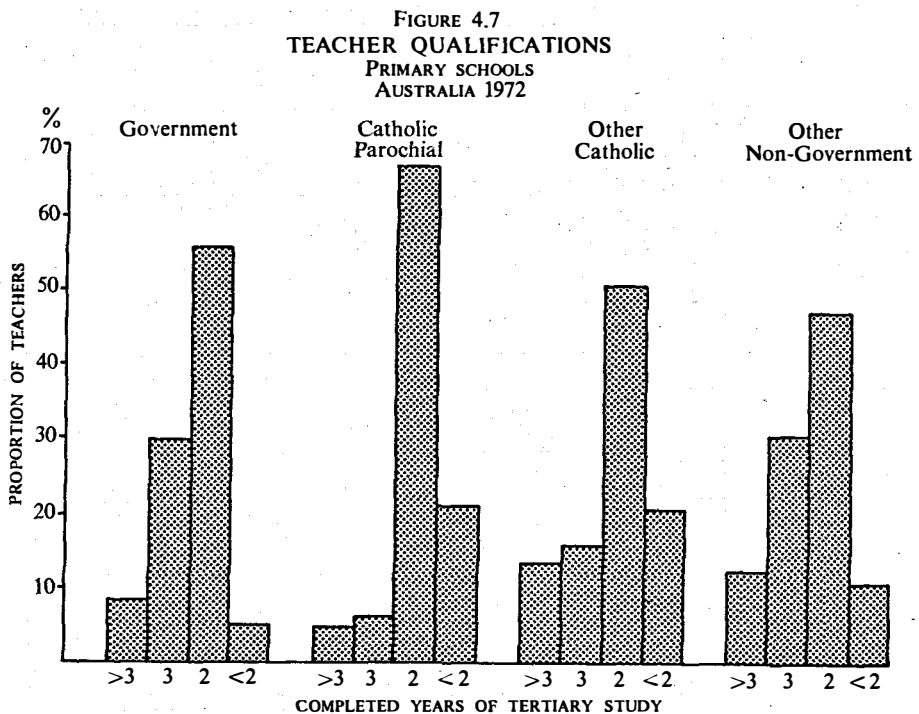
FIGURE 4.6
DISTRIBUTION OF ENROLMENTS BY CLASS SIZE
AUSTRALIA 1972



* In secondary schools, proportions refer to attendance at all classes taught in a typical week.

Figure 4.6 shows the distribution of enrolments by class size in various groups of schools. Government primary schools have over 30 per cent of their enrolments in classes of thirty-five or more pupils, and the relevant proportion in Catholic primary schools is more than 50 per cent. In other Catholic schools where primary classes are attached to secondary schools, the proportion of pupils enrolled in classes having thirty-five or more pupils enrolled is over 70 per cent. A comparison of the sizes of secondary class groups reveals that Catholic secondary schools have the largest group sizes, followed by government schools, with non-Catholic non-government schools having by far the smallest groups.

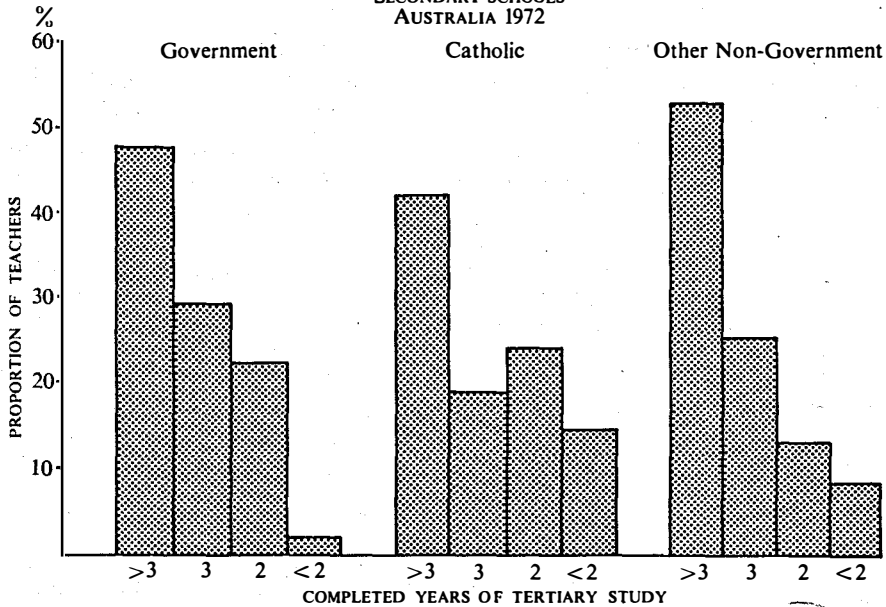
4.22 Extensions to the length of teacher education programs have affected only those teachers who entered the service within the last two years. The most usual length of full-time pre-service training courses followed by the majority of primary teachers is two years. It will be noted from Figure 4.7 that teachers with the least amount of formal training work in Catholic parochial schools and that some 95 per cent of teachers in government primary schools have completed at least the equivalent of two years of tertiary study, which is more than that of any of the non-government school groups.



4.23 The position is much the same in secondary schools, as indicated in Figure 4.8. Three-quarters of the teaching force in government secondary schools has completed three or more years of tertiary studies. In Catholic diocesan and regional schools, the equivalent amount of training has been undertaken by approximately 40 per cent of staff, and in other Catholic schools by more than 60 per cent; in other non-government schools, however, the proportion is almost

80 per cent. If the standard qualification for secondary teaching is regarded as the equivalent of a bachelor's degree and a diploma in education, a large proportion of teachers in Australian secondary schools cannot be said to be fully qualified. This does not take into account the relevance of qualifications for the areas in which teachers are required to work. There has been a continuous shortage of adequately qualified specialist teachers in secondary schools, particularly in science and mathematics, which is unlikely to be able to be met fully while private enterprise and government services other than education offer superior career prospects.

FIGURE 4.8
TEACHER QUALIFICATIONS
SECONDARY SCHOOLS
AUSTRALIA 1972



ANCILLARY STAFF

4.24 In recent years moves have been initiated to appoint more ancillary and support staff in schools, both at professional and sub-professional levels. *Table 4.7* shows details of this staff employed in school systems in 1972. Under the heading 'professional and para-professional' are included such officers as psychologists, social workers, counsellors, itinerant relief and specialist teachers, and nurses. Support staff include personnel such as clerical assistants and teacher aides, library and laboratory assistants, janitors and groundsmen. There are differences in nomenclature for ancillary staff among systems, and consequently there is not always a clear distinction between the two categories. There are also professional staff based in head office who spend considerable working time within schools. It should be noted that, while in government systems one ancillary person is employed for every twelve teachers, in Catholic parochial schools this proportion is roughly one in thirty.

TABLE 4.7
ANCILLARY STAFF EMPLOYED IN SCHOOLS(a)

Type of staff	Government		Catholic parochial	
	Number	Ratio to teaching staff	Number	Ratio to teaching staff
Professional and para-professional	1,200	per cent 1.2	110	per cent 1.1
Support	6,900	6.8	220	2.3
Total	8,100	8.0	330	3.4

(a) Full-time equivalents.

SPECIAL EDUCATION

4.25 The term 'special education' is used here to refer to special provision for children with physical and mental handicaps; it does not include special provision for highly gifted children. The number of handicapped children receiving full-time education in special schools and classes in government and non-government schools is shown in *Table 4.8* together with information on the number of teachers.

TABLE 4.8
PUPILS AND TEACHERS IN SPECIAL SCHOOLS AND CLASSES, AUSTRALIAN STATES 1972

	Government	Non-government	Total
Full-time enrolments in special schools and classes	number 27,696	number 5,331	number 33,027
Teachers working with groups receiving full-time special education	2,557	690	3,247
Pupil-teacher ratios	10.8:1	7.7:1	10.2:1

4.26 In addition to those children who are receiving full-time education in special schools and classes, many pupils receive remedial education in small withdrawal groups for part of a day. It is difficult to quantify the number of children receiving such treatment over a full year for all States on a comparable basis, particularly as some children may receive special teaching for a portion of the year only.

4.27 Voluntary bodies play a substantial role in the education of handicapped children particularly in the case of the three larger States, and they receive substantial subsidies from the States and from the Australian Government. In all, the ratio of children receiving special education in Australia to the number aged seven and under fifteen years of age was 1.7 per cent in 1972. There are waiting lists for entry to special education facilities in Australia but these do not reflect the full magnitude of deficiencies in facilities both because the ability to have a child placed on a list sometimes depends on the availability of places and because testing of the whole school age population for the incidence of handicaps has not been undertaken.

4.28 Pupil-teacher ratios in special schools and classes vary from 2:1 in the case of the deaf-blind to about 20:1 for the mildly intellectually handicapped. The overall pupil-teacher ratio for children receiving special education in 1972 was

10:1, compared with the average for government primary schools of 26:1. This, together with the high costs of equipment and facilities, causes the average recurrent expenditure per pupil in special schools to be from two to three times that of a pupil in an ordinary primary school. Although the pupil-teacher ratio in non-government schools in *Table 4.8* is more favourable than the overall average for government schools, the qualifications of teachers are significantly poorer on average (*see* paragraph 10.13), and the non-government schools contain a higher proportion of the severely handicapped.

FINANCIAL TRENDS

PUBLIC SECTOR EXPENDITURE

4.29 The preceding section has been concerned with trends in enrolments and in the physical resources required to provide educational services to the pupils enrolled in the schools. The financial implications of those trends are discussed in detail in this section.

4.30 The past decade has witnessed more than a threefold increase in public expenditure on both government and non-government schools in the various States, as shown in *Table 4.9*. This growth cannot be taken to indicate the increase in the quality and quantity of education services provided, for cost escalation has reduced the real resources available to schools for a given amount of expenditure. However, by expressing the total amount of public expenditure on schools for the years 1963-64 and 1971-72, in terms of constant prices, a reasonable indication of changes in real educational expenditure can be obtained. The total recurrent expenditure for 1971-72 of \$934m as shown in *Table 4.9* represents an annual increase of 14.7 per cent on the 1963-64 figure. In terms of constant prices, this increase is approximately 8.1 per cent per annum.

4.31 Increases in school expenditure must also be interpreted in the light of the steady expansion of pupil enrolments due to population growth and increases in the demand for secondary schooling. These factors can be accommodated by calculating expenditure on a per pupil basis. Thus for government schools, between the years 1963-64 and 1971-72, public recurrent expenditure per pupil increased in real terms at an average rate of 4.3 per cent per annum.

4.32 *State Expenditure on Government Schools*. *Table 4.10* and *Table 4.11* disaggregate State government recurrent expenditure in and associated with schools.

4.33 *Table 4.10* presents a summary of major items of expenditure by State Education Departments in government schools in 1972. The dominance of salaries and wages in general recurrent costs is clearly illustrated, as is the fact that salaries of clerical and general staff account for a very small portion of total outlays.

4.34 Recurrent costs per pupil in primary schools amount to about 60 per cent of those for secondary school students. The recent trend of more rapid growth of secondary relative to primary enrolments has therefore accentuated the rise in expenditures. This phenomenon is evident also in capital expenditure figures, where although secondary pupils represent only 35 per cent of enrolments in government schools, the secondary school buildings program accounted for 52 per cent of the total buildings outlays in 1972.

TABLE 4.9
PUBLIC SECTOR EXPENDITURE ASSOCIATED WITH SCHOOLS,
AUSTRALIAN STATES 1963-64 TO 1972-73

	1963-64	1966-67	1969-70	1971-72	1972-73 (est.)
	\$ million	\$ million	\$ million	\$ million	\$ million
STATE EXPENDITURE(a)					
Recurrent—					
Administration	10.3	15.0	21.6	25.2	30.0
Primary	157.3	196.7	279.1	384.2	435.0
Secondary	99.4	147.6	221.4	361.4	421.0
Total	267.0	359.3	522.1	770.8	886.0
Capital—					
School buildings(b)	69.8	80.3	109.1	140.0	169.0
Total Recurrent and Capital	336.8	439.6	631.2	910.8	1,055.0
ASSOCIATED COSTS					
Transport of school children	18.3	25.3	34.2	41.4	48.0
Teacher education	26.8	37.2	58.6	88.3	100.0
Total State Expenditure	381.9	502.1	724.0	1,040.5	1,203.0
COMMONWEALTH EXPENDITURE					
Recurrent—					
Non-government schools per capita grants . . . . .	..	..	12.2	29.6	41.1
Aboriginal advancement . . . . .	..	..	0.2	0.3	1.0
Child migrant education . . . . .	..	..	0.1	3.2	4.8
Total Recurrent . . . . .	..	..	12.5	33.1	46.9
Capital—					
Science laboratories—					
Government schools . . . . .	..	7.5	7.6	6.5	6.5
Non-government schools . . . . .	..	2.7	5.3	4.3	4.3
Secondary libraries—					
Government schools . . . . .	..	..	4.5	7.4	7.2
Non-government schools . . . . .	..	..	3.0	2.3	2.5
Teachers colleges . . . . .	..	..	13.2	11.2	16.4
Capital grants government schools . . . . .	..	..	..	6.7	13.3
Aboriginal education . . . . .	..	..	0.7	0.9	1.0
Child migrant education . . . . .	..	..	..	0.1	0.1
Total Capital . . . . .	..	10.2	34.3	39.4	51.3
Total Recurrent and Capital . . . . .	..	10.2	46.8	72.5	98.2
STATE AND COMMONWEALTH GOVERNMENT EXPENDITURE					
Recurrent	312.1	421.8	627.4	933.6	1,080.9
Capital	69.8	90.5	143.4	179.4	220.3
Total	381.9	512.3	770.8	1,113.0	1,301.2

(a) Includes expenditure in respect of non-government schools.

(b) Includes State government expenditure on teachers colleges.

4.35 *State Expenditure on Non-government Schools.* There has been a marked increase in State government expenditure on non-government schools over the past five years. The major element in this increase has been *per capita* grants. *Table 4.11* shows the present sizes of these per pupil grants and the date of origin of the schemes, in the various States.

TABLE 4.10
STATE GOVERNMENT EXPENDITURE WITHIN SCHOOLS, AUSTRALIA 1972

	Primary		Secondary		Total	
	\$m	per cent	\$m	per cent	\$m	per cent
RECURRENT EXPENDITURE						
Salaries and allowances of teachers and special staff	352.1	82.2	304.2	80.3	656.3	81.3
Salaries of clerical and general staff	4.7	1.1	12.6	3.3	17.3	2.1
Wages of cleaners, gardeners, etc.	11.8	2.8	10.7	2.8	22.5	2.8
Pensions and superannuation	12.6	2.9	12.1	3.2	24.7	3.1
Sub-total	381.2	89.0	339.6	89.7	720.8	89.3
Stores, stationery, postage, supplies, etc.	11.6	2.7	17.9	4.7	29.5	3.7
General maintenance, fuel, power, etc.	35.6	8.3	21.1	5.6	56.7	7.0
Total Recurrent	428.4	100.0	378.6	100.0	807.0	100.0
CAPITAL EXPENDITURE						
Land and survey costs	6.9	9.3	5.1	6.3	12.0	7.7
Buildings and grounds	61.8	83.1	69.6	85.3	131.4	84.2
Furniture	5.7	7.6	6.9	8.4	12.6	8.1
Total Capital	74.4	100.0	81.6	100.0	156.0	100.0
Total	502.8	..	460.2	..	963.0	..

TABLE 4.11
DIRECT CONTRIBUTIONS BY STATE GOVERNMENTS TO RECURRENT COSTS OF NON-GOVERNMENT SCHOOLS, AUSTRALIA 1973

State	Primary		Secondary	
	Year of commencement of scheme	Annual per pupil payments, as at January 1973	Year of commencement of scheme	Annual per pupil payments, as at January 1973
		\$		\$
New South Wales	1968	61	1964	(a)
Victoria	1967	51	1967	72
Queensland	1969	62	1964	104
South Australia	1969	(b)	1969	(b)
Western Australia	1968	(c)	1965	(c)
Tasmania	1968	24	1968	(d)34

(a) Grants of \$71 per pupil are paid to secondary schools only in respect of those pupils whose parents' taxable income does not exceed \$6,000 in 1973. The value of the grant must be deducted from the normal fees charged by the school.

(b) Basic per capita grants are \$10 per annum primary and \$20 per annum secondary. In addition grants ranging from \$22 to \$52 per pupil are available in 1973 for individual primary schools on the basis of their assessed needs. Grants for secondary schools have not been announced for 1973 but in 1972 they ranged from \$10 to \$30. The total amount available for independent schools on a needs basis in 1973 is \$810,000 for primary schools and \$525,000 for secondary schools. If this amount were averaged for all non-government pupils and added to the basic grant, the grant would be equivalent to \$46 primary and \$55 secondary.

(c) Current legislation provides for cash payments to non-government schools of up to \$62 primary and \$104 secondary less the value of school issues, for example, textbooks, which are supplied free by the Government. Present estimates of the average value of cash payments per pupil are \$53 primary and \$91 secondary. There are likely to be further minor reductions in these figures in respect of library issues to schools.

(d) \$54 in Forms V and VI.

4.36 The provision of other forms of direct assistance to non-government schools varies from State to State. The principal forms include subsidies for interest

payments on borrowings for school buildings, scholarships and bursaries, provision of textbook allowances, library stock, writing materials and other supplies, and conveyance concessions. The levels of expenditure by State governments on all forms of assistance in 1972 is shown in *Table 4.12*.

TABLE 4.12
ESTIMATED STATE GOVERNMENT ASSISTANCE
TO NON-GOVERNMENT SCHOOLS,
AUSTRALIA 1972

<i>Type of assistance</i>	<i>\$m</i>
Per capita grants	28.5
Transport	8.2
Other (interest subsidies, scholarships, etc.)	8.0
Total	44.7

4.37 *Commonwealth Expenditure on Schools in the States*. Over recent years Commonwealth expenditure on schools has been made under six major headings:

- capital grants for science facilities;
- capital grants for secondary libraries;
- capital grants for general school buildings;
- recurrent grants to non-government schools;
- Aboriginal advancement grants;
- child migrant education grants.

4.38 The Science Facilities Program began 1 July 1964 and will continue until 30 June 1975. Under the most recent *States Grants (Science Laboratories) Act* 1971, \$43.3m was made available over the four financial years commencing 1 July 1971. Expenditure for the final two years of the quadrennium (i.e. from 1 July 1973) is expected to be between \$21m and \$22m. Prior to 1 July 1967, the funds available for the program were allocated between government and non-government schools in proportion to their secondary enrolments on an Australia-wide basis. Since July 1967, the amount available to non-government schools has been calculated at double the per pupil rate for government schools.

4.39 Secondary schools libraries grants were commenced on 1 January 1969. Schools have been eligible for grants to the extent that their individual circumstances dictate, in accordance with the recommendations of the Commonwealth Secondary Schools Libraries Committee. For the triennium 1972-74, \$30m is available. Funds are distributed between government school systems and non-government schools on the basis of secondary enrolments.

4.40 A \$20m program of general capital grants for government primary and secondary schools was introduced in January 1972 for the period to 30 June 1973. Although the States were given discretion in the use of these grants, the Commonwealth indicated that the States were expected to continue their previously planned levels of expenditure on school construction. In May 1972 the Commonwealth announced a further scheme to provide a total of \$215m for school buildings construction between 1 July 1973 and 30 June 1978. Of this amount, \$167m was for government schools and \$48m for non-government schools. The distribution of these funds is shown in *Table 4.13*.

TABLE 4.13
ESTIMATED DISTRIBUTION OF COMMONWEALTH
GOVERNMENT CAPITAL GRANTS FOR SCHOOLS,
AUSTRALIA 1973-74 TO 1977-78

<i>State</i>	<i>Government</i>	<i>Non- government</i>
	\$m	\$m
New South Wales	59.8	17.7
Victoria	46.1	15.5
Queensland	23.3	7.2
South Australia	18.0	3.0
Western Australia	13.7	3.5
Tasmania	6.1	1.1
Total	167.0	48.0

Annual expenditure will be \$31m for government schools in the first two years, rising to \$35m for the last three years. Grants for non-government schools were intended to rise from \$9m in the early years to \$10m in the later ones. These grants were designed to represent a net addition to school construction, in that States were required to maintain their existing share of total loan funds being devoted to school construction. To advise on the allocation of capital grants to non-government schools, the Commonwealth Committee on Facilities for Non-Government Schools was established. Representatives of Catholic education interests and the associations of independent schools constituted State Priority Committees.

4.41 In 1970, the Commonwealth introduced per capita grants for recurrent expenditure in non-government schools at the rates of \$35 per primary pupil and \$50 per secondary pupil. For 1972 these rates were raised to \$50 and \$68 respectively. The *States Grants (Schools) Act 1972* provided that for a period of five years from January 1973 the Commonwealth would contribute towards the running costs of non-government schools in the States at a rate equivalent to 20 per cent of the assessed Australia-wide cost of educating a child in government primary and secondary schools. The States were invited to join the Commonwealth Government in the program by contributing on an equal basis. *Table 4.14* shows actual payments made for non-government schools in the years 1969-70 to 1971-72, and estimated payments for 1972-73, at the rates of \$50 and \$62 per primary pupil, and \$68 and \$104 per secondary pupil for the calendar years 1972 and 1973 respectively.

TABLE 4.14
COMMONWEALTH RECURRENT GRANTS FOR NON-GOVERNMENT SCHOOLS,
AUSTRALIAN STATES 1969-70 TO 1972-73

<i>State</i>	<i>1969-70</i>	<i>1970-71</i>	<i>1971-72</i>	<i>1972-73 (est.)</i>
	\$m	\$m	\$m	\$m
New South Wales	4.5	9.0	10.8	15.0
Victoria	3.9	7.8	9.6	13.5
Queensland	1.8	3.6	4.5	6.2
South Australia	0.8	1.5	1.9	2.5
Western Australia	0.9	1.7	2.1	3.0
Tasmania	0.3	0.6	0.7	0.9
Total	12.2	24.2	29.6	41.1

4.42 Commonwealth assistance for Aboriginal education in the States has, in the main, been provided through the State governments by means of grants under the *States Grants (Aboriginal Advancement) Acts*. Funds for this purpose are administered by the Department of Aboriginal Affairs with the advice of the Department of Education. The size of Aboriginal advancement grants to the States for 1972-73 is estimated at some \$2m. The Australia-wide Aboriginal Secondary Grants and Study Grants Schemes are additional components of the Australian Government's Aboriginal advancement program.

4.43 The Child Migrant Education Program involves the Australian Government in direct payments to government and non-government school authorities, under its powers in respect of immigration. This program, which is administered by the Department of Immigration in consultation with the Department of Education, reimburses school authorities for the costs of teaching English to migrant children in special classes. Expenditure on the Child Migrant Education Program for 1972-73 has been estimated at nearly \$5m.

4.44 *Commonwealth Expenditure in the Territories*. The Commonwealth has responsibility for the provision of educational services within the Australian Capital Territory and the Northern Territory. Expenditure on schools in both Territories has risen from \$6.7m in 1963-64 to approximately \$50m in 1972-73.

4.45 Interest subsidies on loans raised by non-government school authorities within the Australian Capital Territory for capital expenditure on new secondary schools and extensions to existing secondary schools were introduced in 1956. Subsequently the Commonwealth undertook to repay by equal instalments over 20 years the amount of capital aid determined by the Minister for the construction of non-government primary and secondary schools in both the Australian Capital Territory and the Northern Territory, and agreed to make an annual interest payment that would not exceed interest at the long-term bond rate current when the amount of capital aid for a project was determined. The Commonwealth was also prepared to guarantee to lending institutions the repayment of principal and payment of interest reimbursement for loans raised for approved school buildings projects.

4.46 The Commonwealth provides per capita grants to non-government schools in the Australian Capital Territory and Northern Territory. In 1973, these grants are \$124 for primary pupils and \$208 for secondary pupils, being equivalent to the combined Commonwealth and State per capita grants for non-government schools in the States.

PRIVATE SECTOR EXPENDITURE

4.47 In the preceding section, direct subvention of non-government schools by public authorities over recent years has been discussed. *Table 4.15* shows the outlays by non-government schools throughout Australia for 1972, as reported to the Committee. Included in the total expenditure figure of \$208m is \$30m financed by direct grants to schools from State governments and \$47m from Commonwealth sources. The remaining \$131m was financed by fees income, contributions from affiliated church organisations, loans and donations. An attempt has been made to remove expenditure related to the provision of boarding facilities from total

expenditure. Because of variations in accounting practices of many non-government schools, the figures quoted should be regarded as approximate.

TABLE 4.15
EXPENDITURE IN NON-GOVERNMENT SCHOOLS, AUSTRALIA 1972

	Catholic schools			Other non-government schools	All non-government schools
	Parochial	Other Catholic	Total Catholic		
	\$m	\$m	\$m	\$m	\$m
Recurrent expenditure—					
Teachers salaries	28	32	60	47	107
Ancillary staff	1	5	6	13	19
Other operating expenditure	13	15	28	13	41
Total	42	52	94	73	167
Capital expenditure	5	20	25	16	41
Total Recurrent and Capital	47	72	119	89	208

4.48 Owing to the differences between the salaries and wages paid to staff in government as compared with non-government schools, especially those which have members of religious orders working in them, and because many schools in this sector function as independent units, rather than as part of a system, financial outlays in non-government schools do not necessarily yield similar services to those in government schools.

TOTAL OUTLAY ON SCHOOLS

4.49 How schools have fared in the allocation of public expenditure to education generally from 1963 until the present is shown in *Table 4.16*. Although the apportionment between schools and other sectors of education involves considerable approximation, it is apparent that over this period, expenditure on schools has maintained its share of the education budgets of the States despite a decline in the mid-1960s due primarily to the accelerated outlays for tertiary education brought about by a rapid increase in demand for university places and the development of colleges of advanced education. As far as the Commonwealth is concerned, the share going to schools has been rising rapidly and will continue to do so as a result of the activities of the Schools Commission.

TABLE 4.16
ESTIMATED PUBLIC OUTLAY ON SCHOOLS IN RELATION TO PUBLIC OUTLAY ON EDUCATION, AUSTRALIA 1963-64 TO 1972-73

	1963-64	1966-67	1969-70	1971-72	1972-73 (est.)
	\$m	\$m	\$m	\$m	\$m
STATE GOVERNMENT					
(i) Outlay on schools(a)	382	502	724	1,041	1,203
(ii) Outlay on education(a)	487	654	935	1,320	1,490
(i) as a proportion of (ii)	78.4%	76.8%	77.4%	78.9%	80.1%
COMMONWEALTH GOVERNMENT					
(i) Outlay on schools(b)	7	23	64	109	148
(ii) Outlay on education(b)	68	141	246	354	426
(i) as a proportion of (ii)	10.3%	16.3%	26.0%	30.8%	34.7%
TOTAL					
(i) Outlay on schools	389	525	788	1,150	1,351
(ii) Outlay on education	555	795	1,181	1,674	1,916
(i) as a proportion of (ii)	70.1%	66.0%	66.7%	68.7%	70.5%

(a) Excludes Commonwealth specific purpose payments to States for schools.

(b) Includes outlay in Territories and Commonwealth specific purpose payments to States for schools.

4.50 As indicated in *Table 4.17* expenditure on schools has absorbed a steadily increasing share of total outlay by State governments.

TABLE 4.17
ESTIMATED PUBLIC OUTLAY ON SCHOOLS COMPARED WITH TOTAL PUBLIC OUTLAY
ON ALL FUNCTIONS, AUSTRALIA 1963-64 TO 1971-72

	1963-64	1966-67	1969-70	1971-72
	\$m	\$m	\$m	\$m
STATE GOVERNMENT				
(i) Outlay on schools(a)	382	502	724	1,041
(ii) Total outlay(a)	2,248	2,860	3,814	4,845
(i) as a proportion of (ii)	17.0%	17.6%	19.0%	21.5%
COMMONWEALTH GOVERNMENT				
(i) Outlay on schools(b)	7	23	64	109
(ii) Total outlay(b)	3,102	4,486	5,862	6,977
(i) as a proportion of (ii)	0.2%	0.5%	1.1%	1.6%
TOTAL				
(i) Outlay on schools	389	525	788	1,150
(ii) Total outlay	5,350	7,346	9,676	11,822
(i) as a proportion of (ii)	7.3%	7.2%	8.1%	9.7%

(a) Excludes Commonwealth specific purpose payments to States for schools.

(b) Includes outlay in Territories and Commonwealth specific purpose payments to States for schools.

4.51 The share of the nation's resources devoted to education of all kinds, including schools, has been rising in recent years. In 1963-64 the proportion of Gross National Product devoted to expenditure for educational purposes amounted to 3.6 per cent. By 1971-72 this proportion had risen to almost 5 per cent.

CONDITIONS IN SCHOOLS

4.52 Material presented in the various chapters of this Report, including the statistical information set out in this chapter, gives some overall guide to conditions in schools in terms of physical resources. That there are deficiencies in physical resources is clear enough from an examination of such aspects as class size, provision of school libraries, conditions of buildings and so on; and even though such deficiencies, of themselves, say little about the quality of schooling that each child receives or about the directions of change that might most improve it, their significance remains. However, physical deficiencies are not the whole story; and the quality aspects of the resources used in the schools, whether teachers or buildings, defy statistical tabulation. Moreover, there are other aspects of physical provision which are difficult to measure in a limited time and in the absence of commonly agreed definitions. For example, in a high proportion of schools there is inadequate provision for the non-academic aspects of schooling which may make a contribution to the pupil's overall development of equal importance with that made by academic studies; these include provision for physical development and recreation, for art, craft and music, and for suitable places where the whole school might gather. Although the need for facilities for staff is generally recognised, the standard of provision is often low; and the need for reasonably civilised eating facilities for pupils is, in general, not even acknowledged.

4.53 Committee members spent several weeks visiting schools of all kinds throughout a large part of Australia. The size, type and quality of provision in the 143 Australian schools visited varied widely. Statistical summaries mask differences between individual schools, and impressions gained from school visits, if particular enough, may say some things which figures cannot.

4.54 A wide variety of school programs was seen by members of the Committee. They ranged from standard curricula taught in traditional ways and flexible programs in open space units to what might be considered highly unconventional approaches in some government secondary schools in one State. In these latter schools the degree of initiative and choice resting with pupils was unusually high. In one such school there was no uniform, no bells, no set timetable, no public address system, no tests or examinations and students addressed staff by their first names. Policy decisions were taken collectively by staff, and deliberate attempts were being made to bring parents into the school. The amount of free choice had been increased so that about one-half of the student's time was spent in sessions where he was expected to work in the area of the particular teacher's expertise (broadly interpreted), and the other half on projects chosen by himself.

4.55 Committee members were impressed by the concentrated nature of the difficulties faced by many schools, and their need for supplementary resources, both physical and human. A particular school situated in a high-density housing area where land is so highly priced that back yards are virtually non-existent, public recreational facilities few and streets too busy to serve as playing areas, may supply an example to make the point. The combined infant and primary school, its buildings dating from 1878, housed nearly 800 children, more than 40 per cent of them from non English-speaking families, and 33 of them Aboriginal, on a site of 1.2 acres. The site was being extended at a cost of one and three-quarter million dollars. Buildings covered half the area, and both buildings and yard were poorly maintained. Toilet facilities, shelter sheds and art and sewing facilities were archaic and even sordid. There were two full-time migrant teachers, but no regular teacher spoke any of the languages used in the homes of most migrant children. As a result, communication with parents was difficult; the services of an employee of a nearby bank had to be used for language interpretation in emergencies. The number of transient pupils was high. Social problems, including the control of contagious diseases of poverty, claimed a good deal of the time of both the principal and infant mistress, the only two members of staff without full-time teaching responsibilities. Ancillary staff was limited to one librarian, one part-time clerical assistant and one part-time teacher aide. Class sizes were normal for a school of its size, but learning problems were greater than normal. Only 10 per cent of the intake into infant classes had attended pre-school, and among pupils passing out at the end of sixth grade reading retardation was common. Of the 90 pupils who completed primary schooling at the end of 1972, none gained admission to selective high schools serving their area. Parental involvement in the school was almost non-existent. Raffles organised by teachers supplemented the standard \$3.60 per pupil allowance for equipment from the Education Department. Vandalism was common, and the school was

securely locked at the end of the day, after-hours activities being considered too risky. Crowds of migrant mothers gathered on the footpath to collect their children, but did not enter the premises except for specific purposes.

4.56 Some indication of the range of variation in provision among the schools visited may be gleaned from brief descriptions of a few particular schools:

School A: A boys' high school in an inner suburban area where the buildings were old, poorly maintained and equipped, the yard small and its paving decrepit. Here a group of boys played cricket on cracked asphalt, with a pitch of 15 degrees slope and wickets painted on the school wall. Two basketball courts of similar quality completed the provision for physical recreation, and between them took up the greater part of the yard.

School B: A new government secondary school on a 25-acre grassed site contained over 1,000 pupils. It was housed in a cluster arrangement of new buildings, connected by covered ways and separated by grassed courtyards. It included a multi-purpose hall.

School C: A junior government high school in a hot climate and distant from a State capital, its accommodation including six Bristol units, and over one-quarter of its enrolment Aboriginal, where conditions called for the following comment from visiting members of the Committee:

We have nothing but admiration for the staff of this school, not only for their professional and dedicated service, but for remaining and teaching under such adverse physical conditions.

School D: A non-government mixed primary and secondary school, total enrolment 650, well equipped, with gymnasium and swimming pool, and having a site of 130 acres.

School E: A government secondary school where the building was old and cramped and playing space totally inadequate. Of 183 families represented in the school, only 47 had Australian-born parents. Academic achievement was generally retarded, and art had largely disappeared from the curriculum because half the students had not paid the subject levy necessary to secure supplies.

School F: A new government primary and infant school with an enrolment of nearly 900, with extensive grounds, open space style carpeted buildings, both primary and infant departments supplied with a piano, television, public address system and tape recorder as establishment grants from the Education Department. The school is situated in a new Housing Commission area.

School G: A Catholic primary school on a very small asphalt site. The building was old and in poor repair and equipment minimal. Migrant English classes were conducted in an ill-lit, poorly ventilated, small shed in the nearby convent, with books and equipment balanced on boards over a bath tub.

School H: A Catholic boys' secondary school where the desks had literally been salvaged from the junk-yard—rejects from government and more affluent non-government schools.

School I: A school for deaf, blind and backward children, housed in old, gloomy, unattractive and unsuitable buildings, poorly equipped to cope with its special learning problems and having inadequate provision for parent counselling.

School J: A special school for 60 mildly mentally retarded children, many of them having multiple handicaps, housed in a 100-year-old building, renovated in 1912 and minimally maintained in the unfulfilled expectation that pupil numbers in the area would fall. The toilet facilities were as old as the building, the urinal unroofed and the shelter shed used as a teaching area. A speech therapist visited the school for half a day weekly; there was no visiting teacher to assist deaf children; visits by psychologists were rare and there was no physical education teacher for the remedial physical assistance which many pupils required.

4.57 These contrasts both within and between systems could be multiplied many times. There is almost nothing about which it is safe to generalise, except the numerical allocation of staff within government systems among schools of similar size. Equally great contrasts existed between the capacities of school principals and teachers to analyse and respond to the particular problems and needs of the school's clientele. There were inner suburban and remote schools facing equally difficult problems, but dedicated and imaginative staff had injected an element of hope into some, which was noticeably lacking in others. There was, for example, the teacher who, in a cramped area of barren asphalt, had carried in soil by the bucketful to establish a few garden mounds which children were carefully tending. There was also the enterprising young principal, who, in an inner suburban school, had enlisted the services of a social worker from a nearby youth centre and gained the assistance of university staff and students. In this way he had succeeded in replanning the curriculum and developing an after-school program which had sparked off parent interest, long dormant.

4.58 Members of the Committee were impressed by the magnitude of the need for upgrading and replacement in older schools, both government and non-government, by the lack of facilities necessary for broadening the curriculum, by the generally low level of provision of ancillary and specialist staff and by the wide differences existing in the innovative capacities of teachers and principals. While there are high spots in all systems and types of school, and these bear no necessary relationship to the quality of physical provision, the Committee was left in no doubt, both on the basis of information supplied and on the basis of its own observations, that there was a general need for improved resources and a higher level of educational service among Australian schools, and a special need for help to schools catering for handicapped children and pupils from disadvantaged groups in the population.

CHAPTER 5

Needs and Priorities

5.1 There is no doubt that in terms of the kind of education appropriate to a wealthy democracy, many Australian schools have urgent needs. In all school systems and in some independent schools, the level of resources for teaching falls considerably below that in the better endowed ones (both government and non-government) and is below that required to implement modern educational methods and to prepare all children, irrespective of their rate and style of learning, for full participation in a complex society. In both the government and non-government sectors there are schools where the quality of personnel, buildings and equipment reflects an attitude towards children which, whether it arises from public indifference or ignorance, is incompatible with the manifest values of our society. Many of these schools are attended by children of relatively poor families, a significant proportion of them migrant or Aboriginal, whose schooling should offer a means of redress for the economic and political disadvantages of their background rather than a compounding of them.

5.2 Schools are not closed systems but open ones in the sense that they are profoundly affected by the attitudes, ideas and expectations of the people, both pupils and teachers, who enter them. For this reason, they cannot be regarded in isolation from the wider society. The needs of the schools, when seen in this perspective, are often incapable of being met by action within them, but must wait on societal changes, for the education of the child takes place in a social context, and what happens in schools is only a part of education, a part whose influence is sometimes over-estimated. The Committee cannot change society directly, but it can make recommendations which will affect the quality of the experience which the child has in the school. Since the Committee has no direct responsibility for running schools, its influence must come through recommendations for financial assistance to schools and school systems, and thus through the resources made available to schools.

5.3 Human and physical resources do not of themselves ensure a high quality education. Many essential ingredients of good schooling, notably attitudinal and organisational ones, cannot be bought with dollars. But the development of curricula more relevant to the requirements of particular children and to the problems and challenges of the real world, of closer school-community relationships and of active parental interest which is a prerequisite for increasing school effectiveness, can all be facilitated by the financial backing of new approaches to ways and means.

5.4 The quality of relationships between and among pupils and teachers may have more lasting significance than the acquisition of any specific skills. The operation of democracy requires an acceptance of rational authority, an intelligent consideration of alternatives, a willingness to participate, and an ability to transcend personal interest for the common good. Such qualities are not only the products of knowledge, but also of membership of a community where respect for persons is truly practised. Schools which generate these values cannot be purchased simply with money.

5.5 Teacher attitudes and expectations tend to produce in pupils the qualities that are assumed; children regarded as likely to be unsuccessful tend to become so. For this reason, early grading of children into categories, constant assessment according to arbitrary standards, and assignment of children to particular groups according to their likely success as predicted by teachers, promote failure among many as surely as they promote success among few. Attitudes which are equally accepting, but not necessarily approving of, individuals and social groups irrespective of their life styles or accomplishments, and teachers who believe in the capacity for change in all children, cannot be bought.

5.6 In some school systems, it would be desirable to diffuse decision-making in ways which would allow individual schools to assume greater authority for what is done in them, and to share the ensuing responsibility in ways which would harness for educational purposes the potential of the people who operate them and of the clients whom they serve. In some systems, mutual suspicion has developed over a long period between administration and teachers, thereby inhibiting the devolution of authority. However, a movement towards more open patterns of control has begun in several systems. Because it runs counter to the centralised, hierarchical tradition of Australian public education, the encouragement of initiative from below, while it may be slow in yielding benefits, is one of the more pressing 'needs' of many schools.

5.7 The Committee is thus fully aware that additional finance cannot itself bring about what are perhaps the most important qualitative changes required. However, funding is a necessary, although not a sufficient, condition of improvement. The employment of more teachers, which reduces the strain on both pupil and teacher, the release of teachers for in-service education, the availability of expert advice, the provision of better physical facilities, and the wherewithal to try alternatives, should all contribute to the evolution of more effective schools.

CONCEPT OF NEED

5.8 The Committee is required by its terms of reference to consider the immediate financial needs of schools. The concept of need is not easy to define. Beyond a basic minimum level, the needs of schools can only be considered in relation to the objectives set for them and in accordance with what is considered appropriate in terms of the wealth of society.

5.9 The Committee considered four approaches to the concept of 'need'. First, need for a minimum quantity and quality of resources in schools; secondly, need for a particular level and kind of outcome from schools; thirdly, need for resources of varying types and amounts having regard to their effectiveness in moving towards desired goals; and fourthly, need as defined by the extent of the cognitive, physical, social or economic disadvantages of individual pupils.

5.10 For the first two approaches, the unit of assessment would be the school or system; for the last two, the pupil would be the unit to be measured. Extensive analysis at the level of individual pupils was impracticable. Moreover, lack of adequate data ruled out the possibility of the Committee's use of the second or third approaches, but the third one would almost certainly have been excluded in any case, given the difficulty of defining educational goals in objective,

quantifiable terms. Thus the Committee concluded that it should make its needs assessments along two dimensions: inputs of resources to schools and school systems, and degree of disadvantage of groups of pupils in particular schools.

5.11 The Committee acknowledges the limitations of dealing with inputs of educational resources and ignoring outcomes. It is also aware of the varying quality of resources used in the schools. But knowledge of the relationships between inputs and outcomes is fragmentary at best, and while the quality of teachers, buildings, and so on may in the long run be influenced by the Committee's programs, it has no immediate control in this domain. The Committee has therefore determined its recommendations for financial assistance by frankly quantitative methods. It has, however, emphasised many of the wider issues which it expects will be pursued by the Schools Commission.

5.12 If all students who are capable are to attain at least a common minimum standard, more school resources will be consumed by some students in reaching this standard than by others. If educational objectives include the development of the capacity for independent thinking, special facilities and associated support staff will be required, as well as teachers whose skills are adequate to the task. Social competence, physical fitness, integration of the community into the life of the school—all have their peculiar needs. However, just as there is no simple means-end relationship in education between resources employed and consequential outcomes, neither is there an optimum combination of resources which will achieve a desired objective in any circumstance.

5.13 The Committee has gauged the needs of the schools in terms of the resources used in them as compared with defined standards. The Committee believes that this is a practical approach by which a school with relatively few resources can reasonably be identified as in 'need' of more assistance than one with relatively many resources.

5.14 The needs of schools as interpreted by the Committee do not encompass the needs of parents and pupils for social provisions such as welfare services, scholarships, or living allowances. Direct forms of assistance to individual families are regarded as being an aspect of the general social policy of the Australian Government, which extends beyond the schools. Nor has the fiscal capacity of parents to contribute to the education of their own children been taken into account, for this would involve a detailed knowledge of parental income and the introduction of means-tested fees into the public system.

5.15 The recurrent needs of non-government schools, as of government ones, have been judged in terms of the operating resources available within them. This takes no account of whether the school is running with a surplus or a deficit, or of the debt charges which must be covered by fees in many non-government schools if they are to remain solvent. Where such schools are providing a relatively high standard of service in terms of the recurrent resources per pupil being used in them, the Committee has taken the view that debt charges or deficits should be met by higher fees or by a reduced standard of service rather than by government subvention. When heavy debt charges result in low standards of provision it is these standards, rather than the debt itself, which have been taken into account.

5.16 All needs are relative. The allocation of public funds to primary and secondary schools cannot be defended merely on the basis of subjective assessments by interested parties of what resources they would like to have, without regard to fiscal implications or to differences in existing standards among schools. The needs of particular schools cannot be considered in isolation. A school which already has modern equipment, pleasant buildings and a favourable pupil-teacher ratio may wish to have its services enhanced by, say, the installation of closed circuit television. While this may indeed be an improvement, it must take low priority in relation to the claims of a school whose buildings are decrepit and whose pupils are being taught by ill-prepared teachers without the assistance of ancillary personnel or essential equipment. The economic problem of unlimited ends competing for scarce resources is ever present.

5.17 Nor can governments allow the needs of the schools to take absolute priority over competing claims on public finances. Estimates of educational needs must recognise wants in other fields of social welfare. Moreover, as well as financial constraints, there are physical ones which set limits to a realistic assessment of the needs which can be fulfilled, particularly over the two-year period of the Committee's programs. The number of qualified teachers likely to be available, the capacity of the building industry, and the lead-time involved in planning projects are examples of the limitations surrounding what can be done.

CONCEPT OF PRIORITY

5.18 That priorities must be established is central to the Committee's task. The benefits of an increase in professional staff, for instance, must be balanced against the costs of foregoing some ancillary personnel, equipment or buildings. A refusal to accept the principle and necessity of priorities in the real world is irresponsible, and to ignore the concept of costs as alternative opportunities foregone is to retreat into a world of fantasy.

5.19 There are two main alternative approaches to making decisions concerning priorities among needs. On the one hand, the needs of schools can be assessed in whatever manner is judged appropriate, and single block grants recommended for the use of each school or school system. On the other hand, grants can be prescribed for specific purposes in detail comparable to that required for line-item budgeting.

5.20 Both approaches are subject to powerful criticisms which the Committee accepts as valid. For the latter approach, these relate to the ranking of priorities by bodies far removed from local conditions and to the uniform provision of plant, equipment and personnel without regard either to expressed preferences or to local capacity to cover the expenses necessary to fulfil the intention of particular programs. On the other hand, strong representations have been made to the Committee by systems, administrators, and parent and teacher organisations in favour of specific grants for nominated purposes. Some of these representations referred to particular projects which schools or systems have long desired to implement, but which in competition with other projects had repeatedly failed

to gain a place in budgets. Other representations referred to the needs of physically, intellectually, and socially handicapped children and were based on the concern that in the absence of special provision particular claims might not be met.

5.21 Faced with these two extremes, the Committee sought to order priorities among needs in ways which would allow maximum flexibility in the use of resources while preserving some areas of widely acknowledged need from erosion in the general competition for funds. The Committee believes that overall educational planning at the national level is important in order to ensure the equitable and economic allocation of resources, to promote the development of those educational services which, in a country of relatively small population and vast distances, are beyond the capacities of separate regions, and to facilitate the exchange of ideas and personnel. However, the Committee is firmly opposed to the Australian Government's becoming involved in the day-to-day running of schools and hence to any policy or structure which would subject individual schools or school systems to remote control. Indeed, all efforts have been directed towards facilitating greater autonomy and flexibility for schools, both government and non-government. Within the limitations demanded by public accountability, the Committee has taken the view that discretion in spending should be left to people actively associated with planning and operating the schools. Programs devised by the people who have to run them are likely to be more enthusiastically and responsibly implemented if these same people are involved in decision-making about alternative uses of funds.

5.22 Accordingly the Committee has chosen a middle course: that is, the support of a number of programs, each with a distinct purpose and budget, but with as little prescription as possible within each program. This multi-program approach aims to exploit both the flexibility associated with block grants and the priority emphasis of ear-marked grants within the accountability requirements of a program budget.

5.23 There is another issue raised by the concept of priority that demands consideration. By the Committee's definition of need, differences in the level of resources among schools and school systems put some of them in relatively greater need than others. In recommending grants there are two possible extremes of approach. The first would have been to concentrate effort on upgrading schools of the lowest standard, and to give nothing to a school or system as long as any other was operating at a lower standard. The second would have been to provide equal financial assistance to all schools currently below the target standards adopted by the Committee, thus enabling schools least below the targets to reach them the earliest. The Committee believes that a mid-way course represents fair dealing for the greatest number of schools. It therefore proposes to assist at differential rates all schools that are below the target standards. The grants which are presently recommended will not result in equal standards by 1975; indeed, this situation will be approached only towards the end of the 1970s. But the discrepancies in the provision of educational resources which existed among schools in 1972 will be significantly reduced year by year.

MULTI-PROGRAM APPROACH

5.24 Of the resources to be devoted to primary and secondary schools by the Australian Government in 1974 and 1975, the Committee is of the opinion that the major share should go towards a general underpinning of recurrent resources in the schools and towards the replacement and upgrading of school buildings. These are where the main deficiencies lie. The allocation of resources to *schools* is not to deny that each *pupil* has unique needs which may require that more resources be used in the education of one child than of another. A system of basic recurrent and buildings grants, devised by the Committee to achieve an increased provision of resources and a more uniform standard (but not necessarily kind) of schooling in Australia, rests on the assumption that each school or school system will have an average 'mix' of pupils—that is, proportions of migrant children, of slow learning children, and so on—which approximates the distribution of these types of children in the appropriate school age population.

5.25 However, there are many schools where the proportion of children needing intensive educational care is greater than average. For example, some city schools draw almost all of their pupils from non English-speaking families. In other schools the proportion of families wholly or partly dependent on social service payments is particularly large. Because of residential segregation in the larger cities, children with educational problems tend to be grouped in particular schools. Also, schools in remote country areas often have their own peculiar, greater-than-average needs. In recognition of these cases, the Committee has formulated a scheme of special supplementary grants to schools having a high proportion of children who are likely to require a greater-than-average share of educational effort, and hence of expenditure.

5.26 As well as those schools which have an abnormal share of socially disadvantaged children, there are special schools, classes and units for the physically, mentally, perceptually and emotionally handicapped. These children have special needs, and the Committee is recommending a special program of assistance for them.

5.27 The Committee is well aware of the dangers of placing undue emphasis on mere quantity of resources used, and is proposing the provision of resources aimed specifically at raising the quality of education through the development of primary and secondary libraries, the competence of teachers through improved opportunities for in-service training, and the general liveliness of and creativity in schools through the encouragement of innovation and experimentation.

5.28 The range of programs for which grants have been recommended, covers the following areas:

- (a) general recurrent resources;
- (b) general buildings;
- (c) primary and secondary libraries;
- (d) disadvantaged schools;
- (e) special education;
- (f) teacher development; and
- (g) innovation.

5.29 The programs relating to general recurrent resources, to general buildings and to libraries, provide grants to schools and school systems on the basis of need as assessed in relation to inputs of resources. The programs for disadvantaged schools and for handicapped children provide grants in relation to the pattern of disadvantage and incidence of handicap in the community. The programs for teacher development and for innovation are available to all schools and systems. The former aims at raising the quality of teaching generally, and the latter is intended to provide funds to those people with the initiative and enterprise to make good use of them for the benefit of children everywhere. Each of the seven programs is the subject of a separate chapter, in which its purpose, magnitude and mode of administration are discussed.

PART II
Programs

CHAPTER 6

General Recurrent Grants

THE NEED FOR ADDITIONAL RECURRENT RESOURCES

6.1 The Committee's general concept of need has been explained in Chapter 5. In respect of recurrent resources, a school is classified as in need of assistance for additional resources if the quantity of recurrent resources per pupil used within it is less than some acceptable standard. A corollary of this definition is that one school is regarded as needing more assistance than another if the quantity of resources per pupil used in the former is smaller than that used in the latter.

6.2 The measurement of the quantity of recurrent resources used in a school or school system involves weighting the quantities of the various resources used within the schools by fixed salary and price weights, to form an index of quantum. The nature of the data available for analysis has led to the formulation of a simple, though not necessarily easy to construct, index. The recurrent resources used within a school have been taken to comprise the services of teachers, administrators, and support staff (both professional and ancillary), consumables, equipment, and, in the case of schools forming part of a system, resources such as itinerant specialist teachers, guidance and counselling personnel and curriculum advisers, provided at system level for use by individual schools. Excluded are resources devoted to teacher training, the conveyance and boarding of pupils, and, for systemic school organisations, those resources consumed in administrative activities not directly related to the running of schools.

6.3 A limiting assumption in the approach adopted is that the quality of the main kinds of resources specified is similar from school to school. The Committee is aware that this is not so and suggests that the Schools Commission should investigate the possibility of refining the index for possible further use. In principle, an elaboration would not be difficult if suitable data could be collected. For the present, the index reflects the quantity rather than the quality of educational services in a given school or school system. It provides a practical and objective, although not complete, criterion for the assessment of the need of schools for additional recurrent resources in the immediate future.

6.4 The index can be calculated for individual schools and school systems; and the question arises as to the proper unit of assessment. Clearly, an individual evaluation of each of Australia's 9,500 schools presents tremendous administrative problems. Besides, there are good reasons for treating government schools as systemic units both because the distribution among government schools of resources purchased from the public purse has been made traditionally on a formula basis in an effort to achieve uniformity, and because the ultimate responsibility for managing the individual school rests with the system. Accordingly, the Committee decided to assess government schools in the six States and two Territories systemically.

6.5 As far as Catholic parochial schools are concerned, the principle of relatively uniform resource provision does not apply. However, the Committee was advised

by Catholic education authorities that the governance of parochial schooling was uneven and sometimes weak, and the Committee therefore decided that there would be an increased likelihood of achieving an equitable distribution of resources across schools if grants were made to parochial schools on a systemic basis. Moreover, the reliability of data from individual schools is at present generally low, as strict public accountability practices are only just being introduced as a result of the *States Grants (Schools) Act 1972*. In addition, the Committee saw significant educational advantage in encouraging the professionalisation of the administration of Catholic education, together with lay participation in the control both of individual schools and of planning activities. This would enable the more obvious identification of public funds with the schools themselves. For these reasons, the Committee decided to treat Catholic parochial schools systemically, in the same way as government schools; and assessments were made on this basis for these types of Catholic schools in the six States and two Territories. The schools designated as systemic are parochial primary schools, including those with secondary classes.

6.6 The various government and non-government systems as defined incorporate some 8,700 schools, the remaining 800 being non-systemic non-government ones, both Catholic and non-Catholic, which have been assessed on an individual basis.

6.7 In all cases, the index has been calculated for primary and secondary schools separately, and is expressed relative to a base of 100, which represents the national average quantum of recurrent resources used in government schools. It measures quantum of resources used and abstracts from the different salary and price structures facing different schools or systems.

GOVERNMENT SCHOOLS

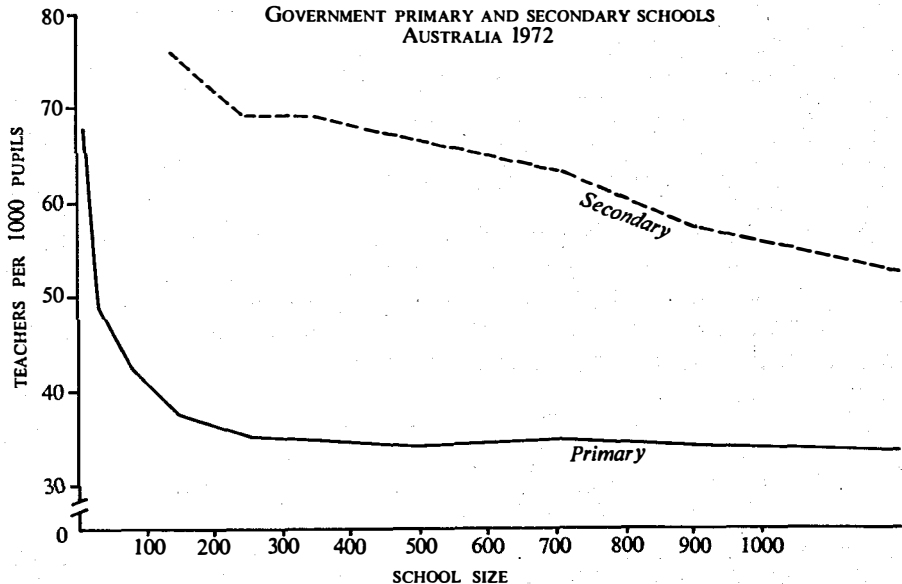
INDEX OF QUANTUM OF RECURRENT RESOURCES USED

6.8 The Committee is aware that small schools tend to be relatively more expensive to operate than large ones. This is most simply illustrated by the way in which teacher-pupil ratios vary with size of school, teachers' salaries being the principal component of the operating expenditure of schools. *Figure 6.1*, which shows teacher-pupil ratios for primary and secondary government schools for Australia 1972 in relation to school size, demonstrates the point. Teacher-pupil ratios fall steadily with increasing school size, the ratios of the smallest primary schools of under 200 pupils being one-third greater than those of schools of 1,000. The relationship between primary and secondary teacher-pupil ratios is also shown in the figure, teacher-pupil ratios in secondary schools being some three-quarters higher than those in primary schools. Teacher-pupil ratios do not, of course, reflect precisely costs per pupil, since the provision of support staff varies with school size somewhat differently from teacher-pupil ratios, but *Figure 6.1* gives a general indication of how costs vary with size.

6.9 To some extent the pattern of school size in a particular system results from deliberate policy decisions. Thus a State Education Department may choose to place upper and/or lower limits on the size of schools. However, the choice is

not entirely a free one, as geographic and demographic considerations may well override economic and pedagogic ones. The policy of consolidation of small schools has been a firm one with most government education authorities over the past twenty years. The number of government schools has declined from 7,900 in 1961 to less than 7,400 in 1972, despite an increase in pupil enrolments of more than one-third over the same period. It is likely that this policy has been carried almost as far as is practicable and that the remaining differences between States in the relative distribution of small government schools now reflect their physical, as much as their policy, dissimilarities. Systems still exercise choice in respect of the maximum size of schools, but here size does not appear to be a critical factor in determining costs.

FIGURE 6.1
TEACHER-PUPIL RATIOS BY SCHOOL SIZE
GOVERNMENT PRIMARY AND SECONDARY SCHOOLS
AUSTRALIA 1972



6.10 Figures 6.2 and 6.3 illustrate the distributions of primary and secondary government school enrolments by size of school for the six State systems. The different distributions of pupils by size of school are clear from the figures. While the average primary pupil is most commonly taught in schools with 400 to 600 enrolments, New South Wales has relatively more pupils in larger schools than the other States; at the other extreme small schools are more common in Tasmania. Among secondary schools, Victoria and Tasmania have the main concentration of pupils in schools in the class 800 to 1,000 enrolments; the other States, particularly Western Australia, appear to favour larger schools.

6.11 Some indication of the effect of school size on the recurrent costs of a system can be obtained by weighting different distributions of school size by given teacher-pupil ratios according to school size. The Committee has done this and has adjusted the index of recurrent resource use to take account of different distributions of school size, and thus of 'geographic (dis-)advantage' in the various systems.

FIGURE 6.2
 ENROLMENTS BY SCHOOL SIZE
 GOVERNMENT PRIMARY SCHOOLS
 AUSTRALIA 1972

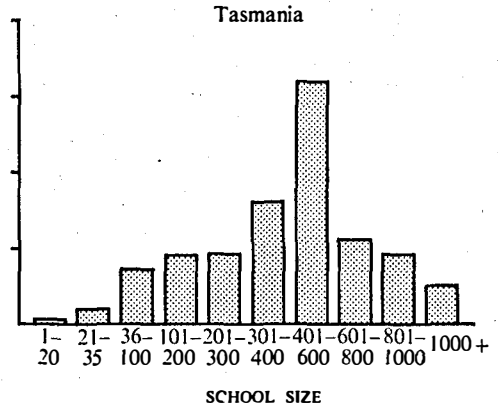
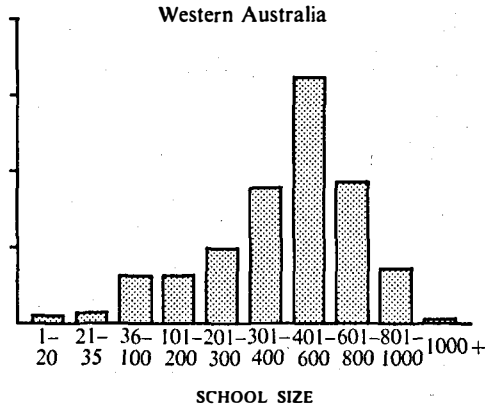
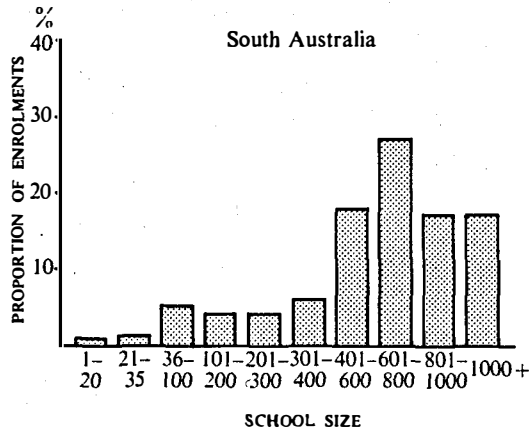
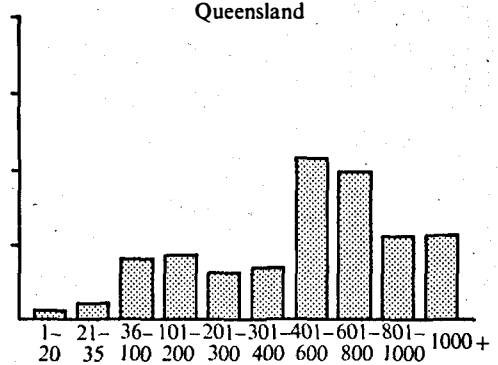
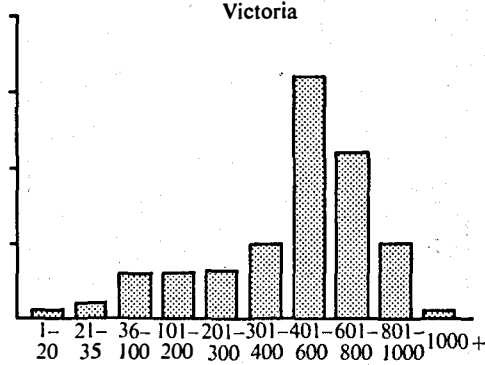
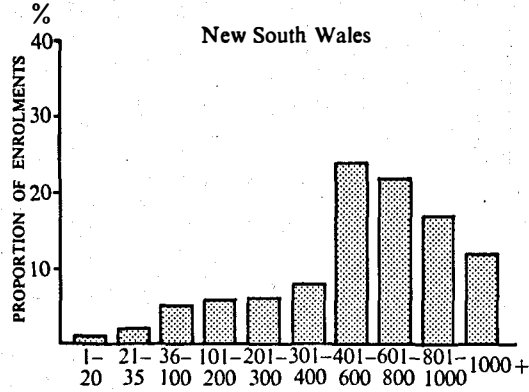
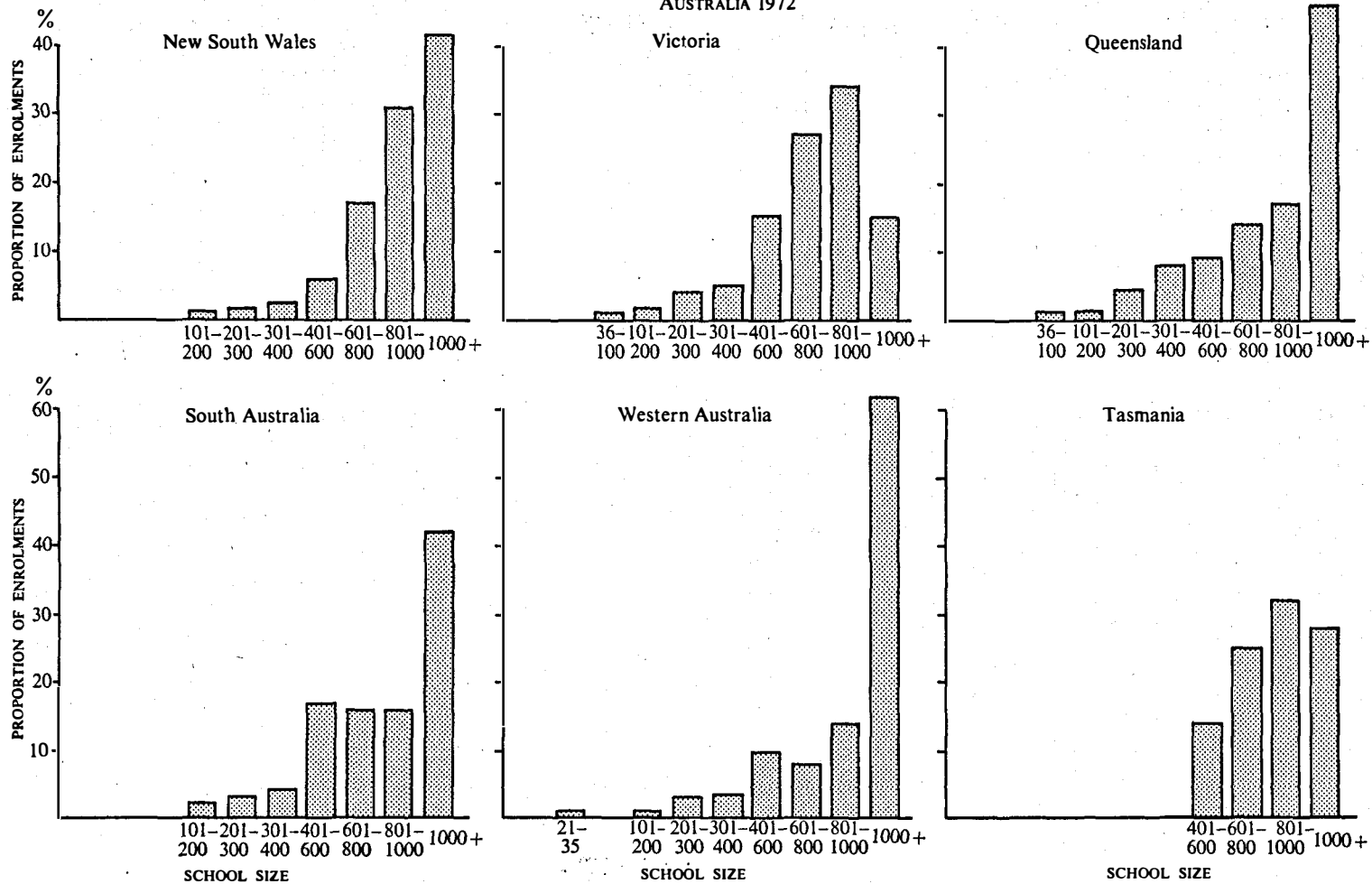


FIGURE 6.3
ENROLMENTS BY SCHOOL SIZE
GOVERNMENT SECONDARY SCHOOLS
AUSTRALIA 1972



6.12 The question has arisen of whether some adjustment should be made in respect of the varying length and balance of primary and secondary educational programs from State to State. Conscious policy determinations by education authorities about the structural organisation of schooling services can affect the aggregate costs of providing these services. Thus, a school system which prefaces a six-year primary program with a kindergarten-type year of readiness experience and also offers a six-year secondary program, may be more expensive to operate on a total cost per pupil basis than one which does not provide these options and yet offer fewer dollars' worth of services per pupil year. The Committee believes that for the purpose of this exercise it should be concerned with the education of individual pupils in the years 1974 and 1975. Accordingly it is directing its attention to the annual use of recurrent resources rather than to their total use over the pupils' educational lifetimes, which would involve considerations extending well beyond those relating strictly to primary and secondary schooling. The Committee has made no allowance for the distribution of students between secondary grades, although it might be argued that such distribution affects the quantity of recurrent resources needed. As indicated in paragraph 6.29, the Committee believes that there has been a tendency to devote relatively too great a share of resources to the senior grades.

6.13 Table 6.1 sets out the indexes of quantum of recurrent resource use for the various government primary and secondary school systems. As far as the State primary systems are concerned, recurrent resource use shows little variation, the six States lying within a range of 6 per cent around the State average. In the Committee's view such small variation does not demonstrate differential needs. However, there are significant differences among State secondary systems, with the three smaller States showing a greater use of recurrent resources per pupil than the larger States. It is important to note that this result has been obtained after the index has been adjusted for distribution of school size (see paragraph 6.11).

TABLE 6.1
INDEX OF QUANTUM OF RECURRENT RESOURCE USE
GOVERNMENT SCHOOLS, AUSTRALIA 1972

State or Territory	Primary	Secondary
	Base: all State systems = 100	Base: all State systems = 100
New South Wales	99	95
Victoria	101	100
Queensland	100	99
South Australia	102	106
Western Australia	97	113
Tasmania	103	109
Australian Capital Territory	111	101
Northern Territory	115	123

6.14 The indexes reflect variations within but not between primary and secondary systems, in respect of the relative quanta of resources employed in 1972. Major differences of kind in certain primary and secondary resources, and in their mix, make valid comparisons of overall quanta between the two sectors difficult, although on average the cost-ratio of primary to secondary schooling approximates 3 : 5. The indexes do not reflect relative money expenditure among the States. It is obvious that a State which leads in a round of nation-wide salary determinations

will incur consequently greater school costs. Similarly, money grants will not always purchase equivalent amounts of resources for all schools.

TARGET FOR RECURRENT RESOURCE USE

6.15 In view of the serious deficiencies in the schools noted by the Committee, it believes that all government school systems need assistance to raise their general standards of operation. Also, it is clear to the Committee that the relative differences in the use of recurrent resources among government secondary systems put some States in need of more help than others.

6.16 Deficiencies accumulated over a long period cannot be overcome instantly. The Committee believes that a proper approach is to establish reasonable targets for the use of recurrent resources per pupil and to provide financial assistance to enable schools to approach these targets over a period of years. It is emphasised that the additional resources to be purchased with money grants are meant to underpin the general operations of schools and not to overcome special difficulties of particular schools; that is, the general recurrent grants assume a uniform mix of different kinds of pupils. Special assistance for disadvantaged and for handicapped children is provided under separate programs (*see* Chapters 9 and 10).

6.17 The Committee has examined the practicalities of overcoming in a reasonably short period the worst schooling deficiencies. In its view the minimum acceptable degree of improvement would require an overall average increase of at least 40 per cent in the use of recurrent resources per pupil in government primary schools and 35 per cent in government secondary schools. Of course, some systems and schools require more or less assistance than this. Such improvements should be possible by 1979 and the Committee's recommendations are directed towards that end. For 1974 and 1975, the Committee is recommending funds aimed to go to about one-sixth the way in each year towards reaching the 1979 targets.

6.18 The Committee has not laid down specifications for desirable numbers of teachers, amounts of equipment, and so on. It believes strongly that the allocation of additional resources is a matter for the schools and the school systems concerned, on the grounds of there being positive advantage in these decisions being made at the work face in the light of local conditions. More particularly, certain resources may be more readily available than others at various times and places; for example, teacher demand may exceed supply until such time as additional entrants to training courses come onto the job market; and skilled ancillary personnel may not be as readily recruited in the country as in the urban areas.

6.19 There are also sound reasons for encouraging new and different combinations of resources. While the nature of resources used in the schools may affect the quality of outcomes, the improvement of efficiency is another important reason for experimenting with the nature and organisation of school resources. The Committee is fully aware of the dangers inherent in an undue emphasis on the pursuit of efficiency, particularly in the light of the difficulties of defining what is the 'product' of schooling and the values and preferences of all who are concerned in it. But schools and school systems no doubt vary in the extent to which they are efficient within the traditional concept of resource allocation, and a good many would profit from a fresh approach to the use of resources.

6.20 Another way of trying to improve outcomes is by developing alternative contexts within which recurrent resources are to be used. Open classrooms, team teaching, and modular scheduling are but three illustrations of how old resources (e.g. teachers, ancillary staff, buildings, books, etc.) can be introduced into a new context. Often, these different processes require a different set of resources: for example, the idea of community schooling may well warrant more extensive use of community and commercial facilities and diminish the importance of the classroom.

6.21 To demonstrate the target standards in concrete terms, the Committee has set out below one example of the many alternative configurations of resources which school systems might be using by the end of this decade, given additional Australian Government financial assistance and continued efforts by the States:

- (a) All teachers to have available one working week annually or a month triennially, for professional enrichment purposes, with their normal responsibilities taken care of by competent staff.
- (b) Relieving staff to be provided immediately a teacher is absent from duty.
- (c) The amount of time approved for the conduct of recognised administrative duties by teachers in schools to be the equivalent of about 10 per cent of staff working hours.
- (d) One field consultant/adviser to be provided for every 60 teachers in service.
- (e) An expansion in the number of primary specialist teachers, which will enable the release of teachers from direct classroom duties for two hours per week.
- (f) All new teachers to enjoy a 10 per cent reduced work load during their first year of service.
- (g) A reduction in the maximum sizes of class groups to 32 pupils at primary and junior secondary levels and 25 students in the senior secondary forms.
- (h) The numbers of ancillary staff and the amount of equipment to be increased, in terms of 1972 levels, by 100 per cent for primary schools and 75 per cent for secondary schools.

The Committee realises the definitional problems inherent in any specification, and emphasises the merely illustrative nature of the configuration just outlined.

6.22 The Committee neither regards its standards as ideal nor endorses a particular mixture of resources within them, but it does believe that the targets referred to in paragraph 6.17 are the highest on which it can reasonably base its present recommendations. In this context, the Committee is anxious not to exaggerate the importance of the reduction of class size as a means of improving the quality of school services. Class size, as a measure of the number of pupils who are the responsibility of one teacher, is often discussed as if it were the most important single indicator of the quality of service which each child gets in schools. However, within the practicable operating ranges of class sizes, there is no evidence to show that smaller classes generally facilitate learning. This is not to deny that important benefits might well flow from smaller classes: for example, teachers' job satisfaction might increase, and the possibility of improved relationships among the class group might be enhanced.

6.23 There are, however, means of trying to better the quality of the teaching-learning process which may be more efficacious than the reduction of class sizes below certain limits, given that there are financial and physical constraints on the amount of improvement that can be made. An increase in ancillary, advisory and specialist staff, the provision of more and better equipment, the reduction of face-to-face teaching commitments, and expanded study-leave schemes are some of the mechanisms for reducing direct classroom pressures on teachers and for increasing their morale and skill in ways which might improve the quality of services afforded to pupils.

6.24 Thus, the Committee has not stipulated particular class sizes which Australian Government grants should bring into effect, for it believes that group size should vary according to the particular activities in which the students are engaged. Moreover, pedagogical practices such as the open classroom and differentiated staffing have made arbitrary standard sizes inappropriate.

6.25 Finally, if the additional resources are used to reduce class size, extra classrooms will probably be needed. The Committee is aware that this factor will reduce the flexibility with which general recurrent grants will be able to be used. The Committee has not provided funds for building classrooms specifically related to the employment of extra teachers. However, it believes that the States' own resources, together with the buildings grants recommended in Chapter 7 and the other programs providing buildings funds (Chapters 8 to 11), render the provision of special funds unnecessary.

6.26 Although the Committee does not wish to be directive about the manner in which general recurrent grants are to be spent, it does wish to comment on several matters of considerable importance. The methods used for allocating staff to individual schools in the government system result in relatively equal provision of staff resources in the schools. The Committee hopes that, subject to supplementary grants relating to disadvantaged and handicapped children, this will continue and that effort will be made to ensure that schools are treated on an equitable, although not necessarily uniform basis. The Committee is of the opinion that subsidy schemes for the provision of essential materials used in the day-to-day operations of schools are inequitable as between schools, since the quality of education is affected by the age of the school and the incomes and ambitions of the parents. The Committee considers it desirable that subsidy schemes should be discontinued as soon as possible, and that government school authorities should assume full financial responsibility for the procurement of essential teaching materials. Parental contributions beyond these essentials should be encouraged but not subsidised.

6.27 The Committee hopes to see an extension of the policy of providing schools with cash budgets to be used for the purchase of non-salary resources in accordance with the wishes of school principals (and councils or boards where they exist) after consultation with their school staffs, and, in certain cases, pupils. Resources tend to be more efficiently used when the people who benefit from their allocation participate in the decision-making about that allocation. In the longer term, block votes to schools might include provision for some ancillary staff as well.

6.28 The Committee is impressed with the need to provide primary teachers with sufficient knowledge of remedial education techniques to enable them not only to identify children with learning difficulties but also to offer treatment in the less serious cases. It also feels that specialists in remedial work should be available to all primary schools to cope with children with severe learning problems.

6.29 The Committee has observed the much greater per pupil expenditure on senior than on junior high school students, not to mention the comparison with the expenditure on pupils in primary school. The Committee is not persuaded that these traditional differences are justified. It is concerned at this particular allocation of resources on the grounds traversed in Chapters 2 and 3, and believes that relatively more secondary school resources might be devoted to the junior forms. This view is consistent with raising the target for primary schools relatively more than that for secondary schools.

6.30 There are several aspects of the Committee's approach to general recurrent grants that deserve emphasis. First, the recommendations in this chapter are for the school years 1974 and 1975 and are based on an analysis of the 1972 position. A general review will be necessary for recommendations to be made for 1976 and subsequent years, and the Committee notes that continual auditing will be a prime task for the Commission.

6.41 Secondly, as pointed out in paragraph 1.20, the recommendations are based on the assumption that State governments will continue to contribute from their own resources to raising the quality of education. There seems no reason why this should not be achieved, although after 1975 the rate of increase of the States' contributions towards improved quality may slow down when primary enrolments begin to rise rapidly once again. Thus, the Committee expects that by 1975, real (not money) resources used per pupil will have moved more than one-third of the way towards the 1979 targets.

6.32 Thirdly, the Committee assesses that there will be no difficulty in employing non-professional ancillary staff or in purchasing materials and equipment of an amount necessary to utilise the additional funds recommended. Professional staff are in shorter supply. The Committee has examined estimates made by the State Education Departments of the availability of teachers in 1974 and 1975 and has had discussions with the Directors-General. All systems appear to be in a position to improve teacher-pupil ratios over those years, although the relative position differs from State to State. It is certainly true that the teacher shortage is much less acute now than it has been for some years, although the much publicised teacher glut that currently prevails in several States appears to be the result mainly of budgetary constraints and to a lesser extent of imbalances in the demand for and supply of particular skills and the availability for teaching in a particular area. In the Committee's view, real resources will be available in sufficient volume to match its recurrent financial recommendations.

6.33 However it will be necessary for education authorities to implement schemes of intensive teacher recruitment, training and re-training. The professional training of graduates and senior undergraduates, refresher courses for former teachers, permanent positions with career opportunities for part-time teachers and recruitment from overseas of people with special competencies should all be

explored. At the same time, careful planning of numbers of new entrants to training programs at universities, colleges of advanced education and teachers colleges will be required in the immediate future to ensure that there will be adequate teachers to cope with the enrolments of the mid-1970s, the continuing increase in the demand for more years of secondary schooling, and the raising of standards.

6.34 Fourthly, the Committee expresses the hope that the general recurrent grants made by the Australian Government to facilitate new ways and means of schooling will not be seriously eroded in salary and wage negotiations inspired by the presence of additional funds. However, it is necessary and proper that remuneration for school staffs be kept at the level to attract and retain competent people.

6.35 Fifthly, it is clear from *Table 6.1* that certain State systems have need of relatively more assistance for secondary schools; and the Committee is recommending correspondingly larger grants for those systems. It could be argued that the recommending of assistance in such a discriminatory manner has the effect of making less funds available to those systems which have made greater efforts themselves in the past. The equity of such an arrangement might justly be called into question if it became a permanent feature of grants to the States. Funding mechanisms appropriate to a situation wherein the grossest inequalities have been overcome is certainly a matter that the Schools Commission will need to investigate. However, the mere fact that a particular State has a relatively low index of quantum of recurrent resource use does not necessarily mean that it has made a less than fair fiscal effort in the past. This is so, because the index does not reflect the impact of differential capacity awards on State budgets and also because it takes no account of taxable capacity and the level of general Commonwealth financial assistance to the States.

6.36 The size of the grant recommended to each system is related to estimates of pupil enrolments for 1974 and 1975, based on school censuses and demographic data supplied by the Commonwealth Bureau of Census and Statistics and State Education Departments. Enrolments designated as 'pre-school' by systems have not been included, as they will be the responsibility of the Pre-Schools Commission. The recommended grants include an allowance for rising cost levels.

6.37 The Committee recommends that:

grants should be provided for general recurrent expenditure for government schools for 1974 and 1975 as set out in Table 6.2.

TABLE 6.2
GENERAL RECURRENT GRANTS RECOMMENDED FOR GOVERNMENT SCHOOLS,
1974 AND 1975

State	1974		1975	
	Primary	Secondary	Primary	Secondary
New South Wales	\$000	\$000	\$000	\$000
Victoria	10,970	9,740	23,470	21,370
Queensland	8,320	7,520	17,860	16,410
South Australia	4,690	3,250	9,960	7,150
Western Australia	3,270	2,140	6,790	4,710
Tasmania	2,870	1,310	6,220	2,890
	940	650	1,990	1,400
Total	31,060	24,610	66,290	53,930

NON-GOVERNMENT SCHOOLS

6.38 The method used by the Committee for assessing the needs of schools in the non-government sector is in principle the same as that used for the government sector. That is to say, attention has been paid to the use of recurrent resources within schools and not to the plight of parents or the wishes of school authorities to reduce debts. The method used by the Committee relies mainly on the real resources currently employed in a school.

6.39 As discussed in paragraph 6.5, the index of quantum of recurrent resource use has been calculated in aggregate form for the Catholic systemic schools, on which data have been available to the Committee on a diocesan basis, in each of the six States and two Territories, and on an individual basis for the remainder of non-government schools. No adjustment has been made for school size, on the grounds that unlike government systems which have a legal obligation to provide places for pupils across a State irrespective of economic considerations, non-government schools are not obliged to operate with uneconomic enrolments. For the Catholic systems, assessment of needs was conducted in terms of primary school standards, with due allowance being made for the relatively higher resource requirements of the (small) secondary component. A major factor influencing the Committee to operate in this way was that the comparatively few secondary students in the Catholic systemic schools depended on primary structure and organisation. Analogously, all non-systemic non-government schools were treated in terms of secondary standards.

CATHOLIC SYSTEMIC SCHOOLS

6.40 *Table 6.3* sets out the index for the Catholic systemic schools, by State. It can be seen that the Catholic systemic schools were operating in 1972 at an average standard of some four-fifths of that of government primary schools. There were significant differences among Catholic systems, the range of variation being about 17 per cent of the average Catholic standard compared with a range of some 6 per cent in the case of State government primary systems (*see Table 6.1*). On a diocesan basis, the range of variation would have been greater. It must be emphasised that the index includes religious teachers at the same standard salaries as all other teachers.

TABLE 6.3
INDEX OF QUANTUM OF RECURRENT RESOURCE
USE, CATHOLIC SYSTEMIC SCHOOLS,
AUSTRALIA 1972

New South Wales	81
Victoria	72
Queensland	78
South Australia	84
Western Australia	75
Tasmania	85
Australian Capital Territory	79
Northern Territory	78

Base: All State primary systems = 100.

6.41 The Committee's recommendations for general recurrent grants for Catholic systemic schools have a common basis with those applying to government systems, namely, financial assistance aimed at bringing the schools about one-third of the way towards the 1979 target standards. The grants for 1974 and 1975 have been calculated on the basis of actual 1972 enrolments in the States and Territories as reported in statistical returns to the Committee and to the Commonwealth Bureau of Census and Statistics. It is known that enrolments in the systemic sector of Catholic schooling have been declining absolutely; the Committee believes that Australian Government funding based on the assumption that the additional assistance might lead to a reversal of this trend over the next two years to the extent of regaining 1972 pupil numbers, is a fair and equitable recommendation. The grants have been calculated on the assumption that additional teaching resources will be lay rather than religious, and allowance has been made for cost increases.

6.42 It is proposed that payments be made to the Catholic education authorities on a State or Territory basis. For the purpose of receiving and disbursing the general recurrent grants, the Committee has suggested the establishment by the Catholic authorities of Boards of Trustees of Catholic Systemic Schools (*see* paragraph 13.19).

6.43 The Committee reiterates that the purpose of the general recurrent grants to Catholic systemic schools is to raise the quality of schooling for a total number of pupils equivalent to the 1972 enrolment figures; otherwise the rate of improvement of quality (already slowed by declining numbers of religious teachers and increasing lay salaries) will be depressed for those pupils already in the schools. Moreover, greater assistance should be rendered to those schools which are currently poorer in resource endowment, so that equality of provision in the schools is firmly approached. The Committee expects the Boards of Trustees to disburse the moneys entrusted to them in accordance with these principles, and suggests that consultation on this matter should take place between the Boards and the Schools Commission.

6.44 The Committee recommends that:

grants should be provided for general recurrent expenditure for Catholic systemic schools for 1974 and 1975 as set out in Table 6.4.

TABLE 6.4
GENERAL RECURRENT GRANTS RECOMMENDED FOR
CATHOLIC SYSTEMIC SCHOOLS, 1974 AND 1975

<i>State or Territory</i>	<i>1974</i>	<i>1975</i>
	\$000	\$000
New South Wales	9,510	13,720
Victoria	8,910	13,120
Queensland	3,910	5,700
South Australia	1,150	1,650
Western Australia	1,650	2,430
Tasmania	500	710
Australian Capital Territory	420	610
Northern Territory	180	260
Total	26,230	38,200

6.45 The grants recommended in the preceding paragraph are intended to replace those provided under the *States Grants (Schools) Act 1972*. At 1973 rates these grants would have amounted to approximately \$18m in each of 1974 and 1975. The actual figures would have been higher as per capita grants would have been escalated with increases in the expenditure per pupil in State systems; figures of approximately \$20m and \$22m are reasonable estimates. The higher levels of the recommended grants are a reflection of the generally poor state of Catholic systemic schools and the Committee's belief that these schools should be gradually brought up to the target standards.

NON-SYSTEMIC NON-GOVERNMENT SCHOOLS

6.46 Figures 6.4, 6.5 and 6.6 set out for non-systemic primary schools, non-Catholic secondary and primary-secondary schools, and Catholic secondary and primary-secondary schools, the distribution of the index of quantum of recurrent resources used in non-systemic non-government schools in 1972. Of nearly 100 non-systemic primary schools analysed, some 25 have a recurrent resource use below the average for State government systems. The index ranges from about 30 per cent below the average for State systems to 170 per cent above. Of some 180 non-Catholic non-government schools appraised which offer either secondary or both primary and secondary programs, only about ten have a recurrent resource use below the average for State secondary systems. The typical school in this category uses about 40 per cent more teaching resources per pupil than does an average State secondary school, and some of the schools use well over twice

FIGURE 6.4
INDEX OF RECURRENT RESOURCES USED
NON-SYSTEMIC NON-GOVERNMENT PRIMARY SCHOOLS
AUSTRALIA 1972

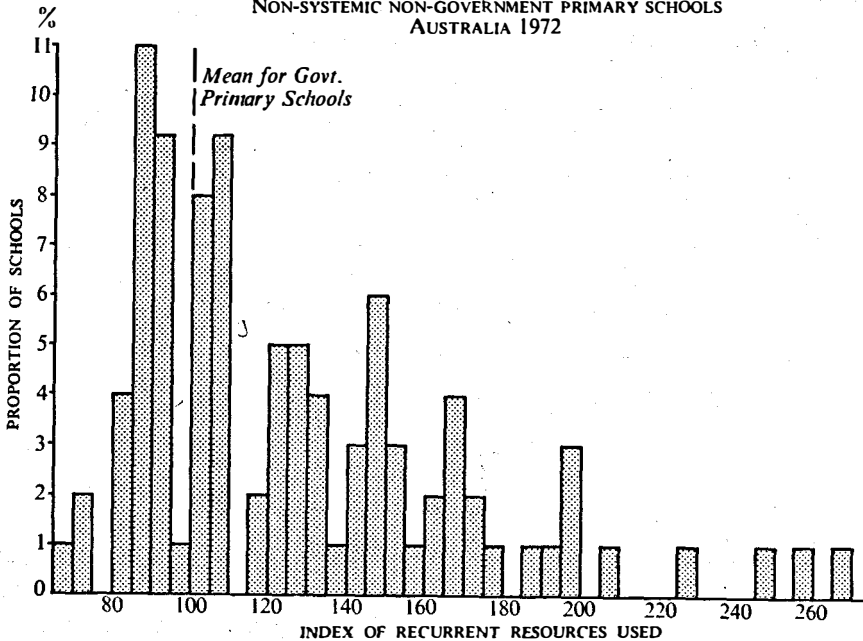


FIGURE 6.5
 INDEX OF RECURRENT RESOURCES USED
 NON-CATHOLIC SECONDARY AND PRIMARY-SECONDARY SCHOOLS
 AUSTRALIA 1972

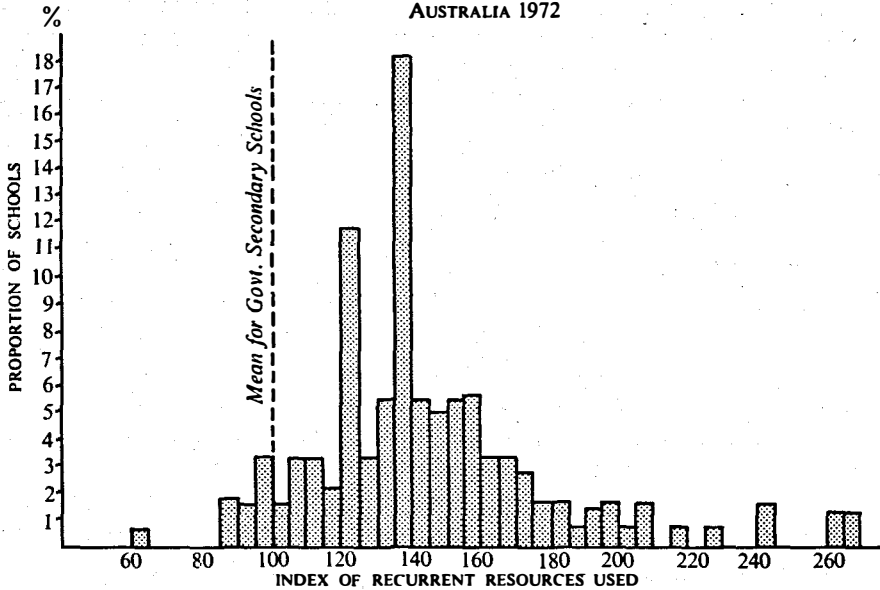
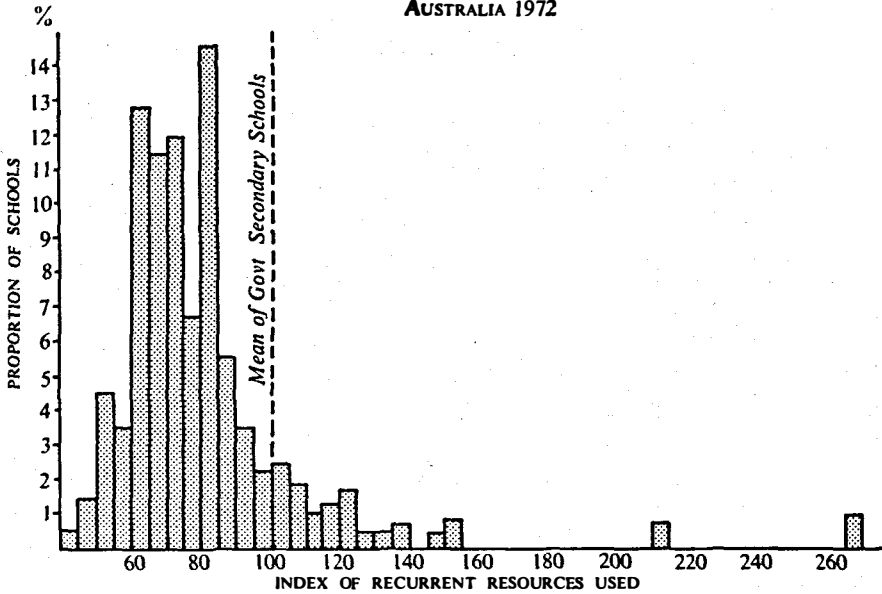


FIGURE 6.6
 INDEX OF RECURRENT RESOURCES USED
 CATHOLIC SECONDARY AND PRIMARY-SECONDARY SCHOOLS
 AUSTRALIA 1972



the volume of resources. Of over 460 Catholic secondary and primary-secondary schools which submitted individual returns, only 50 have a recurrent resource use above the average State secondary school. The typical Catholic secondary

school uses about 70 per cent of the resources used per pupil in an average State school. If all non-systemic non-government schools are pooled, recurrent resource use ranges through a scale of 40 to 270 against an average of 100 for the combined six State government systems in 1972 and a target of 135 to 140 for 1979.

6.47 The Committee draws attention to this very considerable degree of inequality. It was urged strongly to continue uniform per capita grants on the grounds that such grants would ultimately result in more equal standards because the sums used to improve resources in low standard schools would be used in high standard ones to stabilise fees rather than to improve standards further. It is true that over a period, uniform per pupil grants could have this effect, but the Committee judged that, given the limited funds available and the wide differences existing among non-government schools, uniform per capita grants would be an expensive way of bringing about acceptable standards in all schools and would unduly delay their attainment.

6.48 The Committee's recommendations are aimed at raising the standards of all schools that are below the target and at phasing out the financial support of the Australian Government for those schools above that target. In recommending this action the Committee does so not because it disapproves of high standards—quite the reverse—but because it believes that government aid cannot be justified in maintaining or raising standards beyond those which publicly supported schools can hope to achieve by the end of the decade.

6.49 The Committee has classified each non-government school (both Catholic and non-Catholic), other than those included in the Catholic systems, into one of eight categories according to the level of resources used in the school, subject only to the proviso that those few schools which have low resource use because they pay abnormally high salaries have been placed in a category higher than they would have otherwise been. The categories run from Category A to Category H in descending order of quantum of recurrent resources used. Thus, given the Committee's definition of need (*see* paragraph 6.1), schools in Category A are least and those in Category H are most in need of assistance.

6.50 Category A schools already use a volume of resources that well exceeds the 1979 targets; and the Committee believes that government assistance to these schools cannot be justified. However, all schools are presently receiving \$62 per annum per primary pupil and \$104 per annum per secondary pupil. The Committee feels that the sudden termination of financial aid on six months' notice could place some schools within Category A in temporary difficulties. Hence the gradual phasing out of assistance over 1974 and 1975 is recommended; this implies that in 1976 schools whose resource use falls in Category A should receive no general recurrent assistance. Category B schools are those with resource use at about the 1979 target. The Committee recommends that these continue to receive financial help but of smaller magnitude than the 1973 per capita grants provided. Schools in Categories C and D are using less resources than the target standard but more than the current average of the six States systems. For these the Committee recommends grants at about the 1973 rates. For schools in the

more needy categories, the levels of assistance recommended rise appropriately. The sole purpose of assistance under this program is to raise the quality of education offered within schools, and the grants are expected to be employed for this purpose.

6.51 The Committee recommends that:

- (a) grants should be provided for general recurrent expenditure for non-systemic non-government schools for 1974 and 1975 on the basis set out in Table 6.5; and
- (b) the grants should be calculated on the basis of enrolments as at August census dates.

TABLE 6.5
GENERAL RECURRENT GRANTS RECOMMENDED FOR
NON-SYSTEMIC NON-GOVERNMENT SCHOOLS, 1974 AND 1975

Category	1974		1975	
	Primary	Secondary	Primary	Secondary
	\$ per capita	\$ per capita	\$ per capita	\$ per capita
A . . .	40	65	25	35
B . . .	45	65	45	65
C . . .	60	90	60	90
D . . .	70	100	75	115
E . . .	75	110	90	140
F . . .	80	120	105	165
G . . .	85	130	120	190
H . . .	90	140	135	215

6.52 Lists of schools classified into Categories A to H will be published by the Committee before the end of July 1973, as will a statement concerning the mechanics of grants disbursement. These lists will not include Catholic schools which have been counted in diocesan submissions and for which financial provision has been made in the recommendations set out in paragraph 6.44. Nor will they include schools operated for profit. Such schools have not been eligible for assistance by way of per capita grants and the Committee sees no reason for varying this policy. Some schools may not be recorded on the lists either because they did not return the Committee's questionnaire or because they are new foundations. Such schools may apply to the Committee to have their position determined. Table 6.6 indicates the approximate distribution of non-systemic schools as between the eight categories.

TABLE 6.6
DISTRIBUTION OF CATEGORIES OF NEED,
NON-SYSTEMIC SCHOOLS, AUSTRALIA 1972

Category	Proportion
	per cent
A	19
B	6
C	7
D	5
E	8
F	15
G	19
H	21
	100

6.53 Table 6.7 sets out, by States and Territories, the estimated cost to the Australian Government of the grants recommended in paragraph 6.51.

TABLE 6.7
ESTIMATED COST OF GENERAL RECURRENT GRANTS
FOR NON-SYSTEMIC NON-GOVERNMENT SCHOOLS,
1974 AND 1975

State or Territory	1974	1975
	\$000	\$000
New South Wales	11,350	15,100
Victoria	9,100	11,550
Queensland	5,100	7,000
South Australia	2,150	2,650
Western Australia	2,100	2,600
Tasmania	750	900
Australian Capital Territory	550	750
Northern Territory	30	40
Total	31,130	40,590

6.54 The grants recommended in paragraph 6.51 are intended to replace those recurrent grants provided under the *States Grants (Schools) Act* 1972. The cost of these grants in 1974 and 1975, allowing for some escalation, would have been about \$34m and \$38m respectively. The total cost of the Committee's proposals is thus about the same magnitude as it would have been under the existing arrangements, if the per capita grants had been escalated in line with increased expenditure in government schools. Under the recommended arrangements schools enrolling about 60 per cent of the pupils in non-systemic schools will receive greater financial assistance in 1974 than under the arrangements obtaining in 1973, and schools enrolling about 65 per cent of the pupils will receive more in 1975. It can be seen from this that the Committee's recommendations are effecting a significant redistribution of Australian Government aid within the non-systemic sector.

6.55 There is an important assumption underlying the Committee's approach to recommending assistance to non-government schools that requires comment. As has been pointed out in paragraph 1.22, the Committee expects that the level of private contributions to non-government schools will rise in proportion to increases in average income. The bulk of recurrent expenditure in schools is made up of salaries and wages. Because these are likely to rise in at least the same proportion as average income (especially in schools where teachers are now receiving less than government awards), increases in fees and other non-government contributions at about the same rate of increase as average income are unlikely to enable the volume of resources in these schools to be raised. Moreover, the likely continuation in the decline in the proportion of religious teachers will increase the costs of operating Catholic schools. An implication of these trends is that as the end of the decade nears, either many non-government schools will not be approaching the 1979 standards or government subventions will have become very high for some schools. Moreover, schools operating at rather similar standards in terms of resource use may be in receipt of quite different government contributions, so the proportions of total school recurrent finance generated from fees and public funds may differ markedly from school to school.

6.56 The Committee is aware of these problems (*see* paragraph 2.13). They are unlikely to become acute over the next couple of years but they should be considered as a matter of urgency by the Commission. One possibility would be that, if it is believed desirable to maintain a price for choice, parental contributions might be expected to cover a fair share of the costs of running non-government schools and thus some matching of fees to Commonwealth contributions could be required. However, this would imply relatively high fees and might be impracticable in the case of those non-government schools whose clients are drawn mainly from lower income groups. An alternative possibility would be to provide government assistance specifically to enable the reduction of fees, perhaps on condition that there should be public representation on school governing boards and a designated proportion of free places available.

CHAPTER 7

General Buildings Grants

7.1 A detailed assessment of the deficiencies of Australian school buildings would require a long and complex investigation. However, the Committee has had before it ample information to convince it of the grave deficiencies that exist. In addition, individual members of the Committee have inspected a sufficiently wide range of schools to have visible proof of building needs. In subsequent chapters the Committee is recommending funds for buildings directed towards particular problems: the construction of school libraries, especially primary schools libraries (Chapter 8); the upgrading of disadvantaged schools (Chapter 9); the establishment of special facilities for the physically and mentally handicapped (Chapter 10); the creation of education centres (Chapter 11); and the provision of funds for special projects (Chapter 12). In the present chapter, the Committee is concerned with providing funds for the general upgrading of the quality of the physical plant of schools and, in the case of non-government schools, for the provision of new pupil places.

GOVERNMENT SCHOOLS

7.2 The needs of schools for general expenditure on buildings fall into two broad categories: buildings to accommodate increased enrolments, shifts in population and reductions in class size; and expenditure on replacement and upgrading of dilapidated or outmoded buildings, including the provision of additional facilities. The former are referred to in this chapter as buildings for new pupil places, the latter as buildings for replacement and upgrading.

7.3 The capital funds likely to be available to the State governments in 1973-74 from the general loan program and from the \$167m program of Australian Government grants provided under the *States Grants (Schools) Act 1972* appear to be more than adequate to meet the needs for new pupil places as reported by the States in their submissions to the Committee. About \$180m appears likely to be available to State Education Departments from these two sources in the financial year 1973-74. This compares with the Committee's estimate, based on information provided by Education Departments, of capital expenditure required for new pupil places in the financial year 1973-74 of about \$110m, excluding expenditure on teacher housing and some other capital items. The Committee has concluded, therefore, that in its general buildings program attention should be confined to the need for expenditure on replacement and upgrading; in other words for improving the quality of existing school buildings.

7.4 In the time available the Committee was not able to undertake an extensive field survey on a school-by-school basis to assess the need for replacement and upgrading of buildings. Submissions from State Education Departments and visits undertaken by Committee members to the States convinced the Committee that a very substantial backlog exists which calls for urgent expenditure.

7.5 The Committee had before it data on those schools accommodating 10 per cent of the total enrolment in each State which were considered by Education

Departments to have the highest priority for replacement or upgrading. Although this information did not establish the total buildings deficiency, it did serve to illustrate some of the worst cases. The only information available on the overall problem is contained in the *Nation-wide Survey of Educational Needs*, undertaken by the States and completed in 1970. The Committee believes that, while the assessments made for this survey in relation to the replacement and upgrading of buildings may not have been strictly comparable as between States, the *Survey* provides a guide to the overall magnitude of the problem of the replacement and upgrading of buildings, subject to the fact that some States have since been able to devote a limited amount of their own funds to remedying some of these deficiencies.

7.6 The total expenditure required for replacement, upgrading and additions to school buildings in the five years 1971 to 1975 was put in the *Survey* at about \$1,100m. On the basis of the figures given in paragraph 7.3 the States should be able to contribute about \$70m in 1973-74 for replacement and upgrading, teacher housing, and grounds and playing fields. Although the need for new pupil places will make greater demands on the available funds, as demographic factors cause enrolments to accelerate after 1975, it should be possible for States to make significant contributions to replacement and upgrading from resources that will be available to them. If, in addition, the Australian Government were to provide \$50m per annum for this purpose this would enable substantial inroads to be made in the replacement and upgrading problem.

7.7 The question arises of the feasibility of the States' spending an extra \$50m over and above the \$180m estimated as likely to be otherwise available in 1973-74. In addition, the Committee's programs for libraries, disadvantaged schools, special education, and education centres have substantial building components. It will be necessary for the States to employ outside consultants to plan the buildings if the program is to be mounted quickly. Some States are already doing this for school buildings and will be able to extend their existing arrangements. Some Education Departments may have to take on additional staff to supervise the preparation of works programs. It is intended that the grants which the Committee is recommending should be available to meet the planning costs of the programs (*see* paragraph 1.24).

7.8 There is also the question of the capacity of the building industry. The Committee appreciates that public spending in other areas in addition to those relating to schools may rise sharply. However, it wishes to underline the urgency of the replacement and upgradings program which in any event will probably take a decade to complete. It hopes that, if necessary, restraint will be applied to large scale commercial building which it believes should have a lower priority than buildings for essential community services.

7.9 In the light of the considerations set out in paragraphs 7.2 to 7.8, and having regard to its views as to priorities in its total recommendations for all programs, the Committee proposes that a sum of \$100m for the two-year period be made available for expenditure on the replacement and upgrading of government schools. In the absence of a detailed assessment of the relative needs of individual States, the Committee has allocated this sum among States in proportion to primary

and secondary enrolments, weighting these enrolments in relation to the relative costs of providing primary and secondary pupil places. Although this allocation is related to enrolments, it is worth noting that the Committee's recommendations for buildings grants for disadvantaged schools, set out in Chapter 9, are weighted more heavily in favour of the two larger States. The Committee is of the view that the Commission should in the near future commence investigations to determine more closely the overall magnitude of the replacement and upgrading problem and the relative needs of each State, but as the program is likely to extend over a decade, any lack of precision in either of these aspects in the early years should not be of great consequence.

7.10 The Committee recommends that:

grants should be provided for the replacement and upgrading of government schools for the period 1974 to 1975 as set out in Table 7.1, in addition to grants provided for 1974 and 1975 under the States Grants (Schools) Act 1972.

TABLE 7.1
GENERAL BUILDINGS GRANTS RECOMMENDED
FOR GOVERNMENT SCHOOLS, 1974 TO 1975

State	Committee's recommendations	States Grants (Schools) Act 1972
	\$000	\$000
New South Wales	35,900	22,900
Victoria	28,200	17,700
Queensland	13,600	8,900
South Australia	10,600	6,900
Western Australia	8,100	5,300
Tasmania	3,600	2,300
Total	100,000	64,000

7.11 The grants recommended in the preceding paragraph are intended for replacing and upgrading schools in the sense set out in paragraph 7.2 and may be used for planning and land purchase relevant to these purposes. The Committee has had strong submissions from teacher organisations on the need to improve housing for staff in country areas. The Committee agrees that housing of good standard may be one of the best ways to improve the quality of educational services in country areas and is of the opinion that expenditure on the provision of such housing would be a valid use of part of the buildings grants recommended.

NON-GOVERNMENT SCHOOLS

7.12 As indicated in paragraph 1.17 it is the Australian Government's intention that the program of general buildings grants to non-government schools provided for under the *States Grants (Schools) Act 1972* should be administered by the Schools Commission after 30 June 1974. These grants, totalling \$9m per annum in the first two years and rising to \$10m in the final three years of the five-year program commencing 1 July 1973, carry the proviso that at least 70 per cent of them must be used for additional rather than replacement facilities.

7.13 In deciding the magnitude of its recommendations on buildings grants for non-government schools, the Committee has not assumed that buildings will be

wholly subsidised by government funds. Most non-government schools might reasonably be expected to provide some self-help. On the other hand, the Committee is aware that the capacity of some schools to raise funds or loans is limited and therefore does not propose that capital grants should be on a matching basis. The extent of capital assistance may well vary between schools according to their capacity to raise funds. The availability of State government assistance for buildings should also be taken into account by the proposed Regional Boards of the Commission (*see* paragraph 13.7) in recommending grants.

7.14 The Committee is conscious of the demand within the community for funds to enable the development of new and expanded non-government schools. In the absence of any directive from the Government on the degree to which grants ought to be provided for the expansion of the non-government sector, the Committee has taken the view that it would be reasonable to make funds available to enable the non-government school sector to maintain its share of school enrolments at the level existing in 1972. Any variation from this position would, in the Committee's view, require a policy decision on the part of the Australian Government.

7.15 The Committee has examined the available data on enrolment projections for 1974 and 1975. If the non-government schools' share of total enrolments in 1972 is applied to enrolment projections for 1975 and if allowance is made for the vacant places presumably yielded by the decline in primary enrolments in non-government schools since 1970 and for the operations of the Commonwealth Committee on Facilities for Non-Government Schools (*see* paragraph 1.17) in 1973-74, it would seem that provision might be made for about 15,000 new places in these schools over the two years. It should be noted that no provision has been made for general recurrent grants for these places in Catholic systemic schools (*see* paragraph 6.43), since accommodation must precede increases in enrolments.

7.16 The Committee recognises that there are parents, teachers and senior students who desire an education based on approaches which may differ from those in established schools, both government and non-government. Such groups typically lack an organisation framework which would enable them to assume major long-term responsibility for public investment in the schools they wish to sponsor. The Committee believes that encouragement should be given to such groups, subject to their meeting the conditions outlined in paragraph 7.17, and limited by the degree of competition which may be expected to exist for the grants recommended for non-government school buildings programs. New schools, however sponsored, if entitled to assistance with building costs, should be eligible for assistance in their recurrent expenses (*see* paragraphs 6.46 to 6.51) at rates determined by the Schools Commission in terms of their budgeted program of recurrent expenditure and use of resources.

7.17 Proposals for new schools should be considered by the Regional Boards and recommendations made to the Schools Commission. It will be for the Commission to determine precise guidelines, but the Committee is of the opinion that pupil demand, existing availability of pupil places, seriousness of purpose of the sponsors and overall viability should be the basic criteria.

7.18 As indicated in paragraph 7.13 the Committee believes that non-government school authorities, whether well-established or fledgling, should make some

contribution to the capital costs involved. If 15,000 new places were to be built, a total provision of about \$15m for 1974 and 1975 would seem reasonable, after allowing for contributions by sponsoring groups.

7.19 As with government schools, the Committee is convinced of the need to provide substantial funds for replacement and upgrading of buildings to remedy the unsatisfactory conditions which have been reported in submissions and representations from school authorities and which its members have observed in visits to schools. Again, it has not been possible to assess precisely the total size of the need but the Committee considers that the provision of an amount similar to that for new pupil places should make a reasonable impact on the problem over the next two years. In addition, there is the matter of commitments outstanding for science facilities as at 30 June 1975 (*see* paragraph 1.15). These are estimated to amount to \$1,680,000 and have been added to the \$30m proposed in this and the preceding paragraph. The total general buildings grant to be recommended is thus \$31,680,000. It will remain for the Commission to make a more detailed assessment of the need for replacement and upgrading of buildings in the non-government sector.

7.20 In allocating the general buildings grant, the Committee has taken into account the distribution among the States of enrolments in non-government schools and the projected increase in enrolments in each State. In this connection it should be noted that enrolments in non-government schools have been changing at different rates in the six States, and that projected rates of increase in total enrolments are not uniform among States. Since it is difficult to predict accurately the demand for additional places in non-government schools as between States, it would be appropriate for the Minister to have the power to transfer funds from one State to another on the recommendation of the Commission, if the Commission thinks re-allocation is desirable in the light of applications made by non-government schools.

7.21 As indicated in paragraph 1.18, there is a special capital aid scheme in existence for non-government schools in the Australian Capital Territory and Northern Territory which will continue to operate until 30 June 1974. The Committee understands that some proposals for grants under the existing scheme are at present under consideration. As from 1 July 1974, requests for assistance for buildings will come within the purview of the Schools Commission. Because of the difficulty of forecasting enrolments in small and rapidly growing populations, the Committee proposes that for the second half of 1974 and for 1975 such requests be considered individually by the Commission on similar criteria to those used in relation to non-government schools in the States, and that appropriate recommendations be made to the Minister. Such expenditure should be additional to the grants now recommended for expenditure in the States.

7.22 The Committee envisages that within each State, funds for the replacing and upgrading of non-government schools will be distributed to applicant schools or systems according to their need as measured by the adequacy and condition of existing buildings when compared with reasonable standards, by their recurrent resources use (*see* paragraphs 6.40 to 6.51), and by their capacity to raise funds

and service loans. The administration of this distribution will be in the hands of the appropriate Regional Board of the Commission, advised by the Board's Buildings Priorities Sub-committee (see paragraphs 13.7 to 13.10). Priorities for systemic Catholic schools would in the first instance be ordered by the Boards of Trustees of Catholic Systemic Schools (see paragraph 13.19).

7.23 The Committee recommends that:

(a) grants should be provided for general buildings expenditure for non-government schools for the period 1974 to 1975, as set out in Table 7.2;

**TABLE 7.2
GENERAL BUILDINGS GRANTS RECOMMENDED
FOR NON-GOVERNMENT SCHOOLS, 1974 TO 1975**

<i>State</i>	<i>For new pupil places and upgrading</i>	<i>For commitments under States Grants (Science Laboratories) Act 1971 as at 30 June 1975</i>
	\$000	\$000
New South Wales	9,950	720
Victoria	10,340	320
Queensland	4,730	350
South Australia	1,140	70
Western Australia	3,360	180
Tasmania	480	40
Total	30,000	1,680

(b) as from 1 July 1974, the above grants should include the funds provided for non-government schools under the States Grants (Schools) Act 1972;

(c) not more than one-half of the grants in each State should be available for expenditure on new pupil places;

(d) the grants should be distributed within each State by the Schools Commission on the recommendation of the appropriate Regional Board, the establishment of which is recommended in paragraph 13.7;

(e) applications for buildings grants in the Australian Capital Territory and Northern Territory for the period 1 July 1974 to 31 December 1975 should be considered by the Schools Commission on similar criteria to those used in relation to non-Government schools in the States and appropriate recommendations made to the Minister for grants additional to those in Table 7.2; and

(f) the Minister should be empowered to re-allocate funds between the States, on the recommendation of the Schools Commission.

7.24 It should be noted that the sum of \$30m recommended in the preceding paragraph includes the \$14m provided under the States Grants (Schools) Act 1972 for the period 1 July 1974 to 31 December 1975.

BUILDING STANDARDS

7.25 To a considerable extent the buildings in which schools are accommodated determine the method of teaching that can be used. There can be little flexibility

in teaching where fixed and separate classrooms are the only form of accommodation available. However, a wholesale adoption of the open plan concept in school design, while yielding economies in cost, may have drawbacks in that some children have difficulty in establishing a feeling of belonging in a completely open plan environment. There is a two-way relationship between teaching styles and buildings and a joint assault by architects and educators on the problems of school design is called for.

7.26 Beyond this there is also a need for co-operative research into the suitability and durability of building materials and for the drawing-up of guideline standards for school construction. Present costs and standards vary widely between the States—the cost per pupil place in a new primary school of permanent construction in the State with the highest expenditure is about twice that in the lowest-cost State. At the secondary level the highest cost reported was about 70 per cent above the lowest.

7.27 The State Education Departments have been looking at the question of co-ordination of building standards. The Educational Facilities Research Laboratory in the Victorian Education Department is acting as a clearing house for information and consideration is being given to enlarging this activity. The Organisation for Economic Co-operation and Development, of which Australia is now a member, has a committee on school building standards and the Commonwealth Department of Education is keeping in touch with its activities. The Committee believes that this type of work should be given greater impetus. It believes that this might come from the Directors-General of Education, and that the permanent Schools Commission should give sympathetic consideration to proposals relating to the establishment of a national building research centre which might carry out the clearing house role referred to above, undertake research on building materials and on school design and serve as a focus for the establishment of a building standards group. The centre might include consideration of school furniture and equipment within its scope. It might also give attention to the question of the life span for which school buildings, especially at the primary level, should be designed. The primary school is usually located close to the population it serves and is hence exposed to considerable fluctuations in the numbers of children close by. When permanent contractions in school-age population occur, attempts ought perhaps to be made to use the buildings for alternative purposes; but such attempts are often inhibited by the very nature of school buildings, particularly those constructed many years ago.

7.28 The Committee suggests that, meanwhile, the Commission take early action to establish a Buildings Standards Committee, including representatives of both government and non-government schools to work on the preparation of guidelines for use in school construction. The use of these guidelines when completed should be made a condition of grants to non-government schools and the State Education Departments should be encouraged to adopt them. The Commonwealth Committee on Facilities for Non-Government Schools has prepared a preliminary set of building guidelines for use by schools which receive grants from it during 1973-74. These may provide a useful basis for consideration by the proposed Buildings Standards Committee.

CHAPTER 8

Libraries

VALUE OF LIBRARY PROGRAMS

8.1 Libraries are one of the most effective means of assisting the development of changed patterns of teaching and learning in schools. An interim evaluation of the current Secondary Schools Libraries Program concluded that:

There is still a great deal of research . . . before the full consequences of the Commonwealth grant can be laid out, but the . . . evidence . . . tells a remarkably consistent story of the grant making available a greatly enriched stock of facilities which are supporting and making possible, if not coercing, new patterns of teaching and learning. These new patterns include more individualisation of instruction, more opportunities for the learners to participate in their education, to be enthusiastic about it, and to be more responsible for their progress. There is already evidence to show that many students are responding positively to these opportunities.¹

8.2 The Committee endorses the view that the provision of libraries, particularly when they are multi-media centres, is an important means of improving the quality of the total school program. The use of such centres is not confined to the study of particular subjects, but facilitates the growth of patterns of learning in all subjects which are responsive to each pupil's level of development and to his individual interests. The existence of a variety of sources of information enables teachers to pass a desirable degree of initiative over to students; if combined with effective teaching, this encourages the development of skills necessary for independent learning.

8.3 For these reasons, the Committee favours the extension beyond the end of 1974 and the enlargement of the existing Secondary Schools Libraries Program, with some modification to the allocation of grants. In the Committee's view, if libraries are valuable for secondary students, their provision for primary pupils is even more important. In general, the child who has not gained something which he considers satisfying from his primary schooling, and has not reached certain levels of skill in reading, is fighting an uphill battle when he reaches secondary level. His educational future has been largely decided, because most systems now follow a practice of virtually automatic progression at school, so that any falling behind has a cumulative effect. Children who are slow learners are especially in need of a variety of materials not only suited to their stage of mastery but also related to their interests and chronological age. Those children in whose homes there is no access to books and where the level of literacy is relatively low, need especially the stimulus of variety, for they are quite dependent on what the school

¹ Campbell, W. J. *et al.*, *Secondary School Libraries in Australia* (Mimeograph, University of Queensland 1972), p. 215.

can provide to assist them in the growth of their basic skills and their enjoyment of a range of activities. In contrast, the satisfaction and interest of avid readers are limited only by the quality and numbers of books that they may borrow.

8.4 New and more flexible programs are developing at primary level. They are being fostered unevenly from school to school and their growth and extension depend to a considerable extent on the presence of a library and resource centre. Experimentation is geared to the child as an individual learner and to task-centred, small-group work. Primary children are being shown how to assemble and analyse information and how to formulate, present and evaluate their own conclusions on a topic of interest. Children are encouraged to produce not only written, but taped and filmed statements. This increases the motivation of all children, and reduces the frustration of those whose command of reading and writing is not yet high. A variety of media is being successfully used to aid the development of reading skills through remedial work which involves the operation of various forms of gadgetry, and so keeps up the interest and increases the competence of the children.

STATE LIBRARY OF VICTORIA
8.5 The use of open area buildings, which make possible dynamic grouping of students and a more flexible approach to curricula, is becoming common. The more varied teaching arrangements, which these buildings allow, increase the importance of having available a wide range of equipment which children may learn to use independently of teachers. Irrespective of the availability of open-style buildings and the flexibility present in primary school programs, there is a need in all schools for a variety of books and other information media to accommodate the wide range of abilities, aptitudes and interests which exists in any class, however comparable in chronological age. Variety evokes interest and strengthens motivation, and so helps all children to gain more from their schooling in terms of both learning and enjoyment.

8.6 The effective use of both primary and secondary libraries requires a supply of adequately trained teacher-librarians. The Committee believes that the expenditure of large sums on the construction and stocking of libraries is a misuse of resources if personnel are not available to ensure the proper use of the new facilities. Accordingly, a scheme of training in librarianship is at the core of the library program. The Committee's program thus comprises three branches: the training of teacher-librarians, the extension and expansion of the existing secondary libraries program and the establishment of a primary libraries program. The Committee has made no recommendations for grants to non-government schools in the Australian Capital Territory and the Northern Territory, but proposes that the library needs of such schools in the Territories should be met in a similar fashion to those of general buildings (*see* paragraph 7.21).

8.7 In some circumstances a strong case can be made for the development of libraries which may serve both school and community. This seems an excellent arrangement, especially in areas such as small country towns and the inner suburbs of cities where cultural facilities are often severely limited. The Committee believes that educational authorities should favour proposals which involve a

school-community relationship in the development of library facilities. However, it is aware that this sort of arrangement is unlikely to be successful where a library is located at some distance from the school.

TRAINING OF TEACHER-LIBRARIANS

8.8 A major difficulty in raising the standard of library provision in schools is the lack of suitably trained staff and the limited understanding of classroom teachers of how to make the best use of facilities. There are training courses for teacher-librarians in all States, and these courses range in length from four years to three months. The shorter courses are for people who already have basic teacher training. There were about 600 people enrolled in library courses in 1972. Of these, nearly one-half were in three-year or four-year courses. The annual output from all courses was about 380, of whom 150 were primary teachers. In addition, Australian Government funds of about \$60,000 a year have supported short refresher courses, usually of three weeks' duration, for secondary teacher-librarians. The existing Secondary Schools Libraries Committee's standards emphasise that good library services require not only adequate physical facilities but staff in sufficient number with appropriate competencies.

8.9 Since the employment of adequately trained staff has not been a condition of the present program of secondary library grants, it may be expected that some people employed in libraries which have been built as a result of the grants are still in need of training additional to that received in the short courses that they may already have attended. In its first year, the secondary libraries program brought about the upgrading or establishment of 150 libraries. The corresponding number of primary libraries is likely to be greater because of the smaller average size of primary schools. The Committee is therefore proposing that sufficient money should be provided in 1974 and 1975 to enable 500 teachers a year to undertake library training courses of an average length of six months, and for their replacement in the schools while they do so. In some States, courses of one year's duration have long been in operation but the urgent need for trained personnel may require that in some places a course shorter than the six months regarded as desirable by experts be provided temporarily. For these reasons, the Committee does not propose any standard length of course.

8.10 The Committee envisages that the courses will be provided by colleges of advanced education and teachers colleges in response to initiatives from the State Education Departments. In the longer run, these courses are likely to be a continuing commitment and should be financed through funds provided by the Australian Commission on Advanced Education. However, in order to ensure that training courses commence quickly, the Committee is recommending funds for the period 1974 to 1975. It is intended that these funds should include the training of teacher-librarians for all non-government as well as for government schools and that appropriate proportions of the places in these courses should be available, as required, based on pupil enrolments, to nominees of those schools. The funds to finance replacement teachers should also be available to non-government schools on the same basis. The recommended grants have been allocated among States according to numbers of teachers.

8.11 Accordingly the Committee recommends that:

(a) *grants should be provided for the establishment and maintenance of training courses for teacher-librarians for the period 1974 to 1975 as set out in Table 8.1;*

TABLE 8.1
GRANTS RECOMMENDED FOR TRAINING
COURSES FOR TEACHER-LIBRARIANS,
1974 TO 1975

State	\$000
New South Wales	350
Victoria	310
Queensland	140
South Australia	100
Western Australia	80
Tasmania	40
Total	1,020

(b) *appropriate proportions of the places in training courses should be reserved for teachers from non-government schools;*

(c) *grants should be provided for the period 1974 to 1975 for the replacement of teachers in government and non-government schools who are engaged in training courses for teacher-librarians, as set out in Table 8.2;*

TABLE 8.2
GRANTS RECOMMENDED FOR REPLACEMENT OF
TEACHERS TRAINING AS TEACHER-LIBRARIANS,
1974 TO 1975

State	\$000
New South Wales	960
Victoria	840
Queensland	380
South Australia	270
Western Australia	210
Tasmania	100
Total	2,760

(d) *applications for funds for the training and their replacement during training of teacher-librarians in the Australian Capital Territory and the Northern Territory for non-government schools for the period 1974 to 1975 should be considered by the Schools Commission and appropriate recommendations made to the Minister for grants additional to those in Tables 8.1; and 8.2.*

SECONDARY SCHOOLS LIBRARIES

8.12 The Commonwealth Secondary Schools Libraries Program commenced in 1969. Over its duration the program (for which grants have already been legislated to the end of 1974) will have disbursed grants totalling \$57m at the rate of \$10m a year over its last three years. The objective has been to enable all secondary schools in Australia, whether government or non-government, to be served by a

library at standards devised by the Secondary Schools Libraries Committee set up to advise the Minister for Education in the administration of the program. These standards depend on the size of the school and cover buildings, materials, furnishings and equipment including books.

8.13 By the end of 1974 when the present legislation expires, the program will have gone roughly half-way towards meeting its objective. At that time the deficiency in government schools will be considerably greater than in non-government ones, although about three-quarters of the money paid out will have gone into government schools. There are several reasons for this greater government deficiency. First, many non-government schools had higher standards of provision initially. Secondly, in order to receive assistance, schools were required to submit individual proposals to the Secondary Schools Libraries Committee which judged the extent to which each school might be expected to support the project from its own funds or at least provide bridging finance until government assistance became available in a subsequent year. Thus in the non-government sector a given sum of Commonwealth money went further to meet the objective because it was supplemented from private sources and because many schools had initial facilities. Moreover, costs of buildings of comparable standard were lower in the private than in the government sector. Thirdly, the Libraries Committee was not able to lay down firm guidelines in the expenditure of grants by government systems and by some of the Catholic authorities; to bring all schools to a given standard of library facilities requires a school-by-school assessment which is difficult to conduct within systems where a policy of spreading resources evenly among schools of comparable size is long established. Consequently, not all funds made available to government systems have necessarily resulted in the production of Commonwealth-standard libraries in schools which have received the benefit of a grant, as a significant proportion of the total allocation has, in some cases, been spread thinly over more schools.

8.14 At the end of 1974 there will be \$1,280,000 outstanding in commitments to non-government schools owing to cost increases in projects for which grants have already been approved. The position will then be that approximately 60 per cent of all pupils in government secondary schools will still lack library facilities of the standard set (the proportion varying between about 65 per cent in one State to 50 per cent in another), some 30 per cent of pupils in Catholic secondary schools will be without standard facilities, and almost 20 per cent of pupils in non-Catholic non-government secondary schools. If the program is not continued, there will be great inequalities of provision both among and within systems. These varying levels of deficiency and the central role of the library in secondary schools have led the Committee to propose a continuation of the program, including an increase in the grant for 1974 beyond the \$10m already legislated for.

8.15 The \$10m which is already available for 1974 for secondary schools libraries under the *States Grants (Secondary Schools Libraries) Act 1971* is divided between government and non-government schools on the basis of secondary enrolments. As pointed out in the preceding paragraph, at the end of 1974 there will be outstanding commitments to non-government schools amounting to \$1,280,000: these should be met in 1975. The Committee proposes a program

amounting to \$20m for secondary schools libraries for the period 1974 to 1975, in addition to the existing program for 1974 and the commitments arising from it. It recommends that the \$20m be allocated among States and between government and non-government schools on the basis of secondary enrolments, with a heavier weighting for pupils in government schools to take account of the serious extent to which their library facilities are lagging behind those in non-government ones. The Schools Commission will need to investigate the extent of the provision of secondary schools library facilities for all schools as at the end of 1975 so that it can make recommendations for the completion of the libraries program for secondary schools.

8.16 The Committee believes that the existing Secondary Schools Libraries Committee, which has been responsible for drawing up standards and administering the program of assistance to non-government schools, should be re-constituted as a Committee of the Schools Commission. In its new role, its main responsibilities will be those of updating standards and of providing technical advice on the establishment, construction and running of secondary schools libraries. The Committee understands that the Secondary Schools Libraries Committee has recently given consideration to the revision of standards but has decided not to raise standards at this stage. This Committee believes that it is important that standards be not pushed too high, otherwise great delays may occur in providing adequate facilities for all schools.

8.17 The Committee is strongly opposed to spreading funds for the construction of libraries over large numbers of schools at the expense of the standards of these facilities. It is of the opinion that grants should only be available in support of proposals which produce facilities at the standards set, and for which the provision of trained staff is planned. It expects State Education Departments to conform to these requirements. As far as non-government schools are concerned, it would wish to make adherence to these criteria mandatory. It envisages that the programs for non-government schools would be administered by the Regional Boards (*see* paragraph 13.7). As in the case of general buildings grants for non-government schools (*see* paragraph 7.22), the priorities for funds among applicant schools should relate positively to their need as measured by their existing facilities compared with standard facilities, and by their recurrent resources use (*see* paragraphs 6.40 to 6.51); and inversely to their capacity as measured by their ability to raise funds and to service loans.

8.18 Accordingly the Committee recommends that:

(a) *grants should be made to the States for libraries for government and non-government secondary schools for the period 1974 to 1975 as set out in Table 8.3, in addition to grants under the States Grants (Secondary Schools Libraries) Act 1971;*

(b) *the Secondary Schools Libraries Committee should be reconstituted as a Committee of the Schools Commission to advise the Commission on matters relating to secondary schools libraries;*

(c) the program for secondary schools libraries should be administered by the Schools Commission on the advice of Regional Boards the establishment of which is suggested in paragraph 13.7; and

(d) applications for secondary schools libraries grants in the Australian Capital Territory and the Northern Territory for the year 1975 should be considered by the Schools Commission and appropriate recommendations made to the Minister for grants additional to those in Table 8.3.

TABLE 8.3
GRANTS RECOMMENDED FOR SECONDARY SCHOOLS LIBRARIES, 1974 TO 1975

State	Government schools	Non-government schools		Total
	For libraries under Schools Commission Program	For libraries under Schools Commission Program	For commitments under the States Grants (Secondary Schools Libraries) Act 1971 as at 31 December 1974	
	\$000	\$000	\$000	\$000
New South Wales	6,300	990	480	1,470
Victoria	5,210	920	330	1,250
Queensland	2,050	400	210	610
South Australia	1,780	170	90	260
Western Australia	1,280	190	120	310
Tasmania	640	70	50	120
Total	17,260	2,740	1,280	4,020

PRIMARY SCHOOLS LIBRARIES

8.19 The present provision of library services in primary schools varies greatly, but the generally claimed inadequacy of these services was confirmed by the limited information collected by the Committee. Comprehensive information is not available, and judgments about the degree of improvement required must relate to certain standards which, for primary schools, do not yet exist in Australia. Overseas practice and Australian experts both suggest that these standards should not differ greatly from those established for secondary libraries. On the basis of the minimum book stock of ten titles per pupil recommended by the Secondary Schools Libraries Committee, government primary schools are poorly equipped as their stocks average less than five books per pupil over the six State government systems. Because library books are still bought in some systems on a subsidy basis at primary level, accessions vary greatly among schools of comparable size. In one State where a subsidy operates, the number of new books added to large primary libraries in 1969 varied from 100 in one school to more than 1,000 in another. The Committee has suggested elsewhere (see paragraph 6.26) that subsidy arrangements should be terminated.

8.20 A limited survey undertaken by the Committee indicated an almost complete absence of either special library rooms or librarians in Catholic parochial schools, and a wide variation among State systems. In one State system, no full-time teacher-librarians are employed at primary level, and indeed only 12 part-time ones are employed over the whole system. At the other extreme, the policy of

another State Education Department is to employ a full-time librarian in each primary school where slightly more than 300 students are enrolled, although this goal had not yet been fully met.

8.21 The Committee is proposing that a primary schools libraries program should be instituted. Since library facilities at primary level are generally poor, it will be necessary for this program to extend over a considerable period. Initially, the Committee is proposing to allocate funds among States and between government and non-government schools on an enrolment basis. The Committee appreciates that facilities are better in some States than in others, but there is so much leeway to make up that any adjustment in the relative distribution of funds to take account of existing services can be undertaken subsequently by the Schools Commission. It will be desirable for a Primary Schools Libraries Committee to be established to advise the Schools Commission on standards and to provide technical advice to schools. Such a Committee might draw a nucleus of membership from experienced members of the existing Secondary Schools Libraries Committee, augmented by people having experience and expertise in primary education. As well as drawing up standards, this Committee might survey existing facilities and advise the Commission on the long term program. In view of the number of schools which must be covered and the limitations on funds, the Committee hopes that the standards set, while reflecting the importance to school programs of a library-resource centre, will not be so high as to delay unduly the completion of the program. The Committee envisages that the primary school libraries program would be administered in a fashion similar to that of the secondary schools program (*see* paragraph 8.17).

8.22 Accordingly the Committee recommends that:

(a) *grants should be provided for libraries for government and non-government primary schools for the period 1974 to 1975 as set out in Table 8.4;*

TABLE 8.4
GRANTS RECOMMENDED FOR PRIMARY SCHOOLS
LIBRARIES, 1974 TO 1975

State	Government schools	Non-government schools
	\$000	\$000
New South Wales	5,660	1,500
Victoria	4,210	1,250
Queensland	2,430	630
South Australia	1,750	250
Western Australia	1,440	290
Tasmania	510	80
Total	16,000	4,000

(b) *a Primary Schools Libraries Committee should be constituted as a Committee of the Schools Commission to advise it on matters relating to primary schools libraries;*

(c) the program for primary schools libraries should be administered by the Schools Commission on the advice of Regional Boards the establishment of which is suggested in paragraph 13.7; and

(d) applications for primary schools libraries grants in the Australian Capital Territory and the Northern Territory for the period 1974 to 1975 should be considered by the Schools Commission and appropriate recommendations made to the Minister for grants additional to those in Table 8.4.

CHAPTER 9

Disadvantaged Schools

9.1 There are schools in Australia which require greater than average resources if they are to be effective with the children they serve. Many of these schools are at present among the worst provided for in terms of buildings, playing areas and other facilities, and are at the same time drawing their enrolments from communities which might be regarded on both social and educational grounds as being in the greatest need of assistance from their schools. Evidence presented in Chapter 3 established that children from poor families enjoy less public support for their education than do more economically privileged children, because the latter typically persist longer in school, especially at the relatively more expensive tertiary stages of education.

9.2 An important function of education in a democracy is to broaden opportunities for participation in the mainstream of society through the development of necessary skills and credentials. There are striking variations between the capacities of schools to assist their students to do so, and these differences are strongly related to the characteristics of the children who enter them. A few illustrations make the point:

- (a) Of the pupils who in 1973 entered one inner suburban high school visited by a panel of the Committee, more than one-half had reading skills sufficiently below that accepted as the norm for their ages as to require remedial assistance. One-sixth of these high school beginners were reading at a level appropriate to average second and third grade pupils in primary school. The school was part of a system in which, on average, three-quarters of high school entrants pursue their secondary schooling for four years, and more than one-third stay on for an additional two years: the relevant statistics for this school were 45 per cent and 5 per cent, respectively.
- (b) The standard of basic cognitive skills (i.e. literacy, numeracy) evident in pupils in the final primary grades of four schools situated in high socio-economic status areas (*see* paragraph 9.24) of one metropolis was such as to rank this group of pupils among the top 30 per cent of pupils in their State in respect of these skills: a similar analysis of four low status schools showed their pupils to lie in the bottom 30 per cent of performance scores.
- (c) Scores on general ability, literacy and numeracy tests obtained by pupils entering government secondary schools in one State in 1970 were analysed. In every case, the schools with pupils having low median scores were among those which ranked lowest for their State on the Socio-Economic Scale (*see* paragraph 9.24) devised by the Committee, and schools with high-scoring pupils drew them from neighbourhoods ranking high on that scale.

The higher drop-out rates and lower average levels of educational attainment found in schools in areas of relative poverty are a function of social disadvantage and educational deficiency and themselves contribute to further disadvantage.

9.3 Housing segregation by socio-economic level, particularly in the larger cities, results in a concentration in particular schools of children of relatively poor parents. Involvement of parents in school affairs, and hence their power in the school, is minimal; indeed in many cases no organised parent body exists. The schools are often old and dilapidated, the urgent need for upgrading and rebuilding having been bypassed constantly in the struggle to keep up with population growth in developing areas.

9.4 Low-income parents, being generally ill-educated themselves, do not establish habits associated with a high level of literacy as examples which their children might follow. Education in a formal sense thus becomes entirely the business of the school, parents being unable to provide assistance and reinforcement, even if willing to do so. Parents are often ignorant of the implications of educational choice and of the range of alternatives which exists. Excursions and vacations away from home, if they occur at all, are less frequent than in more affluent families. Dwellings may be overcrowded, allowing little opportunity for studious pursuits. Children raised in homes where English is not the language of communication clearly operate under considerable handicaps in their schooling, as do many English-speaking migrants who have found difficulty in adjustment to new conditions. In the case of Aboriginal children the problems of prejudice may exacerbate those of poverty. Insecurity of employment is greater among low-income groups, which, almost by definition, are not highly skilled. In areas of low-cost housing, the relative proportion of families partly or wholly dependent on social service payments is high. Families in social and personal crises of various kinds, such as one-parent families facing economic difficulties, who require publicly provided professional assistance, are more common than elsewhere. It is not surprising that these circumstances add up to disadvantage in education. Newer suburbs providing low-cost housing present similar educational problems, and may be even more poverty-stricken as communities because of the scarcity of social services, recreational facilities and out-of-school diversions open to the young. In some isolated rural areas where social and cultural pursuits rarely reinforce school experiences, and in regions where itinerant and unskilled workers gather seasonally, schools face equally serious challenges. Unless the school is able to increase its power to affect educational outcomes and to initiate children into the mainstream of society, many children are trapped in the culture of poverty into which they were born. As many of the factors that influence educational success are non-school ones, it is appropriate to identify schools needing special assistance on the basis of the population from which they draw pupils.

9.5 Several points should be emphasised. The Committee has chosen the term 'disadvantaged' in relation to schools drawing a high proportion of enrolments from neighbourhoods having certain characteristics known to be generally associated with a low capacity to take advantage of educational facilities. This is not to say that all children coming from such neighbourhoods achieve poorly in school. Low-income families may be emotionally richer than affluent ones. Nor can

poor families be described as culturally or socially deprived in any general sense, for the cultural life of home and neighbourhood may be as sustaining, and the social experiences as broad, as those of any type of family. The poor are disadvantaged in their relative lack of power in society, in the absence of any cushioning against adversity, and in the paucity of the kind of experience which is helpful to success in school and society.

9.6 Little is known about the processes by which the conditions of family and neighbourhood life affect educational performance, or about how patterns of schooling may sustain confidence and a sense of efficacy in some social groups more effectively than in others. Two highly significant facts, however, are known. First, there is a cumulative deficit whereby those children, whose progress in their early school years is slow, fall progressively further behind their age mates as schooling continues. Secondly, there is a compounding effect when, owing to residential patterns, there is a clustering in particular schools of children of common socio-economic background. The Coleman study¹ in America indicated that the concentration in a school of pupils of comparatively low aspiration and achievement was in itself an important source of educational disadvantage. Both facts suggest that special measures are required to assist particular schools where there is a clustering of pupils of low average attainment, over and beyond those taken to assist all learners in all schools. The Committee is therefore recommending that special grants should be made available to improve the quality of educational services and of life in schools identified as being disadvantaged on the basis of characteristics of the neighbourhoods from which they draw pupils.

OBJECTIVES OF THE PROGRAM

9.7 The Committee's recommendations for supplementary recurrent and buildings grants for disadvantaged schools have three objectives. The first relates to equality of opportunity. Intensive effort to vary school programs in ways which will enable disadvantaged children to learn more successfully is an important aspect of creating more equal educational opportunity, as discussed in Chapter 3. This emphasis on reducing differences in the educational performance of socially disadvantaged children and the rest of the school population over the traditional gamut of schooling—which includes the expressive and practical arts as well as abstract skills—raises vexed questions about whether the goals of schooling should vary according to the differing valuations which particular sections of the community place on various activities, and according to the aspirations of the pupils being educated. The Committee believes, as indicated in Chapter 2, that all children should be assisted to gain the fundamental skills necessary to participate fully and equally in society, and to have the opportunity to share in its culture. Hence, up to a certain level of performance, the Committee believes that differences in means but not in ends are called for. It sees no conflict between prizing the needs and interests of individual children and emphasising the importance of skills and knowledge. To stress achievement as well as the uniqueness and entitlement to respect of every child, is to require a nice balance of values. But if his achievement is related to a previous level of mastery, and if the range of educational

¹ Coleman, J. S. et al., *Equality of Educational Opportunity* (Washington, U.S. Government Printing Office, 1966).

activities open is wide, the balance becomes less delicate to effect. Achievement is an important source of human satisfaction, and to be unconcerned about helping a child either to do as well as he is able or to extend his range of interests is to evince a fundamental lack of respect for him.

9.8 An acceptance of the view that the influence of schooling is limited does not imply that efforts to make schools more effective are futile, for it could be argued that we have not yet tried hard enough to assist disadvantaged children in their learning. But consternation should not be too great if improved learning does not flow immediately from the special programs, for quantifiable cognitive gains from many compensatory programs in the past have been slight and even ephemeral. However, if the ten years or more of life that a person spends in school can be lived in pleasant surroundings, in a satisfying community, and in a program of activities which is meaningful to its participants besides being relevant preparation for a later interest in work and learning, then this must justify the expenditure of additional resources. Schooling is a significant segment of life which for all children ought to be enjoyable and fruitful in itself, not merely a preparation for later life. This second objective might be considered a sufficient one to justify positive discrimination in the allocation of school resources.

9.9 The program has a third, more general, objective: the hope that some schools might evolve through successful interaction with their communities into new 'open' institutions, less alienated from their communities than is now generally the case in disadvantaged areas.

9.10 The Committee's program for disadvantaged schools has a similar purpose to the Plowden Committee's scheme for the designation of certain areas in England and Wales as 'educational priority areas', and to the federally-assisted compensatory programs of schooling in the United States¹. Such schemes are not without their critics. Because children with learning difficulties are present in all schools it has been argued that the problem should be approached on a pupil by pupil, rather than a school, basis. However, the disadvantages which compensatory programs seek to redress are the product of social arrangements and are common to identifiable groups. It has also been argued that if the basic problem is one of poverty, it would be better attacked directly through income redistribution rather than through educational policies.² Although more equal chances for educational success might indeed require a scheme of social action of which changes in the school would be only a part, children presently in schools may well have passed through them before this action is undertaken. The school provides a practical point of attack on the cycle of poverty, for it is a social institution more amenable to change than is the family, and an institution where deliberate social intervention is acceptable.

¹ *Children and Their Primary Schools*. Report of the Advisory Council for England and Wales, H.M.S.O., 1967 (Plowden Report); *Elementary and Secondary Education Act* (1965), Title I: It should be noted, however, that the criteria and techniques used by the Committee for identifying disadvantaged schools are rather different from these overseas efforts: the Committee has adopted a 'neighbourhood' approach (see paragraphs 9.22 to 9.24) whereas the basic procedure of the Plowden Report and Title I is to provide assistance to schools in relation to both the number of deprived pupils enrolled and the extent of this deprivation.

² See, for example, Jencks, C. *et al.*, *Inequality, A Reassessment of the Effect of Family and Schooling in America* (Basic Books, New York, 1972).

9.11 Another common criticism relates to the alleged ineffectiveness of compensatory programs. It is maintained by many that compensatory programs in the United States have brought about little permanent improvement in educational performance; but the picture is not as clear as many critics claim, and whatever the validity of such criticism, it bears on only the first of the three objectives set down by the Committee (*see* paragraph 9.7). A comprehensive review of American programs concludes that:

. . . a range of positive findings can be listed. If this is felt to be a small return for the resources invested, it would be interesting in comparison to assess the 'return' from the general education budget. Despite the apparently large sums devoted to compensatory programs, these new resources are still a fraction of the total . . . [They make] only a small impact on the amount per head in disadvantaged schools. Yet the range of innovations in curriculum and school organisation promoted by compensatory education must be hard to parallel in any comparable period of time.¹

9.12 A further set of objections to compensatory programs turns on the concept of disadvantage. Many programs have concentrated particularly on supposed differences in the use of language between social groups. According to the general theory on which such programs are based, educated parents prepare their children better for the acquisition of formal skills by using language in ways which establish logical sequences in explanation. Any compensatory program which assumes that distinct cognitive patterns, of which language development is one, exist in different social groups must both demonstrate the existence of differences and establish that they amount to disadvantage in relation to some criteria. The Committee is not assuming any cognitive differences between social groups but rather is calling for a variety of considered responses to improving desirable outcomes of all kinds. However, the Committee asserts that there must be some view about where the school is trying to take students. To pretend that highly rewarded skills do not confer an advantage on those who for whatever reason acquire them more readily is to fly in the face of reality; there are corresponding penalties for those who fail to acquire them.

9.13 Lest it be said that the term 'disadvantaged' has offensive value overtones, the Committee wishes to emphasise that it has used objective socio-economic criteria in identifying schools for special grants (*see* paragraph 9.19) and has eschewed the whole question of cultural patterns and whether some life styles are superior to others. Poverty is usually regarded as a disadvantage by those who experience it.

USE OF RECURRENT SUPPLEMENTARY GRANTS

9.14 There is a variety of uses to which supplementary grants can be put. Disadvantaged schools will want to employ people with types of expertise not normally associated with the learning process. Social workers and language interpreters able to detect and reduce the handicaps—intellectual, emotional, physical and social—which prevent children from taking advantage of the education that is offered in the school, will often be needed. It is unrealistic to expect

¹ Little, A. & Smith, G., *Strategies of Compensation: A Review of Educational Projects for the Disadvantaged in the United States* (Centre for Educational Research and Innovation, O.E.C.D., Paris, 1971).

teachers to be all things to all children. However, teachers working in disadvantaged schools do need to be especially skilful. An understanding of social influences on learning and a faith in the potentiality of children are required. They need to know when and how to refer a problem to an expert colleague and how to adjust their own techniques to the child's particular disposition and circumstance.

9.15 Within the schools, aides (preferably mothers of pupils if available, or others with first-hand knowledge of the out-of-school lives of the pupils) could usefully be employed, as well as extra professional staff to give more individual attention to the greater-than-average proportion of children who may be expected to have learning difficulties. Because the traditional practice of relying somewhat on parental effort in equipping schools has often resulted in less well-endowed schools in disadvantaged areas, and because more varied approaches to learning will often require additional facilities, money will be needed for this purpose. Art, craft, music and recreational facilities, shared between schools where necessary, would broaden opportunities. Excursions, camps and after-school and vacation activities in the school are other ways in which money could be spent in an effort to provide pleasurable school experiences for children.

9.16 The Committee holds the view that the quality and extent of parent involvement is vital in student development. It acknowledges that in disadvantaged areas it is very difficult to attract into the school parents who are often struggling for economic sufficiency or low in aspiration for their children. This should not prevent schools from continuing to use every opportunity and channel of communication to attract parents. Parent counselling is needed. This task should be initiated before enrolment, and continued throughout schooling. It is futile to wait until pupils become obvious problems before parents are contacted. Program discussions, group sessions, parent-teacher evenings and family functions are important, as are school circulars and newspapers, translated into other languages where necessary. Also, the mass media should be used to raise the level of awareness of the community about educational matters.

9.17 Although it is aware that some State Education Departments and other education authorities employ social workers, the Committee considers that the employment of professionals of this sort, based in schools, will be essential to the effective development of the programs for disadvantaged and handicapped children. The programs recommended in this chapter and in Chapter 10 provide funds which can be used for this purpose.

9.18 There are other lines of action extending beyond the school, and vital to its successful operation. There is a special need in disadvantaged areas to transform the relationship of the school with the community it serves. If the schools are less appealing to some social groups than to others, perhaps their institutional nature needs to change in order to bring them into a closer relationship with those to whom they are at present most alien. In the search for new ways, schools may have a deal to learn from local communities; what the school has to offer will certainly be more effectively taught wherever it can bring whole families into closer contact with it. Extra resources will be required if the community is to be

not only informed about what goes on in school but also listened to, if help is to be afforded the community to articulate its needs, and if these needs are to be provided for. An approach to the simultaneous regeneration of neighbourhoods and schools has been followed in several action-research programs in other countries, and a few disadvantaged schools in Australia are known to be moving in this direction. An alternative to the neighbourhood approach would be to make the socio-economic spectrum of schools more alike by moving students. This approach has been followed in some other countries, but the Committee does not favour it because of the value that the Committee places on close ties between the school and its community. In general, programs, which are based in the schools only, have been found to be less successful in transforming disadvantaged schools than those involving the community.

SELECTION OF DISADVANTAGED SCHOOLS

MEASUREMENT ASPECTS

9.19 The Committee's terms of reference require that the allocation of funds for disadvantaged schools be based on the needs of those schools. Hence the distribution of disadvantaged pupils across the nation has had to be determined. Given that the school draws its pupils from a specific area, its need for special assistance can be defined in terms of the extent to which the school neighbourhood suffers socio-economic disadvantage. As no existing objective measure was available by which the needs of schools so defined could be determined, the Committee examined several approaches. The subjective assessment of schools was considered: for the Committee to make its own appraisal was clearly impracticable, while to rely solely on assessments by the various systems would have foundered on lack of inter-system comparability. The Committee concluded that the preparation of an index of disadvantage on a neighbourhood basis would provide the most satisfactory way through which the relative disadvantage of schools could be determined.

9.20 It is unnecessary to assess schools where inputs of resources are known to be high and where the general home background of pupils is such that an educationally rich environment is assured. There is also no case for an assessment of schools which are covered by other special programs and where the school population is not pre-determined primarily by social and economic factors (e.g. schools for the intellectually handicapped), because the programs of aid for such schools are based on the total needs of the children enrolled in them, including needs emanating from social and economic conditions additional to the principal handicap. Also, schools which are selective and do not draw on their immediate neighbourhood cannot be assessed by indicators based on analyses of geographic areas. Thus, the preparation of an index of disadvantage was restricted to the following types of schools: all government primary and secondary schools in each State and Territory which are not schools for special education or which are not selective in respect of some exceptional ability or aptitude; and all Catholic parochial schools whose pupils are drawn from defined geographic feeder areas.

9.21 The Committee believes that the degree of disadvantage of a particular school relative to the system of which it is a part is best known to those people

who are thoroughly conversant with that system. Hence, Education Departments and Catholic education authorities in each State were asked to identify and rank those of their schools which serve the 10 per cent most disadvantaged pupils for whom they are responsible. As well, each authority was invited to indicate for each school so nominated, its location, nature of disadvantage and the proportion of pupils so affected.

9.22 It was not feasible to obtain consistent data describing in detail the home background of every child in every school. In any event, this approach would not necessarily be the most sensible one, for it would ignore the importance of the influence of the neighbourhood, as an extension of the family, on children. By using collectors' districts (small geographic areas) from the 1971 Population Census of Australia as the unit of analysis, the Commonwealth Bureau of Census and Statistics and the Commonwealth Department of Education have been able to collate a number of the demographic characteristics of catchment areas for each school in Australia which in 1971 drew its enrolment on non-selective, geographic basis. This information provided the raw data for calculating an index of disadvantage for schools.

9.23 Thirty-eight variables were used to describe the socio-economic characteristics of people living in the feeder area of each school. These variables covered attributes such as occupation, housing, schooling, employment, migration, residential mobility, religion, family structure and ethnic origin. They were subjected to the statistical procedure of principal components analysis, whereby data are made more meaningful by reducing the total number of variables to several hypothetical constructs or principal components implicit in the original variables. These components, each of which is a combination of specific groupings of the original population census variables, discriminate between neighbourhoods of different types. The method of analysis and the definitions employed are set out in Appendix E.

9.24 Three components emerged from the analysis. The first provides a general description of the social and economic climate of a school neighbourhood in terms of characteristics likely to be associated with educational disadvantage. This component contains a weighting of the original variables from which an index designated the Socio-Economic Scale has been constructed. The Socio-Economic Scale provides a measure of the extent of socio-economic disadvantage.

9.25 The second component provides a measure of the extent to which pupils in a school are likely to come from non English-speaking families. Hence this factor provides an indirect measure of a school's propensity to have problems arising out of its drawing pupils from a multi-lingual and multi-cultural neighbourhood.

9.26 The third component embodies the relative incidence of Aborigines in a school's catchment area. In providing a measure of the probable relative proportion of Aboriginal pupils attending a school, this component points up the special assistance required by schools to provide educational services appropriate to the needs of this indigenous cultural group.

9.27 The measures of Aboriginality and migrancy are both correlated positively with socio-economic disadvantage. However, it is recognised that the deprivation suffered by Aborigines has a quite different causal background from that suffered by migrants, and that the degree of poverty is by no means the same for all migrant national groups. The specific educational problems associated with all minority groups obviously require special treatment. Some programs for them already exist (*see* paragraph 4.42) and the Committee has left to the Schools Commission the consideration of their integration with its work.

9.28 To obtain the Socio-Economic Scales, detailed computer analyses of some 21,000 collectors' districts were undertaken by the Commonwealth Department of Education. These analyses were performed separately in respect of major-urban areas (State capitals, Newcastle, Wollongong, Geelong and Canberra) and non major-urban areas (provincial cities, towns and rural areas), because of the differing nature of educational disadvantage in the large cities of Australia compared with that in other parts of the nation. The weightings of the variables used to characterise the population of each school catchment zone for both the major-urban and the non major-urban Socio-Economic Scales were then applied to the specific data, derived from the 1971 Population Census, prepared in respect of the neighbourhood for each school. The major-urban scale related to schools whose catchment population was fully or predominantly from major-urban areas; the non major-urban scale related to other areas.

9.29 Although the scales have been calculated in respect of individual schools, more research is required before it can be known precisely with what reliability they will enable the degree of advantage or disadvantage of particular schools to be assessed. However, the Committee has examined the scales for validity and is convinced of their usefulness in making broad policy decisions.¹ While it is not proposed to associate school names publicly with specific values of the scales, the Committee believes that the various education authorities will find the results of this exercise helpful, together with their own information, in determining the distribution of the special supplementary grants for disadvantaged schools. Also, it is expected that the work of the several Commissions responsible for advising the Australian Government on the needs of education, together with those responsible for questions of social welfare generally, will benefit from the exercise and its further refinement.

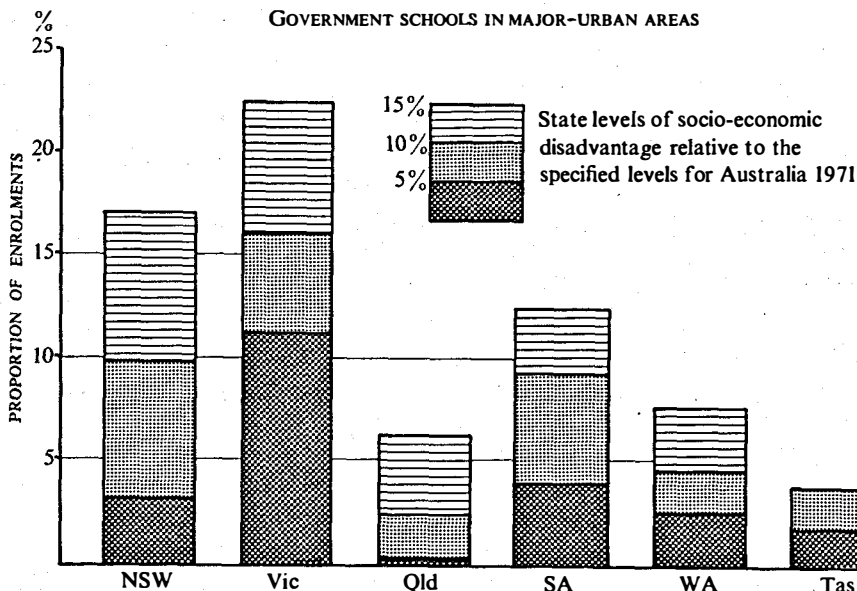
PATTERNS OF SOCIO-ECONOMIC DISADVANTAGE

9.30 The distribution of socio-economic disadvantage differs markedly from State to State and between the government and Catholic sectors of schooling. *Figures 9.1 to 9.4* show, for major-urban and non major-urban areas separately, the proportions of school enrolments for each sector which fall below particular levels on the Socio-Economic Scale. The diagrams can be explained by taking an example from *Figure 9.1*. If the point on the scale is taken which cuts off the most disadvantaged 5 per cent of the Australian population (as indicated by the '5%' horizontal line on the diagram) the number of people living within school catchment areas in major-urban Victoria whose scale values fall below this point

¹ For further details, see Appendix E.

constitutes 11.2 per cent of the people living in major-urban areas in that State. Thus Victoria has a relatively greater concentration of disadvantaged people living in major-urban areas (i.e. in Melbourne and Geelong) than has Australia in all its major-urban areas as a whole. It should be emphasised that a particular area is shown to be disadvantaged, not because of the absolute level of disadvantage in that area but because of the concentration of disadvantage in it compared with the Australian average. Thus, if the spectrum of disadvantage was similar in all major-urban areas, the bars in *Figure 9.1* would be identical for each State.

FIGURE 9.1
ENROLMENTS IN SCHOOLS ACCORDING TO
SOCIO-ECONOMIC DISADVANTAGE OF NEIGHBOURHOOD
AUSTRALIA 1971



9.31 *Major-urban Areas.* *Figure 9.1* refers to the distribution of disadvantages in government schools for major-urban areas. The figure illustrates clearly the extent to which the problems of disadvantaged schools in major-urban areas are concentrated in Victoria and New South Wales, and, to a lesser extent, in South Australia. Queensland, Western Australia and Tasmania have significantly smaller proportions of extremely disadvantaged schools than have Victoria, New South Wales and South Australia. The full data analysis shows that Queensland has a tighter clustering of schools on the Socio-Economic Scale than have the other systems, and so has fewer schools at the extremes of the socio-economic continuum. As far as the Territories are concerned, the Northern Territory is classified as non major-urban, and the Australian Capital Territory is comprised of relatively homogeneous and affluent neighbourhoods which do not produce schools ranked as disadvantaged on the Socio-Economic Scale.

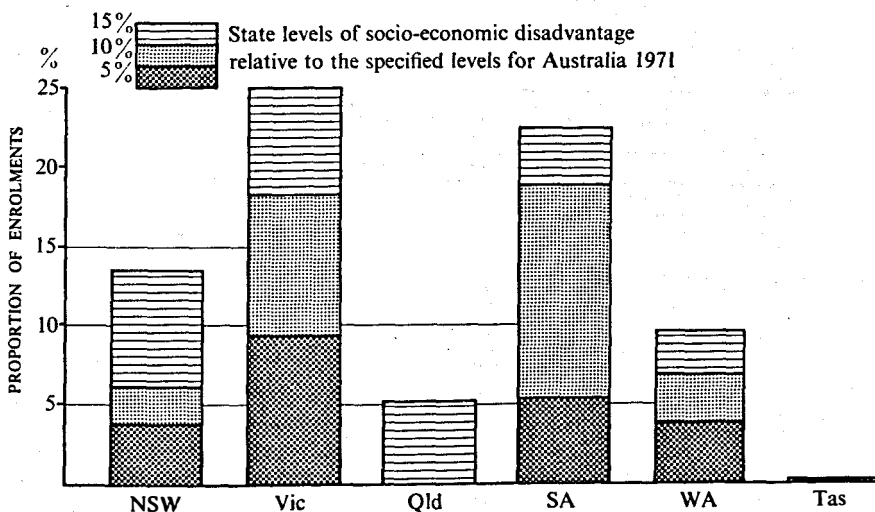
9.32 The most disadvantaged schools in the major-urban areas of Australia are in the inner-city areas of Sydney and Melbourne and parts of Wollongong and

Newcastle. The largest single concentration of disadvantaged schools is located in and about Melbourne, where there are very high proportions of migrants from non English-speaking countries. As is typical of many disadvantaged major-urban areas, the neighbourhoods are characterised by the relative absence of people with trade, technical or tertiary qualifications. Many persons live in rented accommodation and are employed as operatives, process workers or labourers. The disadvantaged schools in the Newcastle-Sydney-Wollongong complex are not as densely concentrated as those in Melbourne. Although there are neighbourhoods in Wollongong with high proportions of migrants from non English-speaking countries, the disadvantaged areas of Sydney and Newcastle are not associated as strongly as those of Melbourne with non English-speaking migrant populations. In contrast to Melbourne, a number of poor areas in Sydney contains relatively high concentrations of Aborigines. If the major-urban schools most in need of assistance in terms of their socio-economic rating are considered, Victoria has both the largest number of pupils and the highest proportion of total system enrolments affected. This applies to both the government and Catholic systems.

9.33 *Figure 9.2* shows the distribution of disadvantage in Catholic parochial schools for major-urban areas. In Victoria, South Australia and Western Australia, larger proportions of enrolments are strongly disadvantaged in the Catholic systems than in the respective government ones. A partial explanation is that the proportion of Catholic migrants from non English-speaking countries exceeds the proportion of Catholics in the total community and that social disadvantage correlates highly with the incidence of such migrants in the area. Generally, the patterns of disadvantage described for the government schools are replicated in the Catholic systems.

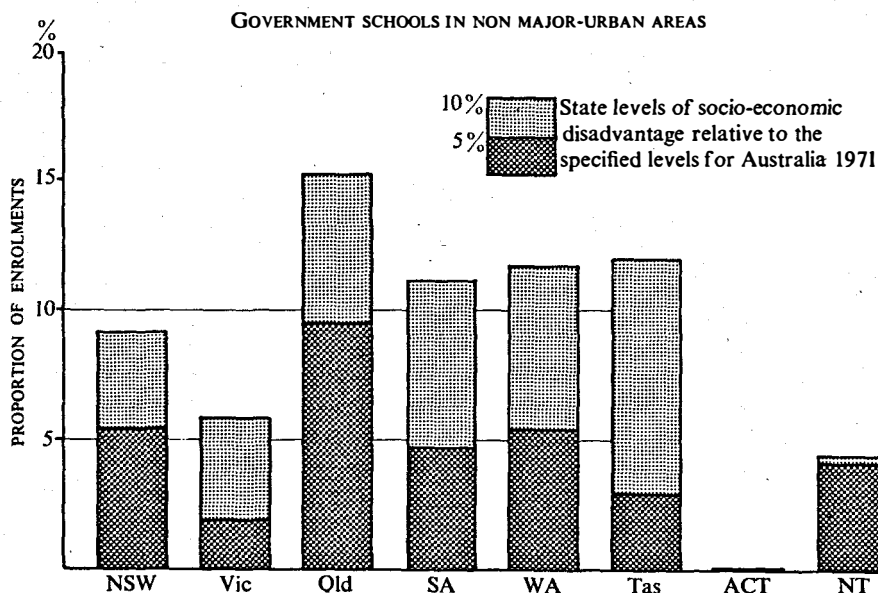
FIGURE 9.2
ENROLMENTS IN SCHOOLS ACCORDING TO
SOCIO-ECONOMIC DISADVANTAGE OF NEIGHBOURHOOD
AUSTRALIA 1971

CATHOLIC PAROCHIAL SCHOOLS IN MAJOR-URBAN AREAS



9.34 *Non Major-urban Areas.* Figures 9.3 and 9.4 show the distribution of disadvantage in non major-urban areas for government and Catholic parochial schools respectively. The non major-urban areas of Australia include all areas from large provincial cities and towns to the smallest rural community. Because of this diversity, it has not been possible to characterise educational disadvantage in these areas as clearly as in the case of major-urban areas. However, a broad interpretation of the situation has been made. The Committee has given priority to the amelioration of the serious conditions in inner-city areas, and is recommending that a proportionately greater share of supplementary recurrent grants for disadvantaged schools be allocated to the major-urban areas. Hence the 'line of disadvantage' has been drawn so as to include the 15 per cent of pupils from the most disadvantaged metropolitan districts and the 10 per cent from the most disadvantaged country districts. It should be noted that a State such as Queensland whose urban situation is apparently not as grim as that in some other States has demonstrably greater problems in country regions than do the more urbanised States.

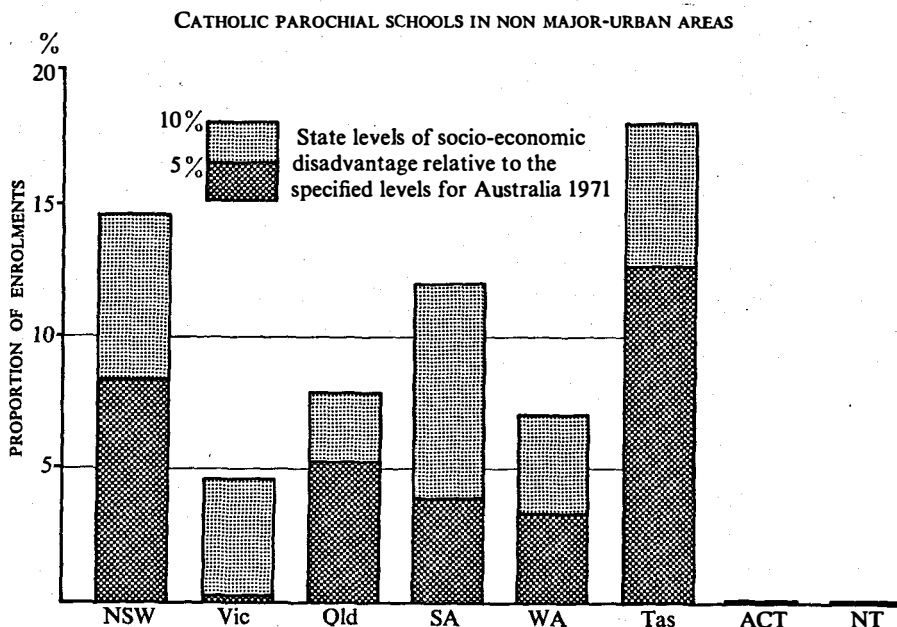
FIGURE 9.3
ENROLMENTS IN SCHOOLS ACCORDING TO
SOCIO-ECONOMIC DISADVANTAGE OF NEIGHBOURHOOD
AUSTRALIA 1971



9.35 The relationship observed among the States for government systems in the major-urban areas is largely reversed for the non major-urban areas. Queensland is the most disadvantaged State in this respect, followed by Tasmania, Western Australia and South Australia. In noting that the Northern Territory (all of the Northern Territory is classified as non major-urban) has relatively little disadvantage compared with the other States, it should be remembered that all special schools, including those for Aborigines formerly administered by the Welfare Branch of the Northern Territory Administration, are excluded from the analysis.

The only non major-urban school in the Australian Capital Territory draws its pupils from a relatively affluent population when compared with non major-urban schools across the nation.

FIGURE 9.4
ENROLMENTS IN SCHOOLS ACCORDING TO
SOCIO-ECONOMIC DISADVANTAGE OF NEIGHBOURHOOD
AUSTRALIA 1971



9.36 For Australia as a whole, the proportion of Catholic school pupils in disadvantaged non major-urban areas is relatively smaller than is the case in government systems, mainly because some of the poorest rural localities are not served by Catholic schools.

ADMINISTRATION OF GRANTS

9.37 There is no standard remedial strategy for disadvantaged schools. Some will have a high proportion of non English-speaking migrant children; this points towards the need for language programs. Others will have a high proportion of working mothers; thus after-school and vacation programs would seem appropriate. The direction of developments should be determined by those involved in and having close knowledge of particular schools and particular communities. But common problems are likely to be experienced in schools, both government and non-government, serving adjacent neighbourhoods. Co-operation between groups and types of schools in the development of proposals and in the sharing of facilities such as youth centres, and of specialist staff such as nurses and social workers, will be desirable. Many projects at the system level will have to be undertaken both to stimulate and to respond to initiatives at the school level.

9.38 Education authorities will need to take responsibility for employing professional staff to advise on the development of programs and to participate in

them. The Committee sees special advantages in the setting up in each State of joint task forces composed of qualified and committed consultants representative of government and non-government education authorities. Their job would be both to advise schools or groups of schools which seek assistance and to stimulate action in schools from which no initiative is forthcoming owing to either complacency or a paucity of ideas. Intensive in-service education will have to be organised for some teachers in disadvantaged schools to facilitate effective action.

9.39 The Committee proposes that the various school system authorities should be responsible for identifying schools eligible for supplementary grants within their systems, and for informing schools of their eligibility. Because degrees of disadvantage will vary among schools, and because some resources will need to be deployed at the system level, the Committee has not recommended grants on a per capita basis but has preferred instead block grants to allow systems maximum flexibility. However, the development of grass-roots initiatives is basic to the success of the enterprise. The object of the grants is to generate fresh commitments and new approaches tailored specifically to the particular needs and problems of pupils in particular schools. It is crucial that what is done should be done on the responsibility of the people involved. Not all programs will be equally well conceived and equally effective, but this risk is part and parcel of giving responsibility to the people involved.

9.40 It is not the Committee's intention that schools informed of their eligibility for supplementary grants should be entitled automatically to specific grants. Rather, a school or group of schools should be required to submit a proposal framed according to specified conditions. For example, there would have to be evidence that the program proposed involved changed approaches rather than being simply 'more of the same'; that there had been collaboration among staff, parents, relevant community groups, and possibly students; and that experts had been consulted where available. The task forces referred to in paragraph-9.38 would be available for consultation, but such consultation should not be compulsory. Proposers should be required to state the nature of the problems in the school and what they hope to accomplish through a program and to outline ways in which its effects might be evaluated. Sophisticated appraisal techniques should not be required, although the Schools Commission should make available some assistance to help evaluate outcomes. Reports should be forwarded to the Commission to enable an assessment of the worth and potential of funded programs and to facilitate the dissemination of some aspects of them.

9.41 The Committee was urged by representatives of some teacher organisations to consider special incentive payments to teachers in disadvantaged schools, either in the form of transport allowances to compensate for the fact that teachers rarely live in extremely disadvantaged areas or in the form of salary increments. The justification for such incentives was said to be the high rate of staff turnover in disadvantaged schools and the difficulty of attracting appropriate teachers to senior positions in them. While both these propositions may be true, it does not necessarily follow that financial incentives are the best remedy. Moreover, the question of incentive payments is an industrial matter which lies outside the Committee's terms of reference. In their visits to disadvantaged schools, members

of the Committee were impressed not only by the dedication of many teachers but by the need for broader perspectives and more expert skills among some of them. It is hoped that the improved conditions made possible through the supplementary grants will increase the appeal of these schools and that the challenge of participation in special programs will be a more powerful motivating force than money in attracting and holding suitable teachers.

9.42 The disadvantaged schools in need of special programs have not, of course, been newly discovered by the Committee, and positive action is already under way in some of them. Hopefully, the special grants will permit an extension of the efforts already being made by a few enterprising individuals and will encourage others to emulate them.

9.43 In determining the allocation of funds among States and between systems, the Committee has had regard to the Socio-Economic Scales (*see* paragraphs 9.19 to 9.29), to information supplied by education authorities, teacher and parent organisations, and other concerned people in their formal submissions and to the impressions gained from visiting selected schools. The Committee's intention is to raise by about one-twelfth the annual general recurrent expenditure (as supplemented by the recommendations of Chapter 6) in those systemic schools which contain 15 per cent of total enrolments in major-urban areas and 10 per cent in non major-urban areas and are located in areas ranking lowest on the Socio-Economic Scales. The distribution of funds among State and Catholic systems takes account of both the relative ranking of the systems on the scales and the relative degree of concentration of disadvantage within the lowest-ranking segments.

9.44 The Committee has also examined the question of disadvantaged non-government schools in the Australian Capital Territory and the Northern Territory. In the former, no disadvantaged schools registered on the Committee's scale; in the latter, disadvantage is so largely bound up with particular problems related to Aboriginal education that the Committee is not making recommendations at this stage (*see* paragraph 1.6). However, Aboriginal education is briefly discussed in paragraphs 9.46 to 9.48.

9.45 Accordingly the Committee recommends that:

(a) *grants should be provided for the period 1974 to 1975 as set out in Table 9.1, for the development of programs in and for schools judged by State Education Departments and Boards of Trustees for Catholic Systemic Schools (the establishment of which is recommended in paragraph 13.19) to be disadvantaged on the basis of selected characteristics of the population from which they draw pupils;*

(b) *State Education Departments should establish task forces, with representation from appropriate non-government education authorities, to stimulate and assist the development of programs within disadvantaged schools or groups of schools;*

(c) *schools judged as eligible by their central authorities should be informed of their eligibility and encouraged to make proposals which would assist in the education of pupils in these schools; and*

(d) *the Schools Commission should be kept informed of the nature of the projects and their outcomes.*

TABLE 9.1
 RECURRENT GRANTS RECOMMENDED
 FOR DISADVANTAGED SCHOOLS, 1974 TO 1975

State	Government schools	Catholic systemic schools
	\$000	\$000
New South Wales	6,260	890
Victoria	6,230	1,070
Queensland	1,940	160
South Australia	1,730	190
Western Australia	1,000	110
Tasmania	390	30
Total	17,550	2,450

ABORIGINAL EDUCATION

9.46 Aboriginal children undoubtedly constitute one of the most educationally disadvantaged groups in Australia. Aboriginal families are typically among the lowest income-earning sections of the community, and children from them have a long-standing claim for positive discrimination in their favour. Special educational assistance for them already exists, at both State and Commonwealth levels. Australian Government aid, administered through the Department of Aboriginal Affairs, has recently been increased. However, the pattern of Commonwealth grants and programs at State level which they have sponsored is patchy. Nor have all education authorities been equally responsive to the problem. In some States, senior officers of the Education Departments have responsibility for Aboriginal education, and planned developments are taking place. In others, the existence of particular difficulties is not specifically acknowledged.

9.47 There are problems of divided responsibility at both State and Commonwealth levels. Departments of Welfare and Aboriginal Affairs as well as private bodies have their interests, and efforts are sometimes unco-ordinated with those of Education Departments. The difficulties in some outback schools where a preponderance of children is of Aboriginal descent and where English may not be the spoken language, are quite different from those in schools in country towns and cities where Aboriginal children form a small minority of pupils and where the way of life into which they are being socialised is substantially that of mainstream Australia.

9.48 The Committee was not in a position to mount a special inquiry into Aboriginal education. Nor has it examined the needs of individual Aboriginal children and their families for assistance, since its terms of reference were limited to schools. However, the urgent need for a co-ordinated policy in the area is acknowledged and, as outlined in Chapter 1, there will need to be continuing discussion and joint action between the Schools Commission and the several agencies with interests in Aboriginal education (*see* paragraph 1.6).

MIGRANT EDUCATION

9.49 Australian Government assistance in the teaching of English to migrant children, administered by the Department of Immigration, has already been mentioned (*see* paragraph 4.43). The Committee has not been able to undertake a detailed investigation into the educational problems of migrant children, although it believes that the Schools Commission should do so (*see* paragraph 1.6).

9.50 However, schools which have a concentration of non English-speaking migrant children and where the population of the school's catchment area is also relatively poor, will qualify for supplementary assistance as disadvantaged schools. In the lists of disadvantaged schools prepared for the Committee by Education Departments and Catholic education authorities, a high proportion of migrant pupils was an important reason for inclusion. Many migrant families, at least at the outset of their lives in Australia, are relatively poor and tend to settle initially in inner suburban areas of big cities where there are large numbers of schools which will qualify for special grants. Attempts to bring the schools closer to their communities are important objectives of the grants; such efforts are particularly important in the case of migrant families.

ISOLATED CHILDREN

9.51 The Committee is aware of the educational problems of isolated children. The allowances for isolated children recently approved by the Australian Government will alleviate hardships, but are not directed towards the provision of educational facilities. The Committee suggests that the latter aspect is a matter for early consideration by the Schools Commission.

PRE-SCHOOL EDUCATION

9.52 Early education is a widely acclaimed means of providing more equal educational, and hence life-long, opportunities for children. The Committee recognises its paramount importance and advocates collaboration between the Schools Commission and the Pre-Schools Commission in developing and encouraging co-ordinated programs, particularly as they relate to disadvantaged children.

BUILDINGS GRANTS FOR DISADVANTAGED SCHOOLS

9.53 The physical condition of inner suburban schools, particularly in the older cities of Sydney and Melbourne, has been mentioned frequently. It was raised in many submissions to the Committee and was confirmed in visits undertaken by its members. The Committee feels strongly that these schools, both government and Catholic, are a national disgrace and a sign of indifference towards the children who attend them. The number of schools involved, the inevitable delays in major reconstruction or replacement, and the difficulties of finding alternative accommodation on crowded sites, all point to an emergency upgrading and refurbishing program as the immediate solution to a problem of crisis proportions. It may be that population of the inner city will eventually decline although there is as yet no indication of this. Irrespective of whether replacement may be necessary in the longer term, improved conditions are called for immediately. Examples of remodelling which the Committee has inspected are sufficiently impressive to

suggest that a great deal can be done short of complete rebuilding, and done more quickly. Outright replacement may not even be necessary where original structures are sound, or of historic interest.

9.54 All school systems have extensive replacement and upgrading problems. In order to save disadvantaged schools in poor physical condition from having to take their place in the general buildings schedule, it is necessary to set aside special funds for them. The Committee believes that grants should be provided for a crash program to transform the environment of these schools which should, according to the values of the Committee, be especially attractive just because they serve disadvantaged populations.

9.55 The Committee proposes that the supplementary buildings grants referred to in the preceding paragraph should not be used, except in very special cases and then with the express approval of the Schools Commission, for land resumption, an expensive and lengthy process. Even in the longer term it may be advisable to invest in a variety of suitable facilities, for example, a well-equipped gymnasium, which requires relatively little space and which can be used intensively not only by the pupils but also by the wider community.

9.56 The expenditure of \$100,000 to \$200,000 on some old schools has resulted in their being refurbished in ways which the Committee believes have been satisfactory. It is therefore proposing a total program of \$30m, which should provide for the upgrading of at least 200 schools. Because the Committee intends that in the spending of the grants first priority should be given to disadvantaged inner-city schools, the basis for apportioning the \$30m among States and between systems is similar to that used in allocating supplementary recurrent grants but with greater emphasis being given to major-urban areas (paragraph 9.43).

9.57 Accordingly the Committee recommends that:

grants should be provided for the period 1974 to 1975 as set out in Table 9.2 for the refurbishing and upgrading of buildings and facilities in schools judged by State Education Departments and Boards of Trustees for Catholic Systemic Schools to be disadvantaged on the basis of selected characteristics of the population from which they draw pupils, and whose buildings are in urgent need of immediate improvement, with first priority being given to inner-city schools.

TABLE 9.2
BUILDINGS GRANTS RECOMMENDED
FOR DISADVANTAGED SCHOOLS, 1974 TO 1975

State	Government schools	Catholic systemic schools
	\$000	\$000
New South Wales	9,830	1,300
Victoria	9,980	1,730
Queensland	2,400	220
South Australia	2,530	300
Western Australia	1,260	170
Tasmania	240	40
Total	26,240	3,760

CHAPTER 10

Special Education

GENERAL ISSUES

10.1 A wide range of differences exists among individual children. There are as many ways in which such differences may be classified as there are characteristics which are human. From an educational point of view, the continuum ranges from a small number of children at one end who, within the limitations of present knowledge, are considered ineducable, to those equally atypical children at the other end who are highly gifted. Because the range is so wide, it cannot be expected that all children will be able to learn at equal rates or to reach equal levels; nor is there any such thing as a normal child in the sense of a statistical average endowed with human face. In this sense, all children are special. To claim that all those children who are below average require special provision is to hold a peculiar concept of normal. Yet, there clearly are children who require special provision for their education beyond that available in an ordinary school or classroom. The extent to which they do so depends on the degree and nature of their handicap and on the extent to which the normal school and class can be adapted to meet their special needs.

10.2 There is general agreement that as many handicapped children as can adequately be cared for in them should be educated in normal groups where they may share in ordinary social life. It should be remembered that many children who are impaired in a particular respect are normal in every other way, and may be considerably above average in their capacity for learning. There may be considerable benefit to other children in learning to mix with, appreciate and where necessary care for children who are different from them in particular ways. It follows from such an approach that the definition of special education is to an extent an arbitrary one, related to the range of individual difference to which normal schools and classrooms can be adapted at particular points in time. It may be accepted that over the short period to which the Committee's recommendations relate, there will be little overall change in the groups of children at present judged to require special placement, although the assessment of individuals within those groups may alter.

10.3 Special education covers children attending special schools, those assigned to special classes or units in normal schools and those who, while spending the greater part of their time in normal classes, are withdrawn from them for limited periods of each day or for a period of intensive assistance by special staff. These children include those suffering a wide range of disabilities, physical, emotional, intellectual and social in nature, and of varying degrees of intensity; they also include children, normal in other respects, who are having such difficulties in specific aspects of learning as to require specialist attention on a withdrawal basis. All that unites them as a group is their need for teachers who have specialist training adapted to the children's special disabilities and their need for special care.

10.4 There is little agreement about the incidence of many of the clinically identifiable disabilities to which special education addresses itself, or about the range of those arbitrarily defined through intelligence testing who require placement in segregated groups. There is, however, ample evidence that present provision, especially in the area of remedial education, falls very much short of that required to provide assistance to children identified as being in need of it. There is a critical shortage of teachers and of facilities to train them. The situation is complicated by the fact that children regarded as requiring special attention in some State education systems are not so regarded in others, and responsibility is often divided among several departments and shared by voluntary organisations.

10.5 In considering the educational needs of physically and mentally handicapped children, the Committee had before it submissions from State Education Departments and from other State authorities which are responsible for the education of certain groups of handicapped children. The Australian Council for Rehabilitation of Disabled made a submission covering the interests of voluntary bodies. The Committee also had regard to the *Report on Mentally and Physically Handicapped Persons in Australia*, May 1971, of the Senate Standing Committee on Health and Welfare and the *Report on the Commonwealth's Role in Teacher Education*, February 1972, of the Senate Standing Committee on Education, Science and the Arts.

10.6 The education of mentally and physically handicapped children is a particularly complex area, both by reason of the range and degree of handicaps to be catered for and by the diversity of organisational arrangements that have developed over the years in the various States. In the short time at its disposal the Committee has not been able to make a detailed investigation of the many facets of the situation. It has concentrated on what it sees as the most pressing problems and now suggests that the Commission should give early consideration in greater depth to the educational needs of handicapped children.

10.7 The Committee wishes to emphasise that the grants it is recommending for the education of handicapped children are intended to provide resources additional to those presently being provided by the States and to those recommended under general recurrent grants in Chapter 6. Its recommendations in this field are based on the same general assumption as for other areas: the States should continue to develop and improve special education from their own resources as well as from funds made available by the Australian Government.

ORGANISATION OF SPECIAL EDUCATION

10.8 As indicated in *Table 4.8*, the submissions made to the Committee indicated that about 33,000 children throughout Australia are receiving full-time education in special schools and classes for handicapped children. About 85 per cent are in government schools and the remainder are in schools run by voluntary bodies or in schools operated by church authorities. While in the three smaller States the government has accepted almost sole responsibility, the voluntary

bodies are most active in the three larger States. These bodies are composed mainly of parents who have come together by sheer necessity in order to establish a school so that their children may receive an education. While these schools receive substantial subsidies from State and Commonwealth Governments, the parents are responsible for meeting significant costs, usually by fund-raising activities and voluntary labour rather than by substantial fees.

10.9 In some States, the responsibility for supervising the activities of voluntary bodies and for subsidising them, is not entirely in the hands of Education Departments. In Victoria, the Mental Health Authority is the agency responsible for subsidising most voluntary bodies to provide education and training for moderately and severely intellectually handicapped children, and in Queensland, the Health Department continues to provide some educational support for such voluntary bodies, although the major responsibility has now been passed to the Education Department. In New South Wales, the Education Department is responsible for subsidising schools conducted by the voluntary bodies but the Department of Child Welfare and Social Welfare organises the education of those mentally and physically handicapped children within its care.

10.10 The Committee believes that in the great majority of cases the diffusion of effort and resources in this way is wasteful and often deleterious to the education of the children concerned. The delegation of responsibility for the education of intellectually handicapped children to health authorities appears to represent a carry-over from the traditional belief that such people are in need of constant medical supervision. The Committee notes that in recent years Great Britain has transferred the educational responsibility for these children from health to education authorities. The Committee, while conscious of States' rights in this matter, feels it should register its belief that the interests of handicapped children would be best served if responsibility for their education were placed in the hands of State Education Departments (but see also paragraph 10.26).

10.11 In expressing this belief the Committee is making an educational judgment and does not intend to reflect on the substantial effort already made on behalf of these children by those in the various government departments and voluntary bodies concerned. Nor would the Committee wish to imply that any change should be made in the overall responsibility, as distinct from the educational responsibility, for handicapped children in government residential institutions whether conducted by health or social welfare agencies.

TEACHER TRAINING

10.12 Special education services throughout Australia are seriously impaired by a shortage of staff with training for the work undertaken. Whilst almost one-half of all teachers engaged in special education in government schools were reported in submissions to the Committee as having undertaken special training, the duration of such training varied from three weeks to one year; only about one-

quarter of these teachers has had training of one year's duration beyond their basic training. About one in twenty special education teachers lacks even basic teacher education.

10.13 In the non-government sector of special education, the training position is even worse. On the information submitted to the Committee, only about 8 per cent of teachers has some form of special training in addition to basic training, while about 40 per cent has had no teacher training at all. Of those with some basic teacher training, the majority has had only one year's full-time instruction. In the non-government schools, about 85 per cent of the teachers are working with moderately to severely intellectually handicapped children, and it is in this area that most untrained staff work.

10.14 Apart from the need for additional places in special schools and classes, which is dealt with later, the training of teachers is the most immediate and significant need in all States. The Committee believes that a minimum of one year's full-time special training, in addition to basic training, should be provided for all teachers of handicapped children. Ideally, these courses should be undertaken in universities and colleges of advanced education but for the next few years it may be necessary for Education Departments to mount their own courses to supplement what can be provided in tertiary institutions.

10.15 The Committee does, however, believe that early consideration should be given to the expansion of facilities for the training of teachers of the handicapped, including remedial teachers, in universities and colleges of advanced education. It notes that the *Report on Teacher Education* (March 1973) recently completed by the Australian Commission on Advanced Education recommended a sum of \$1.5m for expenditure on the recurrent costs of new courses in special education in the period 1974 to 1975. The Committee commends this question for urgent consideration by both the Australian Universities Commission and the Australian Commission on Advanced Education in the hope that existing courses can be expanded and new courses mounted quickly. In the Committee's view, funds for the support of such courses at universities and colleges should come through the Australian Universities Commission and the Australian Commission on Advanced Education respectively.

10.16 The Committee has considered carefully the number of teachers which could reasonably be released for full-time training in special education in the next two years, given the need to recruit sufficient additional teachers to maintain and expand existing schools and classes. It is of the opinion that a target of an additional 1,500 teachers released for one year of full-time training for the period 1974 to 1975, although ambitious, is feasible. The Committee proposes that funds should be available for the replacement of teachers being trained and to support the training of a substantial number of them by Education Departments. These funds have been allocated among States on the basis of numbers of teachers. The Committee wishes to emphasise that this program is intended to provide trained teachers in addition to those who would, in any event, have been prepared for work in special education as part of the States' plans for expansion.

10.17 Accordingly, the Committee recommends that:

(a) *grants should be provided for the period 1974 to 1975 as set out in Table 10.1 for the conduct of courses mounted by Education Departments to provide full-time training in the education of handicapped children;*

TABLE 10.1
GRANTS RECOMMENDED FOR TRAINING COURSES
FOR TEACHERS OF HANDICAPPED CHILDREN,
1974 TO 1975

<i>State</i>	<i>\$000</i>
New South Wales	390
Victoria	350
Queensland	160
South Australia	110
Western Australia	80
Tasmania	40
Total	1,130

(b) *grants should be provided for the period 1974 to 1975 as set out in Table 10.2 for the replacement of teachers in government schools who are engaged in training courses for teachers of the handicapped;*

TABLE 10.2
GRANTS RECOMMENDED FOR REPLACEMENT
OF TEACHERS-IN-TRAINING, 1974 TO 1975

<i>State</i>	<i>\$000</i>
New South Wales	2,870
Victoria	2,520
Queensland	1,140
South Australia	810
Western Australia	620
Tasmania	290
Total	8,250

(c) *the Minister should request the Australian Universities Commission and the Australian Commission on Advanced Education to investigate the provision for the training of teachers of handicapped children at universities and colleges and to make financial recommendations to ensure the adequacy of such provision.*

RECURRENT EXPENDITURE

GOVERNMENT SCHOOLS

10.18 The proposed teacher training program should enable a substantial improvement in the quality of special education within the next few years, but there are other qualitative aspects that need attention as well as the important question of the number of places presently available in special classes and special schools in relation to the overall need.

10.19 On the information presented to the Committee, about 1.7 per cent of Australian children aged 7 and under 15 years is receiving special education on a full-time basis, the proportion varying considerably between States from 1.3 per cent to 2.3 per cent. Although international comparisons should be treated with caution, the available information indicates that the Netherlands, which is widely

regarded as having one of the most all-embracing systems of special education, provides for about 5 per cent of children between the ages of 7 and 15 years. In England, the situation varies as between local educational authorities and ranges from 1 to 2 per cent of the same age group. In the United States of America the overall proportion is 2.5 per cent. These comparisons suggest that an improvement in the Australian effort is called for.

10.20 The proportions of children covered by special placements in segregated schools and classes and by withdrawal provision reflect to an extent differing policies from State to State. Thus a comparison of the level of special education services in the various States is difficult. There are additional problems in comparing the waiting lists which have been submitted to the Committee by educational authorities. Some authorities restrict their waiting lists to those children who could be accommodated through expansion which has actually been planned; everywhere, the identification of children needing specialist assistance is limited by the diagnostic services available. There can be no doubt, however, that the proportion of children currently being provided for in Australia is considerably below the lowest expert estimate of the incidence of children in need of special care. For this reason, the Committee is proposing the highest rate of expansion that it believes practicable in terms of teachers who can be recruited and trained, and is recommending recurrent grants to sustain such an expansion. Whether handicapped children are assisted by specialists in separate schools or in normal classes, the cost of providing such help has to be covered, and the Committee regards general policy decisions in the area as being within the proper province of the States. In broad terms, this expansion is designed to raise by 1975 the average provision in Australia by some 30 per cent.

10.21 The Committee recognises that because of the shortage of teachers with special education qualifications, the expansion proposed could well mean using teachers with basic training and perhaps only a modicum of special in-service training. Nevertheless, it believes that such expansion is worthwhile. There is also the possibility that Education Departments may be able to ameliorate the short term situation by recruiting teachers from overseas who have been trained in special education.

10.22 The Committee has received submissions on the difficulty of retaining qualified staff in special education because of reduced promotion opportunities compared with the general teaching stream. It is argued that the loss of qualified people from special education represents a serious impediment to the overall standards of teaching in this area. The Committee accepts that there is a problem and draws the situation to the attention of State Education Departments in the hope that something can be done to improve the promotion prospects of teachers engaged in special education, particularly in view of the substantial expansion in the number of such teachers which should flow from the Committee's recommendations.

10.23 With regard to standards in existing special schools and classes, the Committee sees a need for additional materials and equipment, an increase in the provision of support staff such as speech therapists, social workers, guidance

officers and teacher aides, and for an improvement in pupil-teacher ratios. It is therefore recommending recurrent funds to provide for some betterment in standards as well as for the increase in numbers referred to in paragraph 10.20. This betterment is in addition to that provided by the general recurrent grants recommended in Chapter 6, which, for systemic schools, are based on total pupil enrolments including those in special schools and classes.

10.24 Accordingly the Committee recommends that:

grants should be provided for the years 1974 and 1975 as set out in Table 10.3 for recurrent expenditure in special schools and classes additional to that provided in general recurrent expenditure.

TABLE 10.3
GRANTS RECOMMENDED FOR RECURRENT
EXPENDITURE IN SPECIAL EDUCATION,
1974 AND 1975

<i>State</i>	<i>1974</i>	<i>1975</i>
	\$000	\$000
New South Wales	1,430	2,240
Victoria	1,090	1,710
Queensland	610	950
South Australia	400	620
Western Australia	340	530
Tasmania	130	200
Total	4,000	6,250

VOLUNTARY BODIES

10.25 There has been a tendency in recent years for State subsidies for special schools conducted by voluntary bodies to rise, and the view has been put to the Committee that special education ought to be wholly a government responsibility. The Committee feels that the time is now ripe for governments to offer to take full responsibility for the recurrent operation of those schools that desire it, and is proposing that funds be available to enable State Education Departments to assume this responsibility. These funds are not intended for capital purposes. They should ensure better standards of teaching, greater career opportunities for those teachers presently involved and relieve parents of substantial burdens.

10.26 The Committee does not believe that non-government special schools should be forced into government systems against their will; and any school which elects to continue as a non-government one should be eligible for government support, if approved. The grants recommended in the next paragraph make allowance for this. It is the Committee's view that the administration of such support should be a matter for the State Education Departments. The level of support provided for existing voluntary schools of approved standards should supplement their current income sufficiently to provide a level of service equivalent to that of a government school catering for children with the same type of handicap, and should have regard to the total assistance available to the particular school from all government sources.

10.27 Accordingly the Committee recommends that:

grants should be provided for 1974 and 1975 as set out in Table 10.4 to enable State Education Departments to assume responsibility for the

recurrent operations of those non-government schools for handicapped children which elect to become part of State systems and to make increased subsidies to those which elect to remain outside them.

TABLE 10.4
GRANTS RECOMMENDED FOR STATES
TO ASSUME RESPONSIBILITY FOR SCHOOLS
CONDUCTED BY VOLUNTARY BODIES,
1974 AND 1975

State	1974	1975
	\$000	\$000
New South Wales	760	930
Victoria	540	660
Queensland	360	440
South Australia	40	60
Western Australia	50	70
Tasmania . . . . .	..	..
Total	1,750	2,160

BUILDINGS

GOVERNMENT SCHOOLS

10.28 The position concerning buildings for special education reflects the unsatisfactory situation obtaining for school buildings generally. A good deal of use is being made of cramped and outmoded accommodation and makeshift premises. While it has not been able to carry out a detailed survey of school buildings, the Committee is convinced from the submissions made to it that a substantial need exists for replacement and upgrading as well as for the construction of urgently needed additional facilities; and it is proposing that a sum of \$20m be made available for buildings for special education. The allocation of this sum between States is based on the distribution of total primary enrolments. The Committee suggests that the Commission investigate at an early date the longer term needs of the States for buildings for special education in relation to their existing facilities.

10.29 Accordingly the Committee recommends that:

grants should be provided for the period 1974 to 1975 as set out in Table 10.5 to enable State Education Departments to provide additional facilities for the education of handicapped children and to replace and upgrade existing facilities.

TABLE 10.5
GRANTS RECOMMENDED FOR STATE EDUCATION
DEPARTMENTS FOR NEW AND REPLACEMENT
FACILITIES FOR HANDICAPPED CHILDREN,
1974 TO 1975

State	\$000
New South Wales	7,150
Victoria	5,460
Queensland	3,060
South Australia	1,990
Western Australia	1,710
Tasmania	630
Total	20,000

10.30 The Committee proposes that the funds it recommends for special education facilities should not be confined to the construction and upgrading of special classrooms and special schools, but should also be available for the establishment of diagnostic facilities and such other associated purposes connected with special education. However, the funds are not intended for the construction of tertiary education facilities for training teachers, which should be provided through the Australian Universities Commission and the Australian Commission on Advanced Education.

NON-GOVERNMENT SCHOOLS

10.31 A few non-government schools for handicapped children have, in the past, benefited from the Commonwealth secondary schools science laboratories and libraries programs while a number has received grants under State government programs of assistance for buildings, or under the program of capital grants now administered by the Commonwealth Department of Social Security under the *Handicapped Children (Assistance) Act 1970* (see paragraph 10.32). As the Committee is recommending that funds be provided to State Education Departments to enable them to assume responsibility for the operation of those non-government schools which are prepared to become part of State systems, the Committee does not propose to recommend any building grants for non-government special schools. Those schools which continue as separate entities should have access to the general buildings grants proposed for non-government schools in Chapter 7.

HANDICAPPED CHILDREN (ASSISTANCE) ACT 1970

10.32 The *Handicapped Children (Assistance) Act 1970* provides for assistance for a range of facilities wider than purely educational ones. Its operation is confined to non-government schools, and this has been a source of concern to State Education Departments as they are unable to benefit from the Act. This has presented a particular problem to the three smaller States where governments have assumed almost the whole responsibility for special education but have been unable to participate in this scheme of Commonwealth assistance. There has also been overlap between this program and those administered by the Commonwealth Department of Education.

10.33 The Committee has recommended a program of grants for government schools for the handicapped and has proposed that any continuing non-government schools should have access to the general buildings grants to be administered by the Commission. The Committee believes that the part of the existing scheme administered by the Department of Social Security which relates to schools may be no longer necessary and that this issue should be considered by the Australian Government.

REMEDIAL TEACHING

10.34 There is an acknowledged need for increased specialist assistance to children in normal classes experiencing specific learning difficulties. Provision is included in the general recurrent grants recommended in Chapter 6 for the

employment of additional remedial teachers. Funds for the training of teachers in special education, as recommended in paragraph 10.17, are intended to include the training of specialist teachers in remedial work.

PRE-SCHOOLS

10.35 Pre-school education is particularly important for handicapped children, especially in cases of intellectual handicaps, language disorders and deafness. State Education Departments have been active particularly in the training and education of deaf children from a very early age. This general area of activity falls within the terms of reference of the Pre-Schools Committee which no doubt will be giving close consideration to the development of pre-school facilities for handicapped children. The Interim Schools Committee considers that such development calls for close co-ordination with existing special education services.

CHAPTER 11

Teacher Development

IN-SERVICE EDUCATION OF TEACHERS

11.1 The pre-service education of teachers, however high its quality, is limited in effectiveness. The fact that most students who undertake it have had no experience of the full responsibilities of teaching, leads them to have a limited understanding of the relevance of theoretical disciplines by which practical decisions are informed. Nor are these people yet aware of the questions to which they need to find answers or of the real world limitations with which idealism must learn to live if it is to have practical outcomes. For these reasons, pre-service education is no more than the beginning of the teacher's professional development. Moreover, for older teachers this beginning will be distant and also their perspectives may have been narrowed rather than widened by years of unreflecting practice.

11.2 The provision of continuing opportunities for the growth and development of the teacher's competence is particularly important when social and educational change is continually making current practices obsolete or relatively ineffective. Knowledge is being augmented and restructured at a rapid rate. Patterns are emerging in education which require quite different techniques and relationships from those of the traditional didactic one. In addition, the importance of the learner's view of himself and the effect upon it of the behaviour of the teacher and of relationships established among pupils is now widely recognised. This social dimension of the teacher's task requires special skill and sensitivity, far removed from the negative patterns of control once used to increase motivation.

11.3 The individual teacher is part of a team. Even when every staff member is functioning individually at a highly competent level, the overall learning program may still require adjustments on the part of each person. This is especially the case where open classrooms or team teaching have broken down the traditional isolation of teachers. Opportunities for teachers to come together to share experiences, establish areas of common concern and plan a co-operative attack on problems can contribute greatly to increased commitment as well as to increased competence.

11.4 Just as in-service education should be an accepted part of a teacher's program, so should it be an integral part of the professional life of any principal or school administrator, for it is vital that those engaged in the management of schooling keep abreast of relevant educational thinking. Special training is especially important for those moving into administration, whether at school or system level. Courses which would orient teachers who are taking up administrative positions to the new skills and approaches required are essential elements in in-service programs.

11.5 In-service education embraces all the planned experiences which a qualified teacher may undergo for the purpose of extending his professional competence;

and there are two complementary emphases in it. There will always be a need for conferences and courses in which the initiative will rest with the employing authority and through which it will seek to induct teachers into new knowledge and methods, to effect changes in administration and to counter common deficiencies among teachers. Where curricula are centrally determined there will normally be considerable emphasis on helping teachers cope with changed directions in content and methods. While essential, such conferences and courses cannot make more than a limited contribution to the teacher's professional growth, because they are too short and insufficiently searching in their theoretical content to increase his capacity to consider rationally alternatives on his own initiative and because they are often someone else's diagnosis of what he requires. Consequently, there is a need for other approaches which move outwards from the teacher's own experience and are based on his own developing conception of what it might mean to be a competent practitioner. Such alternatives recognise that while some teachers are obviously more skilled than others, there is no single pattern to which good teachers conform. The objective of this approach to growth is to help the teacher become progressively more sensitive to what is happening in his classroom and to support his efforts to improve, assisted by theoretical studies arising from his need as he perceives it. The teacher is the initiating force in such an approach to in-service education, which is more likely to be followed in schools and systems where the essence of curriculum development and review is new thinking on the part of teachers themselves as well as their appraisal of the work of others.

11.6 Considerable competence, both theoretical and organisational, is needed if teachers are to be able to assist all children to learn at a pace consistent with their abilities and stage of development. Even where specialist remedial teachers are employed, the main responsibility for diagnosing and assisting children in difficulties will remain with the classroom teacher. The teaching of the basic skill of reading may now be assisted by a considerable body of theory and of equipment which it is important for the teacher not only to know about but to have the opportunity to learn to use. Some States have established reading development centres which are foci of such activities, but the teacher needs to have access to them. Libraries and resource centres are only as useful as the knowledge of teachers about how to take advantage of them allows. The particular problems of slow-learning and disadvantaged children call for a new range of approaches. Learning to work with parents may require assistance for teachers to whom it presents difficulties. The most important problems of secondary schools may relate not merely to the problems of teaching particular subjects, the perspective from which they have often been approached in the past, but rather to the proper balance of the whole curriculum and to the inter-relationship among subjects. In every school there is a need for opportunities for collective decisions about the objectives of the institution and the particular ways in which they may be met. If the initiatives of successful teachers are to be widely available to inform the practice of others, opportunities for observation and the sharing of experience are needed.

PROVISION FOR TEACHER DEVELOPMENT BY EMPLOYERS

11.7 In representations made to the Committee and in its discussions with teachers and educational authorities, the importance of in-service education for teachers was stressed frequently. Because it relates to quality rather than quantity, the need for funds for the development of teachers in service often finds less ready accommodation in State budgets when it becomes an alternative to deficiencies in numbers of teachers employed. The difference between good and poor teaching is harder for the community at large to detect than are large classes or the lack of pupil places, and is therefore less likely to be the subject of public pressure.

11.8 The degree to which education authorities have been able to support in-service education varies from State to State. Since courses provided by the employing authority usually take place in working hours, the activities normally undertaken in schools by teachers attending them have to be undertaken by others. The lack of finance and of substitute staff makes the short conference the most typical form of such courses. In one State, the provision of places amounts on average to less than one day per year per teacher; in others it is considerably greater. In some States, little opportunity exists for teachers to initiate courses or to participate in their design or conduct. A residential centre in one State allows for courses to extend over several days in conditions which promote the development of relationships which have continuing value. In all States there are particular problems in assisting the disproportionate number of young teachers in country areas. Regional centres of administration and in-service education are beginning to assist in this important function, but further development is needed.

11.9 Non-government schools, especially non-systemic ones, often lack the resources and organisation necessary to mount in-service courses. Although individual schools and non-government systems have been extended opportunities to participate in government courses, these opportunities range from marginal to generous, and some groups of non-government schools have initiated courses of their own.

11.10 In addition to courses directly organised by employing authorities, in-service development takes a number of other forms. Important among them are:

- (a) Internships which enable teachers in their first year of service to have lighter teaching loads in order to receive on-the-job assistance and to continue their relationship with the training authority as a part of their certification.
- (b) Vacation and weekend conferences organised by subject and specialist associations.
- (c) Reading development centres.
- (d) On-the-job assistance to teachers by senior staff appointed for this specific function and by visiting consultants.
- (e) Co-operative curriculum construction.
- (f) Staff meetings.

- (g) Programs organised on the initiative of universities or colleges of advanced education, or run by them on request, both during and outside working hours.

Some of these forms are well established; others, such as internship, are in their infancy.

11.11 Because it recognises the crucial importance of continuous opportunities for teachers and administrators to upgrade their competence, the Committee is recommending special grants for both forms of in-service education of teachers, namely those initiated by the employing authorities and by the profession itself. It sees considerable advantages in both these approaches being organised on an intersystem basis to enable teachers and administrators in government and non-government systems to share experiences and problems. The general recurrent grants recommended in Chapter 6 should enable teachers to be replaced in the classroom, so facilitating increased participation in in-service education. The Committee hopes that it will be possible for teachers to be released for blocks of time longer than a few days, so that at least a proportion of courses will allow sufficient time for theoretical study which will increase the teacher's competence to make his own judgments.

11.12 The Committee's proposed grants for the extension of in-service education by employing authorities are intended to cover the cost of running courses, including the necessary out-of-pocket expenses of teachers. They have been allocated among States on the basis of the total number of teachers in each State. The grants are not intended to cover the salaries of relief teachers, for which provision can be made from the general recurrent grants recommended in Chapter 6. Nor are they intended for building expenditure. Some State Education Departments are particularly anxious to establish residential and day resource centres for teachers. Such developments would be valuable, and would be eligible for consideration for support from the Special Projects Fund which the Committee is recommending in Chapter 12.

11.13 Accordingly the Committee recommends that:

- (a) *grants should be provided for the in-service education of teachers for the period 1974 to 1975 as set out in Table 11.1;*

TABLE 11.1
GRANTS RECOMMENDED FOR IN-SERVICE
TRAINING, 1974 TO 1975

State	\$000
New South Wales	2,660
Victoria	2,330
Queensland	1,060
South Australia	750
Western Australia	580
Tasmania	270
Total	7,650

- (b) *courses organised under the grants should be planned in each State by a committee composed of representatives of State and Catholic education authorities and of non-systemic non-government schools and should be open to teachers in all types of school.*

IN-SERVICE EDUCATION INITIATED BY TEACHERS

11.14 A mark of a highly skilled occupation is that those entering it should have reached a level of preparation in accordance with standards set by the practitioners themselves, and that the continuing development of members should largely be the responsibility of the profession. In such circumstances the occupational group itself becomes the point of reference for standards and thus the source of prestige or of condemnation. There are circumstances that make teaching a particular case since the administrative hierarchy within which most teachers work is recruited largely from outstanding practitioners. However, in Australia teachers as an occupational group have had relatively few opportunities to participate in decision making. Their organisations have been traditionally more concerned with industrial matters, including those which affect the quality of service offered, than with the development of expertise, which has been seen as primarily the responsibility of the employer.

11.15 There are good reasons for valuing teacher initiatives in programs designed to increase their competence. Decentralisation of decision-making will, as it extends, require perspectives among teachers wider than those of individual classrooms and the assumption of greater responsibility in the schools. Teachers are in the best position to know what they need in the way of assistance from administrators and from tertiary institutions, and, indeed, in some systems their advice is sought. Mutual assistance and the sharing of experience are important ways of enhancing expertise and commitment. Changes based on the deliberations of the people who will implement them are likely to be the most successful. Teacher centres under the control of the teachers themselves could, if open to interested parents and members of the community, assist in the development of a more concerned and well-informed public and lead to improved teacher-community liaison.

11.16 Teacher centres serving an area small enough to be reasonably accessible to users have been developed in some overseas countries, particularly in England and Scandinavia. Their main functions are to:

- (a) give teachers a setting within which new objectives can be discussed and defined, and new ideas on content and methods in a variety of subjects can be aired;
- (b) plan, implement and test curriculum changes;
- (c) keep teachers informed about research and developments in progress elsewhere; and
- (d) focus on the special local interests of teachers.

11.17 Arrangements for administering the centres vary widely. Their common features include a management committee, a majority of whose members is teachers and on which the relevant education authority and tertiary institutions are represented. A full-time director is employed whose task is both to stimulate interest among teachers and to elicit and respond to their requests for courses,

workshops and so on. He is also responsible for the day-to-day running of the centre.

11.18 The Committee believes that such centres would serve an important function in stimulating initiatives from the profession in Australian education and in improving the quality of teaching. They could also serve as resource centres, where offset printing equipment, display posters, films, slides and a professional library for the use of teachers in the district could be located. They would need to involve teachers in all types of schools. The Committee also sees advantages in including a parent on the management committees and of making the centres open to people other than teachers who might be interested in the courses and facilities. For this reason, it believes that the centres for which it is recommending grants should be called Education Centres rather than teacher centres. Such centres would be particularly valuable in country towns. It may often be possible to refurbish a disused school or sizeable house for the purpose intended; sometimes a completely new building will be needed.

11.19 There would be no point in attempting to stimulate teacher initiatives in professional development if Education Centres were established and teachers merely invited to use them. For this reason, the Committee proposes that the initiative for the creation of Education Centres should come from groups of teachers who would be likely to use them. The centres would cater for primary and secondary teachers employed in both government and non-government schools and would provide in-service education organised by their own governing bodies, using invited lecturers and tutors where appropriate. They would also serve as centres for the production of locally-based resource materials and as social centres. They should be incorporated as non-profit bodies which would be responsible at law for the use of funds. Although a majority of members of their governing bodies should be teachers, they might also include representatives of education authorities, of tertiary institutions and of parents and the local community. The Committee proposes that the Schools Commission should draw up guidelines covering the conditions under which grants would be made to Education Centres for their building, equipping and running. Proposals for the establishment and operation of Education Centres would be made to the appropriate Regional Board (*see* paragraph 13.7) which would investigate the proposals, including an assessment of their feasibility, and make recommendations to the Schools Commission.

11.20 In order to encourage teacher development by the profession itself, the Committee proposes the provision of funds for the establishment and maintenance of a number of centres as pilot projects. Funds have been allocated among States on the basis of four centres in New South Wales, three in Victoria, two each in Queensland, South Australia and Western Australia, and one in Tasmania. The Committee believes that it would be appropriate for one such centre to be established in each of the Australian Capital Territory and the Northern Territory. The provision for running expenses assumes that the centres will be in full operation by 1975. The Committee hopes that these initial centres will provide a variety of structures to act as models for the fuller development of Education Centres in subsequent years.

11.21 Accordingly the Committee recommends that:

(a) funds should be provided for the establishment and operation of Education Centres in response to applications made by locally based groups of teachers, as approved by the Schools Commission on the advice of Regional Boards, the establishment of which the Committee recommends in paragraph 13.7;

(b) the Education Centres should be incorporated as non-profit making bodies, governed by a management committee, a majority of whose members are practising teachers;

(c) the funds for establishing Education Centres for the periods 1974 to 1975 should be as set out in Table 11.2;

TABLE 11.2
FUNDS RECOMMENDED FOR ESTABLISHING
EDUCATION CENTRES, 1974 TO 1975

State	\$000
New South Wales	560
Victoria	420
Queensland	280
South Australia	280
Western Australia	280
Tasmania	140
Total	1,960

(d) the funds for operating Education Centres for the period 1974 to 1975 should be as set out in Table 11.3;

TABLE 11.3
FUNDS RECOMMENDED FOR OPERATING
EDUCATION CENTRES, 1974 TO 1975

State	\$000
New South Wales	180
Victoria	140
Queensland	90
South Australia	90
Western Australia	90
Tasmania	50
Total	640

(e) applications for Education Centres in the Australian Capital Territory and the Northern Territory for the period 1974 to 1975 should be considered by the Schools Commission and appropriate recommendations made to the Minister for grants additional to those in Tables 11.2 and 11.3.

CHAPTER 12

Fostering Change

12.1 The multi-program approach which the Committee has adopted has two fundamental emphases: quality and equality. Concern for the former is the prime justification for the special projects program proposed in this chapter. If the nation's schools are to bear the responsibilities which seem to the Committee to be inescapable in a society such as ours, then many innovations will have to be made in the organisation and conduct of learning. By innovation, the Committee means the creation of change by the introduction of something new.

12.2 Although the situation is altering, the traditional process of change in Australian education is seen by the Committee to have been characterised by the imposition of new policies from above on schools across-the-board. Pupils, parents, teachers, employers, and the community at large—those with major interests in schooling—have played generally minor roles in the process. Emphasis has been placed on the substance of the change and on the conditioning of participants to accept its consequences rather than on the enhancing and exploiting of the capacities of committed people to generate their own improvements.

12.3 This widespread lack of concern with the dynamics of change in the complex social systems which schools are, has led to a neglect of the fact that expensive resources—time, facilities and skills—must underpin the planning, implementing and consolidating phases of projects undertaken to improve schooling. Promising prototypes of teaching and learning can be abandoned so easily because of the physically and psychologically impoverished conditions in which they are expected to operate. The shortage of resources and the exigencies of budgets tend to lock expenditure into existing patterns.

12.4 In essence, the Committee's view is that where projects for improvement in schools and school systems have been somewhat ineffectual, it has been due largely to lack of resources and because the people most affected have been made to feel that they are merely reacting to a particular policy or procedure instead of being actively engaged in formulating it. The effectiveness of innovation, no matter at what level it is initiated in a school organisation, is dependent on the extent to which the people concerned perceive a problem and hence realise the existence of a need, are knowledgeable about a range of alternative solutions, and feel themselves to be in a congenial organisational climate.

RESEARCH

12.5 Some improvements in the quality of primary and secondary schooling can be expected to emanate from the Australian Government's contribution to educational research through the Australian Advisory Committee on Research and Development in Education, the Australian Council for Educational Research, and the schemes operated by various government departments and statutory commissions. The Committee believes it to be important that support for research

from the Australian Government should expand, and suggests that the following possibilities be given serious consideration by the Schools Commission:

- (a) the creation of a major national research institute;
- (b) the establishment of several research centres, each on a much smaller scale and with a narrower front than a national institute, which might be located in State Education Departments, universities or colleges of advanced education; and
- (c) the provision of funds through a special trust or foundation, perhaps linked to the various Commissions concerned with education and other welfare activities, to support research on human resources, the training of researchers, and the exchange of scholars and practitioners among tertiary education institutions, the public service and the private sector, both here and overseas.

SPECIAL PROJECTS

SCHOOL LEVEL

12.6 Although research may stimulate innovation, it often tends to be 'discipline-oriented' rather than 'mission-oriented'; and it is not necessarily directed towards achieving practical ends. In any event, its nature usually precludes it from bringing about improvements overnight. The creation of change in the schools requires action at the work face, the actual implementation of new processes, as well as the conduct of research in the traditional sense. The Committee holds the view that interaction among colleagues is vital if the will of the profession to innovate and to bring about beneficial change is to be strengthened. It hopes for change by fostering opportunities, providing stimulation and rewarding initiatives on the part of those in and of the schools themselves—teachers, parents, pupils and local community. As the conduct of schooling becomes more complex, it is increasingly important to provide a means by which new ideas can rise to the surface and by which significant adaptation and adoption can occur. Thus the Committee believes that funds should be devoted to support field-based experimentation and the implementation of ideas which have a direct application. Examples of the types of projects which might arise at the local level and for which additional resources could be required, are: the development of interdisciplinary programs; new approaches to the teaching of particular subject areas or groups of children; work experience programs; holiday and after-school activities; the establishment of learning networks extending beyond the school; projects designed to improve parent-teacher interaction; and co-operative programs which would draw schools closer to their neighbourhoods.

12.7 Accordingly the Committee is proposing that funds should be available to support at the school level special projects of an innovatory kind or with implications for change. Applications for financial support would be invited from individuals and groups, not only of teachers but from the community, so as to provide an opportunity for change to come from beyond present institutional frameworks. A proposal should contain a statement of the objectives of the project for which funds are requested, an explanation of the expected usefulness and likely consequences of the changes that it might bring about, and an indication

of how the outcomes of the project might be evaluated and disseminated. Also, an estimate of the cost of the project would be required. Where proposals involve school-based activity, there would need to be endorsement from the school principal concerned. Applications would be appraised for their feasibility and suitability, and financial support would be recommended to individuals who would be responsible personally for the execution of approved projects.

12.8 It would be unfair and unrealistic to expect immediate pay-offs from all projects, and indeed desired outcomes can be distorted by hasty and premature evaluation. Nevertheless the Committee expects that continual appraisal of each funded project would be part and parcel of the undertaking, and that progress reports would be prepared from time to time; for the intention of the special projects grants is to encourage spirited, though responsible, collaborative efforts to improve the quality of schooling.

12.9 Besides the impetus that these grants would give to educational practice, other important outcomes might emerge such as encouraging staff stability in schools, heightening teacher morale, strengthening bonds between schools and communities, and building a liaison among institutions in the government and non-government sectors of schooling.

SYSTEM LEVEL

12.10 There is a clear need for the various school system administrations, if they are to offer real leadership, to try out innovations aimed at increasing the overall quality and welfare of the schools under their jurisdiction. Directors-General raised with the Committee a number of projects for which support was desired, such as camp schools and residential colleges for in-service training. Two other areas in need of innovation appropriate for consideration at the system level are types of organisation and personnel practices. The growing diversification and interdependency of skilled manpower in the schools is leading to a situation where a thorough review of staff classification and certification procedures will be required to ensure that people are not excluded from serving in schools because of obsolete criteria tied tightly to traditional ideas.

12.11 On another front, the emergence of unconventional progressive schools gives promise of educational freedom to those who feel it has been denied them previously. The Committee wishes to encourage the seeking of better ways to educate children and would think it appropriate for school system authorities to seek Australian Government assistance to experiment with concepts of schooling which include such elements as close liaison with parents, extended availability of facilities to the whole neighbourhood, and involvement of people from the local community as aides in the day-to-day conduct of education.

NATIONAL LEVEL

12.12 The Committee believes that there might be projects of such magnitude and national importance that they should be funded at the national level. The Commission should be able to finance investigations directed towards finding solutions to problems confronting schools across Australia, both responding to proposals for and initiating major projects. Four projects of this kind which the

Committee considers to be of particular importance are curriculum development, longitudinal studies, educational technology centres and dissemination of educational ideas through the mass media.

12.13 The curriculum, along with the teachers who are to devise and administer it, is central to any advance in the quality of education for Australian children. Although the Committee aligns itself with the notion of delegation of responsibility for decisions about the nature and development of curriculum to individual schools and teachers, it considers that they need help in the preparation of courses and in the exercise of choice among different materials and approaches. It is to this end of providing alternatives that curriculum development on a national scale would be supported by the Committee. It would supplement and not supplant State, local and teacher initiatives. The likelihood of more relevant curricula, greater integration, interdisciplinary approaches and co-ordination between primary and secondary studies would be enhanced through national projects.

12.14 Policy-making in Australian education rests heavily on information gained from studies of children in other countries, where conditions may in fact be very different. Longitudinal studies which follow the experience and development of groups of Australian children from birth through schooling would give a more secure basis for policy. They would require considerable expenditure over a long period of time, but they would be a valuable investment, particularly if they transcended State boundaries. For example, the National Child Development Study, which is following all the children born in a particular week in 1958 in Great Britain is giving insights beyond those stemming from more particular investigations, and has established a number of conclusions important for policy.

12.15 Advances in technology open up fresh avenues of educational practice. Faced with new equipment and techniques the teacher may feel insecure and be reluctant to introduce them into the classroom. In order to assist the teacher to assess the value of available equipment, to promote receptiveness to new ideas, and to help the teacher to familiarise himself with the new technologies, centres for educational technology would be considered by the Committee to be very worthwhile investments.

12.16 Australian schools and school systems are isolated from each other to a degree which inhibits educational change. It is often easier to obtain information about schools in distant countries than in neighbouring Australian States. National schemes, designed to disseminate through the mass media information about innovative schools, and to enable public comparison to be made among aspects of educational provision and practice in different States through the publication of comprehensive information, would be an impetus to improvement.

ADMINISTRATION

12.17 The Committee envisages that grants for projects would be made from a Special Projects Fund administered by the Schools Commission on the advice of a Special Projects Committee. The Special Projects Committee should be chaired by a full-time member of the Commission, who could have the responsibility of advising on the preparation of proposals and their evaluation and, in some

instances, could act as a catalyst. The Committee might be assisted by consultants located strategically across the country. The allocation of funds for special projects would be based on the merits of proposals in terms of their likely contributions to worthwhile change. Since finance for individual projects might vary from several hundreds of dollars for the smallest ones at the school level to very substantial sums for large ones at the national level, it may be advisable for the Schools Commission to divide special project funds into three components corresponding to the three main levels of projects discussed above.

12.18 The Committee believes that there is a critical need for a massive effort to raise the quality of schooling by fostering change and diversity. The funds required for this purpose are likely to be considerable, but the structures necessary for the stimulation, administration and evaluation of innovatory projects will take some time to build to full strength. For this reason, the Committee is proposing a relatively modest beginning.

12.19 Accordingly the Committee recommends that:

(a) a Special Projects Fund should be established for the support of projects of such a kind as to promote change at school, systemic and national levels;

(b) the Special Projects Fund should be administered by the Schools Commission on the advice of a Special Projects Committee set up for that purpose; and

(c) that an amount of \$6m should be made available for the Special Projects Fund for the period 1974 to 1975.

PART III
Administration

CHAPTER 13

Administration and Accountability

13.1 Grants to schools and school systems, whether government or non-government, will have to be made under section 96 of the Constitution of the Commonwealth, namely in the form of financial assistance to the States 'on such terms and conditions as the Parliament thinks fit'. In considering the terms and conditions under which grants should be made available, it has been necessary for the Committee to contemplate the form and role of the Schools Commission.

13.2 The constitutional responsibility for the provision of public education rests primarily with the States, as at present does the major financial commitment. The Committee believes that the Commission's influence should be of a general kind and that it should not intervene in or interfere with the management of schools or school systems. As has been emphasised in Chapter 2, the Committee places great value on the encouragement of grass-roots developments in education, as local knowledge and initiative are more likely to produce effective educational experiences than fiats imposed from remote sources. Moreover, the Committee's attachment to diversity is an argument against a centralist approach to educational matters. On the other hand, the planning of the strategic development of education on a national scale, as distinct from its centralised administration, may yield many benefits in meeting the requirements of the twenty-first century. In the light of these considerations, the Committee has formed the opinion that the Commission should concern itself more with providing incentives for the schools to move in one direction or another, than with delineating a particular model of precise development.

FUNCTIONS OF SCHOOLS COMMISSION

13.3 The Committee suggests that the Schools Commission should have the following functions:

- (a) to determine acceptable standards for primary and secondary schools, and to make recommendations directed towards reaching those standards;
- (b) to inform the Minister, either at his request or on its own initiative, on the needs of primary and secondary schools throughout the nation;
- (c) to recommend to the Minister financial grants to assist schools and school systems, and the conditions upon and the mechanisms by which such assistance should be provided;
- (d) to advise the Minister upon any matters relating to primary and secondary education which may be referred to it by him or upon which the Commission may judge it desirable to advise him;
- (e) to enhance access to education and equality of opportunity within schools, having special regard to handicapped and disadvantaged children and youth;
- (f) to stimulate public and private concern about, interest in and support for education;

- (g) to encourage diversity and innovation in schools, curricula and teaching methods;
- (h) to undertake and commission research;
- (i) to promote the economic use of resources; and
- (j) to report annually to the Minister on its operations, the progress of its programs and the condition of the schools, and to issue from time to time such other reports as the Minister or the Commission may judge desirable.

STRUCTURE OF SCHOOLS COMMISSION

13.4 The Committee suggests that a Commission comprising a Chairman and three or four full-time commissioners with, say, six part-time commissioners, would be an appropriate structure. The proposal for a significant full-time component arises partly from the need for the Committees and Regional Boards of the Commission (*see* paragraphs 13.7 and 13.8) to be chaired by full-time members of the Commission, and partly from the width of the responsibilities and interests of the Commission. Any less substantial structure is unlikely to provide the leadership and stimulus that are so badly needed in Australian education. Moreover, the existence of full-time posts at commissioner level will be necessary to ensure the appointment of sufficiently senior and experienced persons, and to obtain the necessary spread of expertise in such areas as the planning and management of resources and the design of school buildings and equipment as well as in purely educational fields.

13.5 The Committee believes that the part-time membership of the Commission, its Committees and Regional Boards should be drawn from as wide a cross-section of the community as possible and should have regard to both age and sex. Provision should be made for a regular turnover of membership: a three-year term of office, renewable for one further term, might be appropriate, and arrangements should be made to ensure staggered terms.

13.6 In submissions to and discussions with the Committee, the Australian Teachers Federation and the Australian Council of State School Organisations argued strongly for the right to nominate representatives as members of the Commission. The Committee feels that the Commission should be able to conduct its proceedings on the merits of the business before it, with its members not bound to any particular point of view on specific questions. This does not mean that the Commission should be insensitive to widely held views in the community nor that its membership should not display a range of experience and attitudes, but it does mean that individual members should be free from the responsibilities of representing constituent bodies. Moreover, the number of organisations that might claim representation is large, so that a Commission based on the principle of direct representation would become unwieldy and inhibited in its capacity to make decisions. If teacher and parent organisations, as such, are to be involved in the work of the Commission, an appropriate place might be rather at the Regional Board level.

13.7 Clearly, a number of the programs recommended by the Committee requires administration at a local level. Also, it is desirable that there should be feedback to the Commission from bodies that are more closely identified with local conditions than the Commission itself can realistically hope to be. Moreover, there appear to be advantages in involving more people in the work of the Commission than can be achieved through direct membership of the Commission. For these reasons, the Committee suggests that the Commission should have Regional Boards through which it can operate. Initially, there might be one Board in each of the six States. These Boards would:

- (a) enable a wide representation of interests in the workings of the Commission;
- (b) serve as a vehicle both for promulgating the views of the Commission and for communicating ideas and proposals to the Commission;
- (c) administer programs on behalf of the Commission, in particular the general buildings and the libraries programs for non-government schools, and the education centres program; and
- (d) promote consultation with and among education authorities, professional associations, teachers, parents and students.

In order to ensure close integration of the work of the Regional Boards with the Commission they should be chaired by full-time commissioners.

13.8 In addition to the Regional Boards, the Commission will certainly require the services of several other Committees; and the Commission should have the power to ask the Minister to appoint both standing and *ad hoc* committees. The Committee has already proposed the establishment of a Buildings Standards Committee (*see* paragraph 7.28), Primary and Secondary Schools Libraries Committees (*see* paragraphs 8.16 and 8.21), and a Special Projects Committee (*see* paragraph 12.17). As with the Regional Boards, these Committees should also be chaired by full-time commissioners.

13.9 The Committee suggests that Regional Boards might comprise the following:

- (a) a full-time commissioner as Chairman;
- (b) the State Director-General of Education or his nominee;
- (c) the Director of the State Catholic Education Office or his nominee;
- (d) a nominee of the Association of Independent Schools;
- (e) a nominee of the government schools teachers organisation;
- (f) a nominee of the government schools parents organisations; and
- (g) four members appointed by the Commonwealth Minister for Education after consultation with the State Minister of Education.

There might be advantage in at least one of the members nominated by the Minister being a resident of another State. This, together with the background and experience of the Chairman, could help to prevent parochialism in the Board.

13.10 The Regional Boards may themselves require sub-committees to advise them on particular programs. Thus, the allocation of buildings grants to non-government schools will require a Buildings Priority Sub-committee. This Sub-committee might comprise the Chairman of the Regional Board, two members representing the Catholic schools, one member representing non-Catholic schools

and two members drawn from the ministerial appointees on the Regional Board. This Sub-committee would advise the Regional Board on buildings priorities and the Regional Board would recommend a program to the Schools Commission for its consideration.

STAFFING OF COMMISSION

13.11 If the Commission is to be an effective influence on the development of Australian schools, it must be serviced by a secretariat containing a number of senior officers competent in various aspects of education and educational administration. The Committee is of the opinion that the Commission should be enabled to recruit staff from outside the Commonwealth Public Service, for example, from universities, colleges, government and non-government schools, research organisations, State Education Departments and from beyond educational spheres, and to promote staff interchange between the secretariat and these bodies. This would need a flexible organisational structure. Accordingly, the Committee suggests that the arrangements for staffing the Commission might be the same as those for the National Urban and Regional Development Authority (now the Cities Commission).¹ It would also be necessary to establish a small secretariat to service each of the Regional Boards.

13.12 There are at least four reasons to justify these supporting services:

- (a) the Commission should be kept abreast of current thought and action in education throughout the world;
- (b) the Commission should engage in a continuing dialogue with school authorities and with those who work in the schools;
- (c) the Commission should have a valid data base in order to make wise recommendations; and
- (d) the Commission should supervise and evaluate policies and programs to the extent necessary to ensure proper public accountability and the economic use of resources.

13.13 The importance of adequate communication between the Commission and the schools, both to keep the schools informed of the Commission's views and to provide feedback to the Commission from the educational community, suggests that the secretariat should include a staff of field officers who will consult with school authorities and visit individual schools. The principal role of field officers would be to facilitate communication, but in the case of non-government schools they would also serve to advise on priorities for buildings and to ensure public accountability (*see* paragraph 13.22). Some ten to fifteen such officers would be necessary to provide an adequate coverage of Australia's schools over the next few years.

CONSULTATION

13.14 The Committee believes that widespread consultation will be vital to the successful work of the Commission, especially with education authorities and parent and teacher organisations. In addition to those persons and organisations with whom the Commission's field officers, Committees and Regional Boards will

¹ See *National Urban and Regional Development Authority Act 1972*, sections 15 to 17.

consult, the Commission itself will need to develop a close liaison with the other educational, social and cultural Commissions and agencies of the Commonwealth and State Governments and with those authorities concerned with community and individual welfare, including the appropriate Commonwealth and State bodies.

ACCOUNTABILITY

13.15 The Committee is concerned that there should be public accountability in respect of all grants recommended. Public accountability implies published evidence that funds have been applied properly. For example, grants which have been recommended to raise the level of services must be shown to have been devoted to improving standards and not, say, to providing places for more pupils.

13.16 The Committee believes that the establishment of regular reporting procedures regarding the use of Australian Government grants and the condition of the schools is of paramount importance. It envisages that after consultation with the appropriate school authorities the Commission should establish a set of standard statistical forms covering aspects of pupils, staffing, buildings and equipment, and finance. These documents would be completed, audited and returned annually to the Commission, and would enable it, in conjunction with the work of its field officers in the case of non-government schools and its discussions with school authorities, not only to ensure public accountability but also to monitor the performance of schools and school systems.

13.17 Accordingly the Committee recommends that:

a condition of all Australian Government grants should be that the recipients of grants supply as required and in accordance with the Commission's requirements a financial accounting of all moneys received, certified by recognised auditors, and statistical returns on the use of human and material resources in the conduct of the schools for which the grants are made.

13.18 The problem of accountability for grants is more complex in the case of non-government schools than of government schools. In discussions with the Committee, representatives of non-government schools agreed with the view that non-government schools should be publicly accountable for funds received from the government. These schools would, of course, return the financial and statistical forms referred to in the preceding paragraphs. Indeed, they are already expected to make annual returns of income and expenditure in some detail under the *States Grants (Schools) Act 1972*.

13.19 The responsibility of ensuring that public funds are properly spent must rest with the governing bodies of the various non-government schools. However, a special difficulty presents itself in the case of Catholic systemic schools, which cannot be said to have governing bodies in the accepted sense. The Committee suggests that this anomaly be overcome by the establishment by the Catholic education authorities in each State of a Board of Trustees for Catholic Systemic Schools, to which Australian Government grants would be paid and which would be responsible at law for ensuring that they were used for the purposes intended. As these Boards would be holding public moneys in trust for disbursement, the Committee believes that they should contain some membership representative of

the public interest. Accordingly, it suggests that a Board of Trustees, which would be quite independent of the Commission, should comprise three members nominated by the Catholic education authorities and two by the Commonwealth Minister for Education. The Committee understands that this proposal will be welcomed by Catholic education authorities as it will facilitate an equitable distribution of funds and a rationalisation of school resources.

13.20 Accordingly the Committee recommends that:

grants to States for Catholic systemic schools should be on condition that in each State and Territory the Catholic education authorities establish a Board of Trustees for Catholic Systemic Schools, two members of which being appointees of the Commonwealth Minister for Education, to receive Australian Government grants for systemic schools and disburse them in accordance with their intended purposes.

13.21 The Committee is of the view that in the case of non-government schools the submission of financial and statistical returns does not of itself constitute adequate accountability, and that public moneys should be available only to those non-government schools which meet certain specified standards. These standards should relate to the qualifications of teachers, to the nature of the curriculum offered and to the type of physical facilities provided for pupils. The Committee believes that Australian Government grants should be made only to schools approved as capable of providing a satisfactory level and type of education, given the availability of resources. Such approvals would involve establishing and maintaining a schedule of approved schools, which might be similar initially to that presently used for giving assistance under the *States Grants (Schools) Act 1972*.

13.22 Amendments to this schedule of approved schools would be made in the light of information available to the Commission. The listing of approved schools would not rely solely on information from statistical returns; it would involve visits to schools by field officers of the Commission, who would have discussions with those interested in the schools (that is, pupils, parents and staff and, where applicable, the governing bodies) and would appraise the physical plant and equipment. Any reports relating to a particular school would be available to the principal and governing body of that school as well as to the Commission. The field officers should also be enabled to visit government schools in order to establish adequate frames of reference.

13.23 Accordingly the Committee recommends that:

Australian Government grants should be available only to schools approved by the Commission.

COLLECTION OF DATA

13.24 The Committee has noted with great concern the considerable difficulties that faced school authorities in providing it with data which were both adequate in detail and comparable in definition. These difficulties exist for all schools and school systems. Over the years, State Education Departments have been working towards greater uniformity in the definition of concepts; but strong traditions and scarce resources have restricted progress. With the development of computerised management information systems, it is essential to ensure that the frameworks

developed by the various school authorities are compatible and that before final decisions are made on hardware and software the conceptual and definitional difficulties that have for so long bedevilled educational statistics are resolved. Adequate data are essential if the Commission's programs are to be developed on rational bases and to be subject to proper evaluation. The Committee urges the intensification of the Australian Education Council's initiatives in this field by the establishment of a working party representative of Commonwealth, State and non-government education authorities to develop a useful data base. Such a working party will require some financial backing.

13.25 Accordingly the Committee recommends that:

- (a) *a working party should be formed comprising representatives of the Schools Commission, the Commonwealth and State Departments of Education, and selected non-government education authorities, to investigate the improved collection and flow of school statistics; and*
- (b) *a total sum of \$200,000 should be provided for the period 1974 to 1975 to enable feasibility studies of modern information systems to be undertaken.*

CHAPTER 14

Summary and Recommendations

14.1 This Report owes its existence to the acknowledgment by the Australian Government that there are serious deficiencies in Australia's schools. These deficiencies lie in three broad areas. First, most schools lack sufficient resources, both human and material, to provide educational experiences appropriate to the young in a modern democratic industrial society. Secondly, among schools there are gross inequalities, not only in the provision of resources but also in the opportunities that they offer to boys and girls from varied backgrounds. In particular there are many inner-city schools which draw their pupils from populations that suffer grave socio-economic disadvantage, and there are handicapped children for whom quite inadequate opportunities for schooling exist. Thirdly, the quality of education leaves much to be desired. Many teachers have been inadequately trained and the provision for their professional development is frequently meagre. Curricula and teaching methods tend to be unresponsive to differences between pupils and to address themselves to the development of a range of attributes which is narrow in relation to the possibilities of life in a complex technological society. In some schools and school systems the authoritarian and hierarchical atmosphere inhibits the human relationships that should prepare young people for their place in the adult world.

14.2 Although the Committee has emphasised deficiencies, it does not wish to give the impression that the scene is wholly black. This is certainly not the case. Since the end of the Second World War the schools in Australia have had to cope with an enormous increase in enrolments; overall enrolments have increased from 975,000 in 1945 to 2,839,000 in 1972. Not only have the schools absorbed these numbers but they have been able to achieve modest improvements in standards, improvements which have accelerated in the past few years. Moreover, public interest in education in Australia has mounted and ideas about education are a common topic of public debate. In addition a small but growing number of schools is experimenting with new educational programs and methods. Some measure of the increasing public concern in education is reflected in the increasing proportion of the country's resources that is being devoted to it. Notwithstanding this, however, there remain gross deficiencies.

14.3 The Committee's identification of educational deficiencies itself reflects the values held by the Committee, as do the remedies proposed. There is a number of values which have informed the Committee's deliberations. They are: the pursuit of equality in the sense of making, through schooling, the overall circumstances of children's education as nearly equal as possible; the attainment of minimum standards of competence for life in the modern democratic industrial society; the concept of schooling as a part of life as well as a preparation for life; the notion of education as a life-long experience of which attendance at primary and secondary schools is one phase; diversity among schools in their structures, curricula and teaching methods; the devolution, as far as practicable, of the making of decisions on those working in or with the schools—teachers, pupils, parents and the local community; the involvement of the community in school affairs.

14.4 The responsibility for running the schools is in the hands of educational authorities and individual schools. The Committee is able to make good deficiencies only by operating through the various educational authorities. The Committee (and subsequently the Schools Commission) has the capacity to recommend additional funds for schools and school systems. Additional funds can buy the services of teachers and other staff, equipment and buildings. They cannot buy a climate of opinion, an atmosphere congenial to the development of worthwhile human relationships or dedicated teachers. The Committee's programs are necessary, if not sufficient, conditions for the remedy of deficiencies in this broader sense. However, the Committee can influence quality as well as quantity by programs that concentrate on the quality aspects of resources and by the encouragement of innovation in directions that it regards as desirable.

14.5 Being committed to the devolution of decision-making and diversity among schools, the Committee has avoided making detailed prescriptions of how funds should be spent. It is therefore proposing that these funds should, generally speaking, be in the form of block grants which schools and school systems will be free to spend in accordance with their own preferences. However, the Committee feels strongly that there are certain areas which appear to have been neglected in the past and which deserve special emphasis. For this reason it is proposing a series of programs each directed to certain general objectives but within which there will be considerable, and in some cases absolute, freedom for school authorities to exercise their individual choice.

14.6 The deficiencies are not spread evenly among all schools and school systems. Differences in deficiencies require differences in treatment. Accordingly, the Committee is recommending relatively larger grants for some schools and school systems. Its long-term aim is that, by the end of the present decade, Australian schools should all have reached minimum acceptable standards; and its detailed recommendations have been determined on the principle that help should be given to all schools below these standards to approach them by that time. It follows that those schools which are presently nearer the standards will receive somewhat less help. It should be apparent that this approach to need implies that schools with fewer real resources have greater needs than those with more. This is the interpretation of need that has been adopted by the Committee.

14.7 The Committee is aware that this approach and its outcomes may cause disappointment in some States, systems and schools, and lead to the claim that some who have made great efforts in the past are being penalised. The Committee's answer can be only that it was charged with the task of making recommendations to remedy existing deficiencies and had to look to the future, not the past, in the interests of all Australian children, irrespective of where they live or the school they attend.

14.8 The Committee is recommending seven main programs. These cover the following areas:

- (a) general recurrent resources;
- (b) general buildings;
- (c) primary and secondary libraries;
- (d) disadvantaged schools;

- (e) special education;
- (f) teacher development; and
- (g) innovation.

The largest of these programs are those relating to general recurrent resources and general buildings. They are intended to provide for a general underpinning of the recurrent resources used in schools, for the replacement and upgrading of school buildings in all types of schools and for new places in non-government ones. The programs relating to disadvantaged schools and special education are directed towards the needs of schools catering for children who require more than average resources to offset social disadvantage and physical and mental handicap. A special attack on these problems is of urgent necessity as they have been grossly neglected over a long period. The recommendations for libraries, teacher development and innovation are all attempts in various ways to raise the quality of education.

14.9 The Committee believes that when the Schools Commission is fully operating, too great a centralisation of its work in Canberra should be avoided. For that reason, it suggests the establishment of Regional Boards in the States. As well as decentralising some of the work of the Commission, Regional Boards will also have the advantage of involving a greater number of people in the work of the Commission. Such involvement could be extended further through the establishment, in specialised areas, of Committees of the Commission. While the Committee believes that the Commission should not be involved in the detailed operations of schools or school systems, it is strongly of the opinion that an adequate flow of information between the Commission and schools should be facilitated and that this flow should involve both a continuing dialogue among the parties concerned and an evaluation of the effectiveness of the Commission's programs. The Committee also feels strongly that as non-government schools are becoming more dependent on government financial assistance, they should be required, as a condition of that assistance, to meet certain standards and to be publicly accountable for their operations.

14.10 The Committee's recommendations for the States for the two-year period 1974 to 1975 involve a net cost to Commonwealth Budgets of \$467m over

TABLE 14.1
SUMMARY OF NET COSTS OF COMMITTEE'S
RECOMMENDATIONS FOR STATES, BY PROGRAM, 1974 TO 1975

Program	Government schools	Non-government schools	All schools (a)
	\$m	\$m	\$m
General recurrent	175.9	21.3	197.2
General buildings	100.0	16.0	116.0
Libraries	33.3	6.7	43.8
Disadvantaged schools	43.8	6.2	50.0
Special education	43.5	..	43.5
Teacher development . . . . .	..	..	10.3
Special projects . . . . .	..	..	6.0
Information systems . . . . .	..	..	0.2
All programs	396.5	50.2	467.0

(a) Includes grants recommended for all schools and not divided between government and non-government schools.

and above the cost that existing programs would have imposed. The Committee's recommendations are incorporated in a number of distinct programs, and their net cost is summarised by program in *Table 14.1* and by State in *Table 14.2*.

TABLE 14.2
SUMMARY OF NET COSTS OF COMMITTEE'S
RECOMMENDATIONS, BY STATE, 1974 TO 1975(a)

	\$m
New South Wales	170.2
Victoria	139.6
Queensland	65.7
South Australia	43.0
Western Australia	35.5
Tasmania	13.0
All States	467.0

(a) Includes an estimate for illustrative purposes, of a possible, but not necessary, distribution of 'Special Projects' and 'Information Systems' funds: see *Table 14.7*, especially footnotes (a) and (b).

14.11 The programs involving recurrent grants for general purposes and for special education are specified for the years 1974 and 1975 separately. All other remaining programs specify grants for the two-year period 1974 to 1975; if these grants are split between 1974 and 1975 in the ratio of 2 : 3, the net cost of the Committee's total recommendations would amount to \$160m and \$307m for the years 1974 and 1975 respectively.

14.12 The Committee's recommendations involve grants, the value of which exceeds their net budgetary impact by the cost of the existing programs which would otherwise have been continued. This latter cost would have amounted to

TABLE 14.3
SUMMARY OF GRANTS IN COMMITTEE'S RECOMMENDATIONS FOR STATES,
BY PROGRAM, 1974 TO 1975(a)

Program	Government schools	Non-government schools	All schools (b)
	\$m	\$m	\$m
General recurrent	175.9	133.4	309.3
General buildings	164.0	31.7	195.7
Libraries	33.3	8.0	45.1
Disadvantaged schools	43.8	6.2	50.0
Special education	43.5	..	43.5
Teacher development . . . . .	..	..	10.3
Special projects . . . . .	..	..	6.0
Information systems . . . . .	..	..	0.2
All programs	460.5	179.3	660.1

(a) In addition there will be expenditures, arising from existing programs, not incorporated in the Committee's recommendations; this would raise the total for States to over \$700m (see paragraph 14.14).

(b) Includes programs not allocated specifically between sectors.

about \$195m in the two-year period 1974 to 1975. Thus, the grants referred to in the Committee's recommendations aggregate \$660m for States. These are summarised by program in *Table 14.3* and by State in *Table 14.4*.

TABLE 14.4
SUMMARY OF GRANTS IN COMMITTEE'S
RECOMMENDATIONS, BY STATE, 1974 TO 1975(a)

State	\$m
New South Wales	240.6
Victoria	198.6
Queensland	94.4
South Australia	58.1
Western Australia	50.0
Tasmania	18.4
All States	660.1

(a) Includes an estimate, for illustrative purposes, of a possible, but not necessary, distribution of 'Special Projects' and 'Information Systems' funds: see *Table 14.7*, especially footnotes (a) and (b).

14.13 Of the total, \$461m are in grants for government schools, \$179m in grants for non-government schools and \$20m for programs not allocated specifically to either sector. Details of the recommendations for individual States are set out in *Tables 14.5* to *14.7*. The tables in this section do not relate to the Australian Capital Territory or the Northern Territory, for which no particular recommendations have been made except in the case of general recurrent grants for non-government schools where the grants recommended amount to \$2,330,000 and \$510,000 respectively, with a total net budgetary cost of about \$800,000. For other programs, the Territories require special consideration (*see* paragraphs 1.3, 7.21, 8.6 and 11.21).

TABLE 14.5
SUMMARY OF GRANTS IN COMMITTEE'S RECOMMENDATIONS FOR GOVERNMENT
SCHOOLS, ALL STATES, 1974 TO 1975

Program	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	All States
	\$000	\$000	\$000	\$000	\$000	\$000	\$000
General recurrent—							
Primary schools	34,440	26,180	14,650	10,060	9,090	2,930	97,350
Secondary schools	31,110	23,930	10,400	6,850	4,200	2,050	78,540
General buildings	58,800	45,900	22,500	17,500	13,400	5,900	164,000
Libraries—							
Primary	5,660	4,210	2,430	1,750	1,440	510	16,000
Secondary	6,300	5,210	2,050	1,780	1,280	640	17,260
Disadvantaged schools—							
Recurrent	6,260	6,230	1,940	1,730	1,000	390	17,550
Buildings	9,830	9,980	2,400	2,530	1,260	240	26,240
Special education—							
Training of teachers—							
Training courses	390	350	160	110	80	40	1,130
Staff replacement	2,870	2,520	1,140	810	620	290	8,250
Provision of services—							
Improvement of existing services	3,670	2,800	1,560	1,020	870	330	10,250
Government responsibility for 'voluntary' schools	1,690	1,200	800	100	120	..	3,910
New and replacement facilities	7,150	5,460	3,060	1,990	1,710	630	20,000
Total	168,170	133,970	63,090	46,230	35,070	13,950	460,480

and above the cost that existing programs would have imposed. The Committee's recommendations are incorporated in a number of distinct programs, and their net cost is summarised by program in *Table 14.1* and by State in *Table 14.2*.

TABLE 14.2
SUMMARY OF NET COSTS OF COMMITTEE'S
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	\$m
New South Wales	170.2
Victoria	139.6
Queensland	65.7
South Australia	43.0
Western Australia	35.5
Tasmania	13.0
All States	467.0

(a) Includes an estimate for illustrative purposes, of a possible, but not necessary, distribution of 'Special Projects' and 'Information Systems' funds: see *Table 14.7*, especially footnotes (a) and (b).

14.11 The programs involving recurrent grants for general purposes and for special education are specified for the years 1974 and 1975 separately. All other remaining programs specify grants for the two-year period 1974 to 1975; if these grants are split between 1974 and 1975 in the ratio of 2 : 3, the net cost of the Committee's total recommendations would amount to \$160m and \$307m for the years 1974 and 1975 respectively.

14.12 The Committee's recommendations involve grants, the value of which exceeds their net budgetary impact by the cost of the existing programs which would otherwise have been continued. This latter cost would have amounted to

TABLE 14.3
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BY PROGRAM, 1974 TO 1975(a)

Program	Government schools	Non-government schools	All schools (b)
	\$m	\$m	\$m
General recurrent	175.9	133.4	309.3
General buildings	164.0	31.7	195.7
Libraries	33.3	8.0	45.1
Disadvantaged schools	43.8	6.2	50.0
Special education	43.5	..	43.5
Teacher development . . . . .	..	..	10.3
Special projects . . . . .	..	..	6.0
Information systems . . . . .	..	..	0.2
All programs	460.5	179.3	660.1

(a) In addition there will be expenditures, arising from existing programs, not incorporated in the Committee's recommendations; this would raise the total for States to over \$700m (see paragraph 14.14).

(b) Includes programs not allocated specifically between sectors.

about \$195m in the two-year period 1974 to 1975. Thus, the grants referred to in the Committee's recommendations aggregate \$660m for States. These are summarised by program in *Table 14.3* and by State in *Table 14.4*.

TABLE 14.4
SUMMARY OF GRANTS IN COMMITTEE'S
RECOMMENDATIONS, BY STATE, 1974 TO 1975(a)

State	\$m
New South Wales	240.6
Victoria	198.6
Queensland	94.4
South Australia	58.1
Western Australia	50.0
Tasmania	18.4
All States	660.1

(a) Includes an estimate, for illustrative purposes, of a possible, but not necessary, distribution of 'Special Projects' and 'Information Systems' funds: see *Table 14.7*, especially footnotes (a) and (b).

14.13 Of the total, \$461m are in grants for government schools, \$179m in grants for non-government schools and \$20m for programs not allocated specifically to either sector. Details of the recommendations for individual States are set out in *Tables 14.5* to *14.7*. The tables in this section do not relate to the Australian Capital Territory or the Northern Territory, for which no particular recommendations have been made except in the case of general recurrent grants for non-government schools where the grants recommended amount to \$2,330,000 and \$510,000 respectively, with a total net budgetary cost of about \$800,000. For other programs, the Territories require special consideration (*see* paragraphs 1.3, 7.21, 8.6 and 11.21).

TABLE 14.5
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SCHOOLS, ALL STATES, 1974 TO 1975

Program	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	All States
	\$000	\$000	\$000	\$000	\$000	\$000	\$000
General recurrent—							
Primary schools	34,440	26,180	14,650	10,060	9,090	2,930	97,350
Secondary schools	31,110	23,930	10,400	6,850	4,200	2,050	78,540
General buildings	58,800	45,900	22,500	17,500	13,400	5,900	164,000
Libraries—							
Primary	5,660	4,210	2,430	1,750	1,440	510	16,000
Secondary	6,300	5,210	2,050	1,780	1,280	640	17,260
Disadvantaged schools—							
Recurrent	6,260	6,230	1,940	1,730	1,000	390	17,550
Buildings	9,830	9,980	2,400	2,530	1,260	240	26,240
Special education—							
Training of teachers—							
Training courses	390	350	160	110	80	40	1,130
Staff replacement	2,870	2,520	1,140	810	620	290	8,250
Provision of services—							
Improvement of existing services	3,670	2,800	1,560	1,020	870	330	10,250
Government responsibility for 'voluntary' schools	1,690	1,200	800	100	120	..	3,910
New and replacement facilities	7,150	5,460	3,060	1,990	1,710	630	20,000
Total	168,170	133,970	63,090	46,230	35,070	13,950	460,480

TABLE 14.6

SUMMARY OF GRANTS IN COMMITTEE'S RECOMMENDATIONS FOR NON-GOVERNMENT SCHOOLS, ALL STATES, 1974 TO 1975

Program	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	All States
	\$000	\$000	\$000	\$000	\$000	\$000	\$000
General recurrent—							
Catholic systemic	23,230	22,030	9,610	2,800	4,080	1,210	62,960
Non-systemic	26,450	20,650	12,100	4,800	4,700	1,650	70,350
General buildings	10,670	10,660	5,080	1,210	3,540	520	31,680
Libraries—							
Primary	1,500	1,250	630	250	290	80	4,000
Secondary	1,470	1,250	610	260	310	120	4,020
Disadvantaged schools—							
Catholic systemic							
Recurrent	890	1,070	160	190	110	30	2,450
Buildings	1,300	1,730	220	300	170	40	3,760
Total	65,510	58,640	28,410	9,810	13,200	3,650	179,220

TABLE 14.7

SUMMARY OF GRANTS IN COMMITTEE'S RECOMMENDATIONS FOR PROGRAMS AVAILABLE TO ALL SCHOOLS, ALL STATES, 1974 TO 1975

Program	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	All States
	\$000	\$000	\$000	\$000	\$000	\$000	\$000
Libraries—							
Training of teacher-librarians—							
Training courses	350	310	140	100	80	40	1,020
Staff replacement	960	840	380	270	210	100	2,760
Teacher development—							
Employer in-service training	2,660	2,330	1,060	750	580	270	7,650
Education centres—							
Recurrent	180	140	90	90	90	50	640
Buildings	560	420	280	280	280	140	1,960
Special projects(a) . . . . .	..	..	..	..	..	..	6,000
Information systems(a) . . . . .	..	..	..	..	..	..	200
Total government and non-government allocations	4,710	4,040	1,950	1,490	1,240	600	20,230
Total attributable to government schools(b) . . . . .	..	..	..	..	..	..	16,090
Total attributable to non-government schools(b) . . . . .	..	..	..	..	..	..	4,140

(a) Funds for these programs are recommended to be held by the Commission for disbursement in accordance with the merits of proposals.

(b) It follows from (a) that the financial allocation may not in all cases be in strict accordance with this hypothetical distribution.

14.14 In addition to the recommendations amounting to \$660m referred to above, there will be in 1974 to 1975 substantial expenditures arising from existing legislation: \$4.5m for non-government school buildings; \$11.5m for secondary schools libraries; \$16.5m for science laboratories; and considerable outlays on expanded programs for the education of Aboriginal children and children of non English-speaking families. These sums are exclusive of the cost to the Australian Government of running the government schools and giving aid to

non-government schools in the Territories. The outlays also exclude all expenditure on personal assistance programs (for example, scholarships, living allowances).

14.15 The net effect of the Committee's recommendations will be to increase expenditure on schools in 1975 by more than \$300m. This will represent about 0.6 per cent of Gross National Product for that year and will therefore in itself raise the proportion of Gross National Product devoted to primary and secondary schooling by that amount. On the assumption that the program for general recurrent expenditure continues to expand beyond 1975 so that the Committee's target standards are closely approached by 1979, the increase in this proportion due to the Committee's recommendations is likely to approximate 1.5 per cent by that date.

14.16 A complete list of the Committee's recommendations in the order in which they appear in the Report is set out below.

GENERAL RECURRENT GRANTS

GOVERNMENT SCHOOLS (paragraph 6.37)

Grants should be provided for general recurrent expenditure for government schools for 1974 and 1975 as set out in *Table 6.2*.

CATHOLIC SYSTEMIC SCHOOLS (paragraph 6.44)

Grants should be provided for general recurrent expenditure for Catholic systemic schools for 1974 and 1975 as set out in *Table 6.4*.

NON-SYSTEMIC NON-GOVERNMENT SCHOOLS (paragraph 6.51)

(a) Grants should be provided for general recurrent expenditure for non-systemic non-government schools for 1974 and 1975 on the basis set out in *Table 6.5*

(b) The grants should be calculated on the basis of enrolments as at August census dates.

GENERAL BUILDINGS GRANTS

GOVERNMENT SCHOOLS (paragraph 7.10)

Grants should be provided for the replacement and upgrading of government schools for the period 1974 to 1975 as set out in *Table 7.1*, in addition to grants provided for 1974 and 1975 under the *States Grants (Schools) Act 1972*.

NON-GOVERNMENT SCHOOLS (paragraph 7.23)

(a) Grants should be provided for general buildings expenditure for non-government schools for the period 1974 to 1975, as set out in *Table 7.2*.

(b) As from 1 July 1974, the above grants should include the funds provided for non-government schools under the *States Grants (Schools) Act 1972*.

(c) Not more than one-half of the grants in each State should be available for expenditure on new pupil places.

(d) The grants should be distributed within each State by the Schools Commission on the recommendation of the appropriate Regional Board, the establishment of which is recommended in paragraph 13.7.

(e) Applications for buildings grants in the Australian Capital Territory and Northern Territory for the period 1 July 1974 to 31 December 1975 should be considered by the Schools Commission on similar criteria to those used in relation to non-government schools in the States and appropriate recommendations made to the Minister for grants additional to those in *Table 7.2*.

(f) The Minister should be empowered to re-allocate funds between the States, on the recommendation of the Schools Commission.

LIBRARIES

TEACHER-LIBRARIANS' TRAINING (paragraph 8.11)

(a) Grants should be provided for the establishment and maintenance of training courses for teacher-librarians for the period 1974 to 1975 as set out in *Table 8.1*.

(b) Appropriate proportions of the places in training courses should be reserved for teachers from non-government schools.

(c) Grants should be provided for the period 1974 to 1975 for the replacement of teachers in government and non-government schools who are engaged in training courses for teacher-librarians, as set out in *Table 8.2*.

(d) Applications for funds for the training and their replacement during training of teacher-librarians for non-government schools in the Australian Capital Territory and the Northern Territory for the period 1974 to 1975 should be considered by the Schools Commission and appropriate recommendations made to the Minister for grants additional to those in *Tables 8.1* and *8.2*.

SECONDARY SCHOOLS LIBRARIES (paragraph 8.18)

(a) Grants should be made to the States for libraries for government and non-government secondary schools for the period 1974 to 1975 as set out in *Table 8.3*, in addition to grants under the *States Grants (Secondary Schools Libraries) Act 1971*.

(b) The Secondary Schools Libraries Committee should be reconstituted as a Committee of the Schools Commission to advise the Commission on matters relating to secondary schools libraries.

(c) The program for secondary schools libraries should be administered by the Schools Commission on the advice of Regional Boards, the establishment of which is suggested in paragraph 13.7.

(d) Applications for secondary schools libraries grants in the Australian Capital Territory and the Northern Territory for the year 1975 should be considered by the Schools Commission and appropriate recommendations made to the Minister for grants additional to those in *Table 8.3*.

PRIMARY SCHOOLS LIBRARIES (paragraph 8.22)

(a) Grants should be provided for libraries for government and non-government primary schools for the period 1974 to 1975 as set out in *Table 8.4*.

(b) A Primary Schools Libraries Committee should be constituted as a Committee of the Schools Commission to advise it on matters relating to primary schools libraries.

(c) The program for primary schools libraries should be administered by the Schools Commission on the advice of Regional Boards, the establishment of which is suggested in paragraph 13.7.

(d) Applications for primary schools libraries grants in the Australian Capital Territory and the Northern Territory for the period 1974 to 1975 should be considered by the Schools Commission and appropriate recommendations made to the Minister for grants additional to those in *Table 8.4*.

DISADVANTAGED SCHOOLS

SUPPLEMENTARY RECURRENT GRANTS (paragraph 9.45)

(a) Grants should be provided for the period 1974 to 1975 as set out in *Table 9.1* for the development of programs in and for schools judged by State Education Departments and Boards of Trustees for Catholic Systemic Schools (the establishment of which is recommended in paragraph 13.19) to be disadvantaged on the basis of selected characteristics of the population from which they draw pupils.

(b) State Education Departments should establish task forces, with representation from appropriate non-government education authorities, to stimulate and assist the development of programs within disadvantaged schools or groups of schools.

(c) Schools judged as eligible by their central authorities should be informed of their eligibility and encouraged to make proposals which would assist in the education of pupils in these schools.

(d) The Schools Commission should be kept informed of the nature of the projects and their outcomes.

SUPPLEMENTARY BUILDINGS GRANTS (paragraph 9.57)

Grants should be provided for the period 1974 to 1975 as set out in *Table 9.2* for the refurbishing and upgrading of buildings and facilities in schools judged by State Education Departments and Boards of Trustees for Catholic Systemic Schools to be disadvantaged on the basis of selected characteristics of the population from which they draw pupils, and whose buildings are in urgent need of immediate improvement, with first priority being given to inner-city schools.

SPECIAL EDUCATION

SPECIAL TEACHERS' TRAINING (paragraph 10.17)

(a) Grants should be provided for the period 1974 to 1975 as set out in *Table 10.1* for the conduct of courses mounted by Education Departments to provide full-time training in the education of handicapped children.

(b) Grants should be provided for the period 1974 to 1975 as set out in *Table 10.2* for the replacement of teachers in government schools who are engaged in training courses for teachers of the handicapped.

(c) The Minister should request the Australian Universities Commission and the Australian Commission on Advanced Education to investigate the provision for the training of teachers of handicapped children at universities and colleges and to make financial recommendations to ensure the adequacy of such provision.

RECURRENT EXPENDITURE (paragraph 10.24)

Grants should be provided for the years 1974 and 1975 as set out in *Table 10.3* for recurrent expenditure in special schools and classes additional to that provided in general recurrent expenditure.

NON-GOVERNMENT SCHOOLS (paragraph 10.27)

Grants should be provided for 1974 and 1975 as set out in *Table 10.4* to enable State Education Departments to assume responsibility for the recurrent operations of those non-government schools for handicapped children which elect to become part of State systems and to make increased subsidies to those which elect to remain outside them.

BUILDINGS EXPENDITURE (paragraph 10.29)

Grants should be provided for the period 1974 to 1975 as set out in *Table 10.5* to enable State Education Departments to provide additional facilities for the education of handicapped children and to replace and upgrade existing facilities.

TEACHER DEVELOPMENT

EMPLOYER IN-SERVICE TRAINING (paragraph 11.13)

(a) Grants should be provided for the in-service education of teachers for the period 1974 to 1975 as set out in *Table 11.1*.

(b) Courses organised under the grants should be planned in each State by a committee composed of representatives of State and Catholic education authorities and of non-systemic non-government schools and should be open to teachers in all types of school.

EDUCATION CENTRES (paragraph 11.21)

(a) Funds should be provided for the establishment and operation of Education Centres in response to applications made by locally based groups of teachers, as approved by the Schools Commission on the advice of Regional Boards, the establishment of which the Committee recommends in paragraph 13.7.

(b) The Education Centres should be incorporated as non-profit making bodies, governed by a management committee, a majority of whose members are practising teachers.

(c) The funds for establishing Education Centres for the period 1974 to 1975 should be as set out in *Table 11.2*.

(d) The funds for operating Education Centres for the period 1974 to 1975 should be as set out in *Table 11.3*.

(e) Applications for Education Centres in the Australian Capital Territory and the Northern Territory for the period 1974 to 1975 should be considered by the Schools Commission and appropriate recommendations made to the Minister for grants additional to those in *Tables 11.2 and 11.3*.

FOSTERING CHANGE

SPECIAL PROJECTS FUND (paragraph 12.19)

(a) A Special Projects Fund should be established for the support of projects of such a kind as to promote change at school, systemic and national levels.

(b) The Special Projects Fund should be administered by the Schools Commission on the advice of a Special Projects Committee set up for that purpose.

(c) That an amount of \$6m should be made available for the Special Projects Fund for the period 1974 to 1975.

ADMINISTRATION AND ACCOUNTABILITY

FINANCIAL AND STATISTICAL RETURNS (paragraph 13.17)

A condition of all Australian Government grants should be that the recipients of grants supply as required and in accordance with the Commission's requirements a financial accounting of all moneys received, certified by recognised auditors, and statistical returns on the use of human and material resources in the conduct of the schools for which the grants are made.

GRANTS TO CATHOLIC SYSTEMIC SCHOOLS (paragraph 13.20)

Grants to States for Catholic systemic schools should be on condition that in each State and Territory the Catholic education authorities establish a Board of Trustees for Catholic Systemic Schools, two members of which being appointees of the Commonwealth Minister for Education, to receive Australian Government grants for systemic schools and disburse them in accordance with their intended purposes.

GRANTS TO NON-GOVERNMENT SCHOOLS (paragraph 13.23)

Australian Government grants should be available only to schools approved by the Commission.

COLLECTION OF DATA (paragraph 13.25)

(a) A working party should be formed comprising representatives of the Schools Commission, the Commonwealth and State Departments of Education, and selected non-government education authorities, to investigate the improved collection and flow of school statistics.

(b) A total sum of \$200,000 should be provided for the period 1974 to 1975 to enable feasibility studies of modern information systems to be undertaken.

Appendix

Appendix A

DISTRIBUTION OF SCHOOLS VISITED BY MEMBERS OF THE COMMITTEE

	<i>Metropolitan</i>	<i>Country</i>
NEW SOUTH WALES		
Government	10	4
Catholic	5	1
Other non-government	1	1
	—	—
	16	6
	—	—
VICTORIA		
Government	8	1
Catholic	5	3
Other non-government	2	3
	—	—
	15	7
	—	—
QUEENSLAND		
Government	5	5
Catholic	5	4
Other non-government	3	3
	—	—
	13	12
	—	—
SOUTH AUSTRALIA		
Government	6	6
Catholic	7	2
Other non-government	2	..
	—	—
	15	8
	—	—
WESTERN AUSTRALIA		
Government	6	6
Catholic	4	5
Other non-government	4	..
	—	—
	14	11
	—	—
TASMANIA		
Government	5	4
Catholic	4	1
Other non-government	2	3
	—	—
	11	8
	—	—

	<i>Metropolitan</i>	<i>Country</i>
AUSTRALIAN CAPITAL TERRITORY.		
Government	2	..
Catholic	2	..
Other non-government	3	..
	—	—
	7	..
	—	—
TOTAL SCHOOLS VISITED		
Government	42	26
Catholic	32	16
Other non-government	17	10
	—	—
	91	52
	<hr/>	
Total	143	

Appendix B

ORGANISATIONS AND INDIVIDUALS WHO MADE WRITTEN SUBMISSIONS OR REPRESENTATIONS TO THE INTERIM COMMITTEE¹

ORGANISATIONS

Aboriginal Education Foundation of South Australia
All Souls' School, Queensland
Association for Children with Aphasic and Perceptual Difficulties
Association of Heads of Independent Schools of Tasmania
Association of Independent Schools of New South Wales
Association of Independent Schools of Queensland
Australian Association for the Mentally Retarded, Inc.
Australian Capital Territory Council of Parents and Citizens Associations
Australian College of Education, Victoria
Australian Council for Educational Research
Australian Council for Health, Physical Education and Recreation, South
 Australian Branch
Australian Council for Rehabilitation of Disabled
Australian Council of State School Organisations
Australian Parents Council
Australian Teachers Federation
Autistic Children's Association of New South Wales

Bennelong-North Shore Combined Parents and Friends Association

Canberra College of Advanced Education, School of Teacher Education
Casey and Latrobe Educational Needs Committee, Victoria
Catholic Education Commission of Western Australia
Catholic Education Office, Diocese of Maitland, New South Wales
Catholic Education Office, Archdiocese of Melbourne, Victoria
Catholic Education Office, Archdiocese of Adelaide, South Australia
Catholic Education Office, Archdiocese of Hobart, Tasmania
Centre for the Study of Urban Education, La Trobe University, Victoria
Christ Church Grammar School, Western Australia
Commonwealth Advisory Committee on Standards for Science Facilities in
 Independent Secondary Schools
Commonwealth Department of Education
Commonwealth Secondary Schools Libraries Committee
Conference of Major Superiors of Clerical Religious Orders in Australia
Congregation of Christian Brothers, Province of New South Wales
Congregation of Christian Brothers, Province of Queensland
Congregation of Christian Brothers, Province of Victoria and Tasmania

¹Includes organisations or individuals on whose behalf submissions were made by Members of State or Commonwealth Parliaments, or where the Minister for Education referred submissions to the Committee.

Council for the Defence of Government Schools, New South Wales
 Council for the Defence of Government Schools, Victoria
 Department of Education, New South Wales
 Department of Education, Victoria
 Department of Education, Queensland
 Department of Education, South Australia
 Department of Education, Western Australia
 Department of Education, Tasmania
 Elonera School, New South Wales
 Federal Catholic Schools' Committee
 Federation of Autistic Children's Associations of Australia
 Federation of Parents and Citizens Associations of New South Wales
 Federation of Parents and Friends Associations of South Australian Catholic
 Schools
 Fremantle Community School, Western Australia
 Glenferrie Primary School Committee, Victoria
 Hawthorn Primary Schools, Victoria
 Hume Public School, New South Wales
 Huntingdale Technical School, Victoria
 I.B.M. Australia Ltd
 Illawarra District Council of Parents and Citizens Association
 Inner City Education Alliance, New South Wales
 Isolated Children's Parents Association
 Kew Primary School Committee, Victoria
 Library Association of Australia
 Lismore Presentation Congregation, New South Wales
 Loreto Convent, Western Australia
 Lutheran Church of Australia
 Mackellar Girls High School Parents and Citizens Association
 Macquarie University, School of Education
 Marist Brothers Provincial House, New South Wales
 Mental Health Authority, Victoria
 Ministerial Committee of Inquiry into Special Education in Victoria
 Modern Language Teachers Association of Queensland
 Mount Beauty High School Advisory Council, Victoria
 Mount Scopus Memorial College, Victoria
 Movement for the Defence of Government Schools, Tasmania
 National Council of Independent Schools
 National Union of Associations for Parent-Controlled Christian Schools
 New South Wales Council for the Mentally Handicapped
 New South Wales Teachers Federation
 Ogilvie High School Parents and Friends Association, Tasmania

Parents and Friends Federation of Victoria
Parents Without Partners in Australia, Queensland Branch
Physical Education Teachers Association of South Australia
Pride Business College, South Australia

Queensland Teachers Union

St Gabriel's School for Deaf Boys, New South Wales
St Michael's Novitiate, New South Wales
St Michael's and St John's Catholic Primary School, Victoria
School Library Association of Victoria
Scotch College, Tasmania
Sisters of Mercy, New South Wales
Sisters of St Joseph of Goulburn, New South Wales
Society of Jesus, Australian Province
South Australian Institute of Teachers
South Australian Schools for Deaf and Blind Children
State School Teachers Union of Western Australia (Inc.)
Summer Hill Infants School Club, New South Wales

Talire School for Retarded Children, Tasmania
Tasmanian District Schools Principals Association
Technical Teachers Association of Victoria
Toorak Central School Committee, Victoria

Victorian Council of School Organisations
Victorian Farmers Union
Victorian Federation of State School Mothers Clubs
Victorian Teachers Union

Wallerawang/Lidsdale Parents and Citizens Association, New South Wales
West Head Independent Secondary School, New South Wales

Yooralla Balwyn Fathers and Friends Club

STATE LIBRARY OF VICTORIA

INDIVIDUALS

Callaghan, F. H., Victoria
Coulter, E., New South Wales
Donnelly, R. P., Western Australia
Dyer, A. D. P., Victoria
Fensham, Professor P. J., Victoria
Freeth, H. A., New South Wales
Head, B. J. and J. L., New South Wales
Hirst, J., New South Wales
Indorf, Dr F., Queensland
Jordan, Father G. F., New South Wales
Krane, H. H., Victoria
MacAleese, G. F. C., Western Australia

Phillips, R. D., New South Wales
Riddell, M. A., New South Wales
Roberts, M., New South Wales
Schoenheimer, Dr H. P., Victoria
Stephens, J., Tasmania
Stewart, Bishop B. D., Bishop of Sandhurst, Victoria
Swan, P., Australian Capital Territory
Trathen, D. A., New South Wales
Vincent, Brother, New South Wales
Willee, Dr A. W., Victoria

Appendix C

ORGANISATIONS AND INDIVIDUALS WITH WHOM THE COMMITTEE HELD DISCUSSIONS

- AUSTRALIAN COLLEGE OF EDUCATION : Professor G. W. Bassett, W. N. Oats
- AUSTRALIAN COUNCIL FOR REHABILITATION OF DISABLED—NATIONAL COMMITTEE ON EDUCATION : N. W. Drummond, T. L. W. Emerson, Professor Marie Neale, A. E. Wood
- AUSTRALIAN COUNCIL OF STATE SCHOOL ORGANISATIONS : S. Berg, J. Kirner, J. W. N. Riddell, H. Waring
- AUSTRALIAN PARENTS COUNCIL : Dr D. Dineen, J. Herman, M. McGovern, M. Slattery
- AUSTRALIAN TEACHERS FEDERATION
- New South Wales Teachers Federation : M. Adams, L. Childs, F. Clarke, E. Mattick, C. Rennie
- Victorian Teachers' Union : D. Bull, R. Homes
- Technical Teachers Association of Victoria : C. Lees, G. Tickell
- Queensland Teachers Union : E. P. Clark, R. H. Costello
- South Australian Institute of Teachers : M. Haines, R. Harris
- State School Teachers Union of Western Australia (Inc.) : F. R. Evans, T. Lloyd
- Tasmanian Teachers Federation : D. Hunt
- Northern Territory Teachers Association : P. Turnbull
- Australian Capital Territory Teachers Association of the New South Wales Teachers Federation : R. Lee
- Papua New Guinea Teachers Federation : M. J. Grimes
- COMMONWEALTH COMMITTEE ON FACILITIES FOR NON-GOVERNMENT SCHOOLS¹ : Sir Ivan Dougherty, D. Robinson
- COMMONWEALTH SECONDARY SCHOOLS LIBRARIES COMMITTEE¹ : Sir Brian Hone, P. Hughes, P. B. Kearns
- COUNCIL FOR THE DEFENCE OF GOVERNMENT SCHOOLS : J. Ely, R. Nilsen, M. Sturgess, A. E. Tucker, G. Wilson

¹ Discussions with Chairman and Deputy Chairman only.

DEPARTMENTS OF EDUCATION

: J. Buggie, New South Wales
Dr L. Shears, Victoria
A. E. Guymer, Queensland
L. Dodd, South Australia
J. H. Barton, Western Australia
A. Gough, Tasmania
K. N. Jones, Australian Capital Territory and Northern Territory

FEDERAL CATHOLIC SCHOOLS COMMITTEE

: Monsignor J. Bourke, M. Coghlan,
E. T. Carroll, Archbishop
J. P. Carroll, Bishop F. P. Carroll,
B. Keating

NATIONAL COUNCIL OF INDEPENDENT SCHOOLS

: J. M. Dixon, Father G. F. Jordan,
A McI. Scott, P. N. Thwaites

Appendix D

ORGANISATIONS AND INDIVIDUALS WITH WHOM THE CHAIRMAN AND DEPUTY CHAIRMAN HELD DISCUSSIONS ABOUT THE COMMITTEE'S QUESTIONNAIRES

NEW SOUTH WALES

Hon. E. A. Willis, M.L.A., Minister for Education

Department of Education

J. D. Buggie, Director-General of Education

J. Stephens, Deputy Director-General

A. H. Webster, Director of Planning

Catholic Education Office

Brother Alman, W. Bloomfield, T. H. Barker, E. T. Carroll, T. Hughes,
B. McBride, Father T. O'Donovan, Sister Mary Patrick, Brother
X. Simmons, R. Slattery, Monsignor J. F. Slowey.

Non-systemic Schools

J. Buckham, G. Ferguson, Father G. Jordan, J. McCann, P. J. McKeown,
V. Medway, B. H. Travers

VICTORIA

Department of Education

F. H. Brooks, Director-General of Education

T. J. Moore, Assistant Director-General of Education

H. S. Osmond, Statistics Officer

Catholic Education Office

Mother Mary Aymard, J. Brassil, Father P. F. Byrth, V. Faulkner, Brother
P. C. Naughtin, A. O'Brien, P. Teggevore

Non-systemic Schools

A. G. W. Coleman, A. D. P. Dyer, Brother W. Greening,
J. M. Montgomery, P. N. Thwaites

QUEENSLAND

Hon. Sir Alan Fletcher, M.L.A., Minister for Education and Cultural
Activities

Department of Education

A. E. Guymer, Director-General of Education

C. Gilmore, Deputy Director-General of Education

G. F. Berkeley, Director, Special Educational Services

W. L. Hamilton, Director, Primary Education

C. R. Roberts, Director, Secondary Education

A. E. Hinchey, Chief Administrative Officer

R. Lenahan, Research Officer, Research and Curriculum Branch

Catholic Education Office

D. Denny, A. Druery, D. Flynn, Sister Mary Lourea, Father
R. J. McKeirnan, Sister Mary Monica, Father B. O'Shea

Non-systemic Schools

Brother B. Boulton, H. Granowski, R. Haddrell, M. A. Howell, P. Krebs

SOUTH AUSTRALIA

Hon. H. R. Hudson, M.H.A., Minister of Education

Department of Education

A. W. Jones, Director-General of Education
L. Dodd, Deputy Director-General, Resources
J. R. Steinle, Deputy Director-General, Schools
K. E. Barter, Director, Secondary Education
D. A. Harris, Director, Educational Services and Resources
A. E. Wood, Director, Primary Education
T. M. Barr, Acting Director, Administration and Finance
E. C. Wilson

Catholic Education Office

Brother W. G. Hall, J. Hayball, Sister Mary John, Brother K. E. Johns,
Brother S. Kennedy, J. A. Macdonald, Sister Mary Raymond, Sister Mary
Marieanna

Non-systemic Schools

D. H. Forder, Rev. J. S. C. Miller, R. Watts

WESTERN AUSTRALIA

Hon. T. D. Evans, M.L.A., Minister for Education and Attorney-General

Department of Education

J. H. Barton, Director-General of Education
Dr D. Mossenson, Assistant Director-General, Personnel
S. W. Woods, Assistant Director-General, Administration
S. R. Palmer, Director, Primary Education
H. W. Loudon, Acting Director, Secondary Education
D. C. Briggs, Superintendent, Research and Planning

Catholic Education Office

Sister Gema Grant, Brother J. Kelly, M. McGovern, K. McKenna, Father
J. Nestor, D. O'Sullivan, Sister Carmel Ryan, J. Williams, Brother
J. C. Woodruff

Non-systemic Schools

H. Barr, D. A. Lawe Davies, J. Maloney, P. M. Moyes

TASMANIA

Hon. W. Neilson, M.H.A., Minister for Education

Department of Education

A. V. Gough, Director-General of Education
B. Mitchell, Deputy Director-General
L. D. Blazely, Superintendent of Research

Catholic Education Office

M. Coghlan, H. de Souza, Sister Elizabeth Dwyer, Father J. Williams

Non-systemic Schools

Rev. D. Clark, J. Emmerson, C. Fitzgerald, W. N. Oats

Commonwealth Department of Education¹

R. A. Foskett, Acting First Assistant Secretary, Territorial Education

N. R. Edwards, Acting Assistant Secretary, Territorial Planning and
Building

B. Peck, Acting Assistant Secretary, A.C.T. Education Services

¹ Discussions with Deputy Chairman and Secretary.

Appendix E

THE SOCIO-ECONOMIC SCALE FOR DISADVANTAGED SCHOOLS¹

The allocation of funds for disadvantaged schools among States and between the government and Catholic systemic schools, in Chapter 9, was based on an index measuring the degree of disadvantage in particular schools. The construction and interpretation of this index—the Socio-Economic Scale—are discussed below.

The basic unit of analysis was the 'collector's district', the smallest geographic unit for which information is available from the Census. The size of a collector's district depends in part on population density. In highly urbanised areas, the collector's district is generally a compact area containing about 800 persons. It is usual for the socio-economic characteristics of the population of such a small area to be relatively homogeneous. In all, there are some 11,200 collector's districts in the major-urban areas of Australia. Outside the large cities, a collector's district often covers a very large area but its population is generally smaller than in the cities. There are some 10,300 collector's districts outside the major-urban areas making a total of 21,500 collector's districts throughout Australia.

CHOICE OF DATA

Factors frequently suggested by research as significant determinants of educational performance and aspiration are intelligence, sex and socio-economic status. It is clear that in a geographic context the socio-economic status of children attending a school is a most important determinant of the extent to which children at that school are educationally disadvantaged. Ethnicity and inadequate command of the English language are important additional factors contributing to educational disadvantage.

The Census provides data suitable for describing a district explicitly in terms of ethnicity and non English-speaking migrants, and implicitly in terms of attributes related to socio-economic class. Census-derived variables describing nine broad characteristics of individual districts were selected for further analysis. The principal characteristic was occupation within which 14 separate occupation categories were defined. Also included were extent of schooling, incidence of non English-speaking migrants, unemployment and residential mobility, certain aspects of the family, religious adherence, number of Aborigines, and housing conditions.

For the data to contribute to the subsequent analysis it was important that there be efficient discrimination among areas of differing socio-economic status. It is well known that the most important single determinant of social rank is occupation; consequently, it was important that a suitable occupation grouping be devised. Occupational hierarchies which attempt to reflect the relative status of

¹ The assistance of Keith Blackburn, Chief Statistical Officer, Commonwealth Department of Education, in the preparation of this appendix is gratefully acknowledged. Construction of the Socio-Economic Scale was undertaken by the Department of Education in collaboration with the Commonwealth Bureau of Census and Statistics without whose support the project would not have been feasible. State Education Departments and Catholic Education Offices also made valuable contributions by providing data used in the preparation of the index.

different occupational categories have been constructed by a number of sociologists. In the Australian context, Broom, Jones and Zubrzycki have prepared an occupational classification of the Australian workforce in terms of the 1961 Population Census *Classification of Occupations*.¹ They classified the 342 census occupation categories into 100 groups. In subsequent work Broom and Jones condensed these groups into 16 broad categories, largely on the basis of the level of skill or skill type of each job, and ordered them to form a prestige-scale.²

For individual collector's districts, information on occupation was available from the Census at the two-digit level of the *Classification of Occupations*. Although some 72 separate occupations are identified at the two-digit level, the grouping of the classification is industry-oriented rather than skill-oriented. Particularly in the section of the classification dealing with tradesmen, production-process workers and labourers, the classification does not lend itself to skill grouping; in other parts of the classification skill dissection is available. Within these constraints, 14 occupation categories were determined, based largely on those formulated by Broom and Jones.

The nature of data classifications also affected the form in which other measures were described but generally it did not impose a significant constraint. In describing the level of schooling of each community, a measure of the extent to which children continue their education beyond the minimum school leaving age was required. This was assessed indirectly by expressing the number of children at school as a proportion of children aged 5 to 18 years. Measures of the proportions of the relevant adult populations proceeding beyond the first secondary grade of schooling, beyond the third secondary grade, and having post-secondary qualifications were also included. Persons undertaking post-secondary studies were expressed as proportions of the 15 to 24 years age group, as were full-time students.

Data concerning school children from non English-speaking homes are not tabulated in respect of collector's districts but three proxy measures, all highly correlated with the required information, were available to describe this attribute. The first two measures expressed the total number of migrants and the number of recent migrants from selected (non English-speaking) birthplaces as proportions of the total number of persons in the district. The third measure showed the proportion of persons aged less than 25 years whose parents were from non English-speaking birthplaces.

Several family characteristics which might conceivably affect educational outcomes have been captured in four measures. The incidence of single-parent families is indicated by the proportion of sometime married persons separated, divorced or widowed. The proportion of married women who are in the workforce, and the pattern of short-term and long-term residential mobility have also been indexed.

¹ Broom, L., Jones, F. L. & Zubrzycki, J., 'An Occupational Classification of the Australian Workforce', *Australian and New Zealand Journal of Sociology* 1965, 1 (October) Supplement.

² Broom, L. & Jones, F. L., 'Father to Son Mobility: Australia in Comparative Perspective', *American Sociological Review*, vol. 74 (1969), pp. 333-342.

The only explicit measures of the physical environment were six housing variables. These describe the general nature of housing in terms of improvised dwellings, shared dwellings, bedroom provision, and the sharing of bathroom and kitchen facilities. The extent to which families live in accommodation rented from housing authorities or rented privately was also measured.

Table E. 1 shows the measures selected from the census data for analysis (see page 173).

DETERMINATION OF WEIGHTS

Considerable summarisation of the 38 separate, but often strongly related, variables was necessary for them to provide the basis of an administratively useful characterisation of school neighbourhoods. Principal component analysis was used to ascertain which variables were the most efficient discriminators. Variables which fluctuated in ways generally unrelated to the broad underlying socio-economic differences indicated by other variables were discarded. The analysis also provided appropriate weighting for the variables which were ultimately retained.

Because of the markedly different social composition of major-urban areas as compared with non major-urban areas, a separate analysis was conducted for each. In major-urban areas, the larger population size generally leads to greater geographic stratification of social levels than occurs in non major-urban areas. The population of a small town will contain a cross-section of people with differing occupations and amounts of education. Professional, skilled, semi-skilled and unskilled workers may all live within the same area and may all send their children to the same school. The nature of country towns will differ, of course, and it is possible to discriminate to some extent between towns and between localities within large towns and provincial cities. Because the social composition of these areas differs from that of the large cities, so the weightings of variables used in discriminating among country areas differ from those used in the major cities.

The analysis involved a number of separate procedures. First, the values of the 38 selected variables were calculated for each collector's district. The mean and variance of each variable was then calculated and standardised variables with zero mean and unit variance were constructed. A correlation matrix of the standardised variables was then generated using data in respect of the 10,300 or 11,200 appropriate collector's districts. Each correlation matrix contained 741 cells which described each of the intercorrelations of all 38 variables. This matrix describes a vector space in terms of the 38 original variables set out in *Table E. 1*. Since it fully portrays the inter-relationships of these variables, it provides the basis for all subsequent analyses.

From a general consideration of the 38 distinct but related variables one might venture the observation that a small number of factors underlie the general pattern described by the variables. The related mathematical techniques of principal component analysis and factor analysis provide an objective basis for actually determining the extent to which a limited number of factors are latent in a given

set of measurements. The techniques do not in themselves connote the significance of such hypothetical constructs and it is necessary to decide subjectively the meaning of any such factors.

Given the correlation matrix it is possible to restate the original 38 variables in terms of a new vector space in which the (new) variables are uncorrelated with one another. When restated in this way certain characteristics of the original variables can be seen more clearly. It was found that one factor accounted for a large proportion of the original variability observed among individual collector's districts. This factor was interpreted as relating to socio-economic class. Only one or two additional factors were of any significance, the remaining vectors being of no significance in explaining variability between collector's districts. Given the high correlation of the original variables this was not a surprising outcome.

Because the new vector space is derived by establishing lines of best fit in terms of the original variables, the principal components may not align particularly well with the original variables. For this reason the new vector space is rotated so as to re-align the principal components more closely with the original variables. After this realignment it is possible more readily to identify the extent to which each of the original variables contributes to the factors which explain most of the identifiable variation among collector's districts. Those variables which did not assist in discriminating among districts were discarded, allocated a zero weight, and the analysis was repeated with a reduced number of original variables. Again, variables that did not contribute significantly to variance were discarded until after repeated iterations a subset of the original variables was arrived at which described adequately the socio-economic factor.

The graphically defined pupil catchment area of each school was converted to a numeric code. These school-related area codes provided the basis on which census material was compiled for each school. From this data the 38 variables enumerated in *Table E. 1* were calculated for individual schools. The weights obtained from the principal component analysis were then applied to the variables to obtain the measure termed the Socio-Economic Scale.

Another factor which is highly correlated with the scale, but which is nevertheless distinct from it, is the extent to which a school serves pupils from non English-speaking homes: a weighting of the three 'migrant' variables included in the analysis provides a measure of migrant density in a school neighbourhood.

Similarly, the incidence of Aborigines within a school feeder area can be calculated by using the proportion of Aborigines in the population of these areas.

VALIDATION OF SCALES

The general validity of the Socio-Economic Scale has been established through a subjective comparison with data provided by education authorities in their submissions to the Committee.

In a survey conducted in 1972, a cross-section of Perth teachers was asked to rate the 'educational standing of some 53 localities according to a five-point scale',¹ and a ranking of the localities was obtained from their aggregated assessments. A

¹ From an unpublished paper: 'Some Factors Associated with Reading Achievement in Western Australian Primary Schools' (Education Department of Western Australia, August, 1972).

comparison of the mean ratings of the localities reported in this study with the Socio-Economic Scale for schools in those localities revealed a high and positive correlation. These findings confirm that the broad indications of disadvantage provided by the Socio-Economic Scale accord with informed subjective judgments.

The Socio-Economic Scale is considerably more powerful, however, than are subjective assessments in that its scope is Australia-wide. When generalised nationally, the scale enables inter-State comparisons which would not be possible either subjectively or through using other aggregative data.

TABLE E.1
VARIABLES USED FOR ANALYSIS OF COLLECTOR'S DISTRICTS

<i>Group</i>	<i>Individual variables</i>
Occupation	Variables expressed as proportion of appropriate work-force: Upper professional (male) Managerial and self-employed (male) Clerical and related workers (male) Shop assistants (male and female) Farm and rural workers (male) Miners (male) Drivers (male) Operatives and process workers (male) Operatives and process workers (female) Service industry workers (male) Armed services (male) Lower professional (male) Craftsmen and foremen (male) Labourers (male)
Housing	Variables expressed as proportion of private occupied dwellings: Dwellings occupied by single family units Dwellings in which kitchen and bathroom facilities are not shared Housing authority tenanted dwellings Rented dwellings Total number of bedrooms Persons living in improvised dwellings as proportion of all persons
Schooling	Variables expressed as proportion of the appropriate age group: Children at school Persons with post-secondary qualifications Full-time students Persons undertaking post-secondary studies Persons who did not proceed beyond the first secondary grade Persons who did not proceed beyond the third secondary grade
Employment	Unemployed persons (excluding persons looking for first job) as proportion of the workforce.
Migration	Variables expressed as proportion of actual persons: Recent non English-speaking settlers All non English-speaking settlers Persons under 25 with non English-speaking parents
Residential mobility	Persons living in same division as at 1966 Census as proportion of all persons Persons who were usual residents of the dwellings as proportion of all residents
Family	Ever-married persons who were separated, widowed or divorced as proportion of all persons Married women in employment as proportion of all married women
Ethnicity	Aborigines as proportion of population
Religion	Variables expressed as proportion of total persons: Catholic and Roman Catholics Presbyterians Hebrews

FUTURE DEVELOPMENT OF THE SCALE

There are at least three directions of future development of this project. First, as a technique for the geographic analysis of sociological data, the approach adopted would appear to have considerable potential. The technique is not new, but it is only since the development of modern computing facilities that it has been possible to employ it in the service of analysis for nation-wide policy decisions. Secondly, the value of the data that have been assembled in respect of individual schools will be further enhanced if in addition to the measures of disadvantage, measures of the resource inputs to and outcomes of individual schools could be obtained. Thirdly, further analysis of the census data, particularly in respect of non major-urban areas, could lead to improvement of the scale and to the development of additional specific measures which could have application in the field of educational and social welfare.

STATE LIBRARY OF VICTORIA