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CABINET DECISION

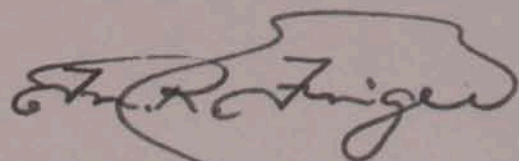
NO. 1568

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Submission No.: 1337

Title: GREEN PAPER ON PRIMARY AND SECONDARY EDUCATION  
IN THE NORTHERN TERRITORY - DIRECTIONS FOR THE 80'S.

Cabinet approved the tabling of the Green Paper in the  
Legislative Assembly.



(M.R. FINGER),  
Secretary to Cabinet.

2 March, 1981

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FOR CABINET

SUBMISSION No: 1337 .....

<p>Title:</p> <p>Minister</p> <p>Purpose:</p> <p>Relation to existing policy:</p> <p>Timing/ legislative priority:</p> <p>Announcement of decision, tabling, etc:</p> <p>Acting re-quired before announcement:</p> <p>Staffing implications, numbers and costs, etc:</p> <p>Total cost:</p>	<p>Green Paper on Primary and Secondary Education in the NT. Directions for the 80's.</p> <p>The Hon J M Robertson MLA.</p> <p>To obtain Cabinet approval for the tabling of the paper in the Legislative Assembly.</p> <p>A number of changes are proposed.</p> <p>As soon as possible.</p> <p>To be tabled in the Legislative Assembly in the February/March sittings.</p> <p>Nil.</p> <p>Nil.</p>
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#### THE ISSUE

Cabinet approval is sought for the tabling of the Green Paper on Primary and Secondary Education in the Northern Territory : Directions for the 80s.

#### THE BACKGROUND

A draft copy was prepared and submitted to the Minister for Education. The Minister cleared the draft for printing and distribution.

#### CONSIDERATION OF THE ISSUES

As this is a discussion paper which will be circulated widely within the N.T. for comment, it is particularly desirable that it be tabled in the Legislative Assembly.

#### OPTIONS

- (a) That Cabinet agree to the tabling of the Paper; or
- (b) That Cabinet decide that the Paper not be tabled.

#### PUBLIC IMPACT

Considerable public discussion, comment and input are expected.

#### FINANCIAL CONSIDERATIONS

Nil.

#### EMPLOYMENT CONSIDERATIONS

Nil.

2.

LEGISLATION

Nil.

PUBLICITY

The Paper will help inform the public of what the Government is doing in the field of education and what the possible directions for the 80s are, at the same time giving it the opportunity to influence Government policies.

TIMING

As soon as possible.

RECOMMENDATIONS

That Cabinet agree to the immediate tabling of the Green Paper.

*Jim Robertson*  
23/2



NORTHERN TERRITORY DEPARTMENT OF EDUCATION

GREEN PAPER

ON

PRIMARY AND SECONDARY EDUCATION

IN THE NORTHERN TERRITORY

DIRECTIONS FOR THE 80s

*Presented for discussion by:*

THE HON. J.M. ROBERTSON, M.L.A.

MINISTER FOR EDUCATION

FEBRUARY 1981

FOREWORD

The Northern Territory Government has been responsible for the delivery of educational services to Territorians only for the past 20 months. In that short time, considerable progress has been made across the entire spectrum of the Education portfolio. Significant initiatives have been taken to improve the quality of education offered.

The development of a core curriculum for all primary and secondary schools is one example. A major expansion of services and facilities has been launched in the field of technical and further education. Through regionalisation, the education system has become more responsive to local needs, while the new Education Act makes formal provision for parents and other interested members of the community to participate in decision-making on educational issues. Action is in train for the creation of a Northern Territory Teaching Service. The Government has also moved quickly to fill the last remaining major gap in Northern Territory education with plans for the establishment of a university.

Progress to date, however, is only a beginning. Much more needs to be done to develop a high quality, flexible, developmental system of education which is fully geared to the needs of our students and to the Territory's conditions which in many respects differ from those of other parts of Australia.

Before the Territory becomes locked into a system of education which in future may become increasingly difficult to change, the time has come to scrutinise the strengths and weaknesses of the present system and those aspects of education in need of further attention, change and development.

Accordingly, the Government has prepared this Green Paper on primary and secondary education in the Northern Territory

(ii)

outlining aims and future directions. The purpose is to give all interested Territorians the opportunity to have a say in planning the structure of the system and the type of educational services that they want for their children.

As well as describing many present policies, the Paper proposes new initiatives aimed at providing the best possible educational services for the people of the Northern Territory. Both the existing and proposed policies are open to discussion and comment.

During the next three months it is my hope that individuals and groups interested in education in the Northern Territory will make the necessary constructive input to enable the Government to set policies which represent the aspirations of Territorians for the education of their children in the 1980s and beyond.

I urge you to take full advantage of this timely opportunity.

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English is not the mother tongue for a large number of Aboriginal children. A recent survey of the N.T. student population shows that in urban areas approximately 17% of the students do not speak English as a first language. Special teaching methods, therefore, are required.

Teacher numbers in the N.T. have decreased significantly but it is still high relative to the states. This factor adds to the already high cost of administering the education system and to difficulties in staffing educational premises in the isolated areas where teachers are scarce.

More than half of the schools in the Territory serve predominantly Aboriginal communities. Many are small, isolated establishments which together accommodate approximately 60% of the total Aboriginal school population. Owing partly to extreme isolation and to the outstation movement more than 2-3,000 Aboriginal children are presently not enrolled in a school.

Department of Education, Schools Registration, Canberra, June 1970, p. 11.  
Survey of Factors Relating to Multiculturalism in the Northern Territory, Department of Education, Darwin, 1973.

1. THE NORTHERN TERRITORY CONTEXT

The Territory's background differs widely from most of the remainder of Australia. Many factors which have a strong bearing on the educational process and the delivery of educational services, together with concomitant problems, merit consideration.

Vast distances, trying climatic conditions, a small but scattered population, and regions accessible only by air, all contribute to the highest per capita cost in Australia of providing educational services (approximately double the national average)<sup>1</sup>.

The N.T. continues to have a higher rate of population growth than the rest of Australia. The population is also highly mobile and ethnically diverse. These factors mean that schools are required to cope with continually changing groups of children with a wide range of backgrounds and ability levels.

English is not the mother tongue for a large number of Aboriginal and migrant students. A recent survey<sup>2</sup> of the N.T. student population shows that in urban areas approximately 17% of the students do not speak English as a first language. Special teaching strategies, therefore, are required.

Teacher turnover in the N.T. has decreased significantly but it is still much higher than in the States. This factor adds to the already high cost of administering the education system and to difficulties in staffing educational programs in the isolated areas where teachers find conditions most exacting.

More than half of the schools in the Territory serve predominantly Aboriginal communities. Many are small, isolated one or two teacher schools which together accommodate approximately 30% of the total Aboriginal school population. Owing partly to extreme isolation and to the outstation movement some 2-3 000 Aboriginal children are currently not enrolled in a school.

<sup>1</sup> Statistical Bulletin. Schools Commission, Canberra, June 1980, p. 55.

<sup>2</sup> Survey of Factors Relating to Multiculturalism in the Northern Territory. Department of Education, Darwin, 1979.

Although conventional employment opportunities are extremely limited in isolated centres, some Territory and Commonwealth funding is available for local employment-creating schemes and Aboriginal communities are encouraged to tender for and carry out a range of local projects. Post-primary and secondary education must therefore prepare students for local employment while also providing pre-vocational training for employment at main centres.

Isolation presents special problems for both student and teacher. For the student, opportunities to acquire the non-Aboriginal social skills that are so necessary for success in urban life, are scant. The teacher has to carry a different, perhaps heavier, professional responsibility than in urban areas. He or she is often the main or only source of English Language experience for the local community. He or she may be called upon to instruct in certain areas of health and hygiene which would normally be taught at home.

The Government has to provide the same range of primary and secondary courses as in other States even though the N.T. school population is very much smaller by comparison. The professional support which must be provided in the form of curriculum and materials development and evaluation, and advisory services must cover all areas and cannot be simply varied on a per capita basis.

The Government has also accepted certain responsibilities in respect of non-government schools. These are detailed in Section 2.4 below.

The Act makes specific provision for the establishment of an Education Advisory Council and a Post-School Advisory Council to advise the Minister on matters pertaining to 'school' education and 'post-school' education respectively. Detailed reference to advisory councils is contained in Section 4.1.1.

The Minister/Ministerial Department/Departmental Authorities have the honour of the Education Act, the Minister for Education is responsible for the general administration

## 2. THE GOVERNMENT'S RESPONSIBILITY

### 2.1 The Education Act : Philosophy and scope

In establishing the N.T. Department of Education under the Education Act of 1979, the N.T. government sought a co-ordinated system of education from pre-school through primary and secondary to post-school.

It was concerned with providing an efficient service, while at the same time retaining the flexibility which is essential to a progressive and forward-looking system. The Government is committed by the Education Act "to make provision for the availability of education to all people of the Northern Territory and in particular to provide programs appropriate to their individual needs and abilities."

The educational responsibility of the N.T. Government also embraces post-school education, which it provides through such agencies as the Darwin Community College, the Industries Training Commission, the Technical and Further Education Division of the Department (comprising the Community College of Central Australia, the Katherine Rural Education Centre, Batchelor College and non-institutional adult education programs) and, in the near future, a University of the Northern Territory.

The Government has also accepted certain responsibilities in respect of non-government schools, and these are detailed in Section 2.4 below.

The Act makes specific provision for the establishment of an Education Advisory Council and a Post-School Advisory Council to advise the Minister on matters pertaining to "school" education and "post-school" education respectively. (Detailed reference to advisory councils is contained in Section 6.1.1)

### 2.2 The Minister/The Department/Statutory Authorities

Under the terms of the Education Act, the Minister for Education is responsible for the general administration

of that Act and for the administration and control of education services wholly provided and maintained by him. The Minister "has power to do all things that are necessary or convenient to be done in, or in connection with, the performance of his functions under this Act."

The Government, through the Minister, determines education policy, but in so doing consults with, and seeks the advice of, the Department and, most importantly, the public (see Section 6.1.1, Advisory Councils).

Once policy has been determined, it is the responsibility of the Secretary of the Department to take whatever steps are necessary to ensure that those policies - insofar as they apply to Departmental functions - are implemented.

The Secretary of the Department of Education is the Minister's senior adviser and co-ordinates advice to the Minister across the Ministry.

In addition to the Department, the Education Ministry includes two statutory authorities - the Darwin Community College and the Industries Training Commission.

The Darwin Community College, which is governed by the Darwin Community College Council, is charged with conducting

an institution for the provision for Darwin and such other parts of the Northern Territory as the Minister considers necessary or desirable of education and training of such kinds and in such fields of science, technology and trades, the arts, administration, commerce and other fields of knowledge or the application of knowledge, as the Council, with the approval of the Minister, determines or as the Minister requires (and) to use the facilities and resources of the College to advance knowledge and skills in the fields in which the College is concerned.

The N.T. Industries Training Commission was established by the Industries Training Act 1979. It consists of seven members (proposed to be eight) and its main functions are:

- . to consider and advise, furnish reports to and make recommendations to the Minister for or with respect to any matter connected with training in apprentice trades and semi-skilled occupations; and
- . to carry out, or cause to be carried out, research into matters related to training for industry, and to plan training for industry accordingly.

### 2.3 Funding

Financial resources available to the N.T. Department of Education are set out in the N.T. Government Appropriation Act. Within that appropriation are several Commonwealth special purpose payments, some of which are listed below. Not all Commonwealth funding appears in the N.T. Appropriation Act; some is included in the relevant Commonwealth appropriation, e.g. student assistance schemes and Schools Commission programs. The Department of Education co-ordinates advice to the N.T. Treasury on funding arrangements with Commonwealth Education Funding Bodies, such as the Schools Commission and the Tertiary Education Commission.

The Commonwealth Government provides financial assistance for education within N.T. schools through a variety of programs. A number of these programs are administered by the Australian Schools Commission, and are aimed at ensuring that, as far as possible, students throughout Australia are not disadvantaged insofar as access to a relevant education program is concerned.

Examples of such Commonwealth-funded schemes are:

- . various student assistance schemes;
- . Disadvantaged Schools Program;
- . Disadvantaged Country Areas Program;

- . Special Education Program; and
- . Multicultural Education Program.

The Commonwealth also provides financial support for a number of other programs, e.g. transition from school to work, schemes specifically directed to non-government schools (see 2.4 below), and Tertiary Education Commission Programs.

#### 2.4 Responsibilities of the Northern Territory and Commonwealth Governments to the non-government sector

Education services provided by the non-government sector in the N.T. apply to two distinct categories of schools -Mission schools and Independent schools.

##### 2.4.1 Mission schools

The Mission schools are all located in Aboriginal communities in which Government schools have not been established. In these communities the whole education program, from pre-school through to (in some cases) adult education, is administered by the Mission authorities.

The Missions are providing a service which the Government would otherwise be called upon to provide and, in the light of this, the N.T. Government has accepted full financial responsibility for maintaining these schools. Government finance is provided for Mission schools on the same basis as for Government schools in Aboriginal communities, in respect of:

- . salaries and wages;
- . operational expenses;
- . inservice activities;
- . buildings (capital works, maintenance); and
- . furniture.

Mission schools are eligible to participate in the N.T. Government's dollar-for-dollar subsidy scheme in support of school fund-raising programs. At the same time, the Mission schools are required to:

- . become registered; and

- . comply with Government guidelines with regard to teacher qualifications, curricula, standards of facilities and financial accountability.

#### 2.4.2 Independent schools

A significant number of N.T. students, both primary and secondary, attend non-government schools located in major areas of population. These are the Independent schools, as distinct from the Mission schools.

Whereas Mission schools are almost completely funded by the N.T. Government, the Independent schools are expected to be substantially self-supporting.

The N.T. Government provides financial assistance to the various Independent schools, the degree of assistance being in part determined by the private resources available to individual schools. Assistance is in the form of per capita grants. These grants are at the same level for all schools, and are based on the average per capita cost of education in N.T. Government schools. Higher rates are payable in respect of secondary students than primary.

Independent schools are also eligible for library grants and for the dollar-for-dollar subsidy, both of which are funded by the N.T. Government.

The Commonwealth Government, through the Schools Commission, pays capital grants to Independent schools to assist with building projects, grounds development and the like.

Independent schools are also eligible for Commonwealth recurrent grants, paid on a per capita basis, to assist in meeting recurrent expenses such as salaries, equipment and general operational expenses. Per capita rates are determined by the Schools Commission on the basis of resources available to individual schools - i.e. the more affluent schools receive less Government assistance. Again, higher rates are payable in respect of secondary students than primary.

Assistance is also provided in respect of loans which schools may negotiate to fund approved building projects. The N.T. Government makes provision for subsidising interest payments and the Commonwealth Government, through the Schools Commission, offers a loan guarantee.

Education and Training in the Northern Territory

The Department of Education, Training and Youth Affairs is responsible for the provision of education, training and youth services in the Northern Territory. The Department is committed to the provision of a high quality education and training system for all Northern Territory residents.

The Department's primary focus is on the provision of education and training services to the Northern Territory's young people. This includes the provision of pre-school, primary, secondary and tertiary education, as well as vocational training and youth services.

The Department also provides a range of support services to schools and training institutions, including curriculum development, teacher training and student support services.

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### 3. AIMS FOR EDUCATION IN THE NORTHERN TERRITORY

In order to put N.T. Education in its national context, consideration should be given to the following aims proposed by the Curriculum Development Centre for Australian schools. A comparison between the two statements is worthwhile, especially where priorities in aims or objectives are indicated.

#### 3.1 Aims for Australian schools as proposed by the C.D.C.

All individuals have the right to education, freely, equally and with concern shown for their individuality and personality. School curricula, therefore, need to provide for and encourage the full and rounded development of all students for the whole period of schooling, for which there are, for all Australians, minimum legal entitlements and requirements.

Australia is a parliamentary democracy subscribing to basic human rights, the rule of law, full and active participation in civic and social life, and fundamental democratic values. Schools have an obligation to teach democratic values and promote an active democratic way of life, including participation in the parliamentary system.

Australian society sustains and promotes a way of life which values, inter alia:

- . a sense of personal, group and national identity and unity in all its people;
- . free communication amongst and between individuals and groups;
- . responsible participation in community and civic affairs;
- . tolerance and concern for the rights and beliefs of others;
- . equality of access to and enjoyment of education, health, welfare and other community services;
- . self-reliance, initiative and enterprise;
- . personal and social achievement;
- . rights to the ownership and use of property including property in the form of personal labour;
- . productive and socially responsible work;
- . conservation and development of a shared and dynamic heritage;
- . a sense of individual and group identity; and
- . membership of the international community.

The schools, therefore, should encourage students to understand, reflect upon and subscribe to these and other basic values of the culture.

Participation in our society requires the exercise of a responsible economic role. Just as society needs

productive work from its citizens, all people are entitled to work and to economic satisfaction. The schools need to educate all students for effective and satisfying participation in the economy. Paid work is the most visible and obvious, but not the only, means of ensuring this participation.

All individuals, to be educated, need to strive for mastery of basic learning tools and resources. These include:

- . communicating in spoken and written language;
- . number skills, mathematical reasoning and spatial relationships;
- . scientific processes and their applications;
- . logical inquiry and analysis;
- . creative, imaginative and intuitive ways of thinking and experiencing;
- . the capacity to apply and use knowledge symbols, processes and skills;
- . perception, expression and appreciation through the arts and crafts;
- . manual and other physical skills;
- . management of bodily and mental health;
- . the personal articulation of experience and thinking into value and belief systems.

### 3.2 Aims for schools in the Northern Territory

Schools in the N.T. must have relevant aims which set goals and directions, indicate priorities, seek commitment, provide guidance and also provide a firm base to plan and to evaluate the effectiveness of their work. Allowing for different emphasis to be placed on any one or other, the following aims are recommended for N.T. schools.

- . To help children, as a principal objective, develop competence in the basic skills of communication in written and spoken English and in number skills, mathematical reasoning, and an understanding of spatial relationships.
- . To help children understand the Territory, the nation and the world in which they live.
- . To develop in children an appreciation of and desire for education for its own sake and the motivation to learn and to strive for excellence.
- . To help children develop the skills and confidence to make constructive use of time and to take pride in their achievements.

- . To help children understand the values on which their own culture is based and to develop an awareness and appreciation of the values of other cultures.
- . To stimulate children towards creative expression.
- . To help children develop good personal and social relationships.
- . To help children develop self-confidence.
- . To help children develop lively inquiring minds.
- . To help children develop an understanding and acceptance of individual differences, and the willingness to co-operate with others.
- . To help children attain the skills that will enable them to cope with change.
- . To help children develop their motor skills.
- . To help children acquire the knowledge and physical skills that will enable them to lead a healthy life.

Some aims vary in importance at different periods of a pupil's education; others are constant throughout.

Perhaps more starkly than in other places, the translation of these aims into classroom practice will depend upon the characteristics of individual schools and the localities they serve. Generalisations between schools are difficult given the multicultural nature of Northern Territory society and extremely remote situations. The role of the community (as embodied in the Northern Territory Education Act 1979) must be taken into account. It could be said that education has more of a central developmental role to play here than in other Australian States because the N.T. has many of the characteristics of a developing country, e.g. a dependence on distance teaching methods for isolated students. When translating these aims into day-to-day practice, it is essential that schools should not limit the educational opportunities for girls by their assumptions, decisions or choice of teaching materials.

In effecting these aims, schools and all those engaged in the delivery of educational services, have a responsibility

to ensure that children whose situation inhibits their ability to learn are provided with the resources which are necessary for them to overcome that handicap.

Underlying these aims of course are the basic assumptions that education should be provided without prejudice or favour in terms of race, creed, culture or sex. Teaching strategies and materials should take account of the dignity of racial, cultural or religious minorities present in the community.

Proposal

That the proposed aims for N.T. schools be adopted.

The diversity of people and their situations in the N.T. is essential a response to individual and group needs. The role of the individual community, especially in the case of Aboriginal settlements in assessing the educational needs and involving the school principal is recognized in the guidelines governing school development (Appendix A). These guidelines and the emphasis on individual students and their needs are essential to the development of the policy and implementation of the educational system in the N.T.

In the urban centers the educational system must meet the needs of both those who clearly see their future in the territory and those who intend living elsewhere. It is essential that the educational system be able to provide a quality education for all. The challenge is to provide the educational system for a territory which is an integral part of the Australian continent.

4. THE EDUCATIONAL PROGRAM IN NORTHERN TERRITORY SCHOOLS

For most children, education is met by attendance at a local school. Correspondence courses up to and including Year 10, are provided by the Katherine and Alice Springs Schools of the Air and by the Secondary Correspondence School. Boarding facilities for secondary students are provided by the Department of Education in Katherine and are being considered for other centres.

The primary and secondary school systems provide a broad general education based on a core curriculum of those skills and understandings deemed essential for students to master before they leave school. The core curriculum will be studied by all students up to the end of Year 10 and is the basis for a recommended curriculum in each subject. (See Section 4.9 for a detailed explanation). After Year 10, a range of options are open to students leading to matriculation, technical and further education awards, transition to employment, or the N.T. Senior Secondary Studies Certificate. The educational programs, as indicated in the proposed Aims for Schools in the N.T., set out to develop the whole child, providing learning opportunities appropriate to the individual in the physical, mental, creative, emotional, social, spiritual and ethical dimensions.

The diversity of people and living situations in the N.T. makes essential a response to individual and group needs. The role of the individual community, especially in the case of Aboriginal settlements, in assessing its own educational needs and advising the school principal is recognised in the guidelines governing school councils (see Appendix A). These particular needs and those of individual students are accommodated in non-core teaching time, as well as in the pacing and implementation of core curricula in individual schools or classes.

In the urban centres the education system must meet the needs of both those who clearly see their future in the Territory and those who intend living substantial parts of their lives in southern States. Thus, a curriculum and assessment system which is seen to have national credibility is essential. The challenge is to satisfy the conflicting pressures for a curriculum which

looks much like a curriculum in Sydney or Melbourne and the need to provide courses and programs specific to local needs.

The concept of parental choice is valued. Where possible, within the framework of the Aims for Schools in the N.T. proposed earlier, and the school curriculum set out in Section 4.9, variety in teaching styles and philosophies, course provisions and course organisation is encouraged. Parents are free to convey their children to a school outside their area of residence if space is available. Parental involvement in decision making at the school level is also a valuable avenue for the expression of choice and preference.

#### 4.1 Urban primary

The N.T. urban primary school ranges from pre-school to Year 7 in Darwin and Alice Springs and to Year 6 in other centres. This spread is made up of early childhood and upper primary components.

The early childhood program encompasses pre-school, Transition, and Years 1, 2 and 3. Children who turn four before January 1 are eligible to be enrolled at a pre-school, if space permits. Children (including transfers from interstate) who turn five before January 1 may be enrolled in Transition whether or not they have attended a pre-school. Interstate children who were enrolled in a primary school are regarded as transfer students and are enrolled at a comparable level.

There is a continuous intake which permits enrolment of children at any time during the year if space is available. Movement to Transition and from Transition to Year 1 is based on readiness and may also occur at any time during the year. The length of time a child spends in Transition varies, depending on individual readiness for formal learning. All children at present complete a minimum of seven years of primary school. A core curriculum is prescribed for each year in each of six subjects; English, Mathematics, Social and Cultural Education, The Arts, Health and Physical Education and Science. Details of recommended time allocations are set out in Section 4.9.4.1.

The programs for Years 1, 2 and 3 have a more defined curriculum content than in the pre-school and transition years. Children in these years require concrete materials to learn effectively.

In Years 4 to 7, while there is still an emphasis on the use of concrete materials in learning strategies, teaching also concentrates on the development of thinking processes and on the development of skills and attitudes which will enable students to become both self-motivated for future learning and able to apply methods of logical enquiry and analysis in seeking out information and solving problems.

#### Proposal

With the exception of the proposal to transfer Year 7 in Darwin and Alice Springs to high schools, explained in paragraph 4.2 below, present policies are to continue.

## 4.2 Urban Secondary

### 4.2.1 Proposed changes in the year structure

Urban secondary education can be considered in two segments; lower secondary (Years 8-10) and senior secondary (Years 11 and 12). Students may receive certificates from their schools on completion of Year 10, and in Years 11 and 12 may sit for the Public Examinations Board of South Australia examinations (matriculation) or attempt a variety of school subjects which are certificated by individual schools.

In 1981 a new pattern is being introduced at the senior secondary level. Students have a number of options to choose from.

Courses leading to matriculation. These courses are set by the South Australian Public Examinations Board (PEBSA) and students receive a Statement of Results (pointscore) issued by PEBSA on completion of Year 12.

General courses. These courses are accredited by the N.T. Curriculum Advisory Committee and a Northern Territory Senior Secondary Studies Certificate will be issued for the first time in 1981 showing student results in these courses at either Year 11 or 12 level.

Transition Courses. These are courses introduced in Year 11 in 1981 aimed at preparing students for the transition from school to work (see section 4.8 for details)

Important changes are also occurring at the lower secondary level in 1981. Subject area committees of the N.T. Curriculum Advisory Committee are developing, throughout 1981, core curriculum in seven areas; English/Language, Mathematics, Science, Social and Cultural Education, Health and Physical Education, The Arts, and Life and Work Skills. The lower secondary core is scheduled to be implemented in Year 8 in 1982. Students commencing Year 8 in 1982 will receive an N.T. Certificate of Competence when they complete Year 10 in 1984. Further details are set out in Section 4.9.9.

In addition to these changes in the pattern of secondary courses and the general upgrading of certification, other aspects of the longer-term pattern of secondary education in the Darwin area have been discussed both formally and informally for several years. The various factors involved have been examined in some depth and options explored most recently in the report of the Task Force on Curriculum/Accreditation/Assessment which was prepared following wide consultation with schools and the community.

It is stressed that any major change in the pattern of secondary education will require full consideration of both the educational advantages and implications and requirements for buildings, facilities, staffing and transport.

The pattern recommended for consideration as a long term strategy comprises primary schools accommodating pre-school classes, Transition classes, and Years 1 to 6; high schools for Years 7 to 10; and senior secondary schools for Years 11 and 12.

New South Wales, Victoria, A.C.T. and Tasmania are already working to this pattern. In the Northern Territory this pattern is already followed in part in Nhulunbuy, Katherine and Tennant Creek, where Year 7 is included in the high

schools. It is proposed that Year 7 be incorporated in high schools throughout the Territory in 1984.

There are a number of educational reasons for including Year 7 in secondary schools.

An additional year provides more time for students to cope better with the greater range of subjects offered in lower secondary and to prepare themselves for the transition from school to work if they intend to leave at Year 10.

The inclusion of Year 7 in secondary schools means that most students will experience the physical and psychological changes which occur in early adolescence while in high school rather than in both schools as at present.

It is preferable that these maturation changes occur in secondary school where appropriate educational arrangements can be made.

Many students also experience some difficulty in making the transition from primary to secondary education which for a time may affect their academic progress. The additional year in lower secondary provides time for such adjustments to a new environment to occur.

The transfer of Year 7 accords with a recommendation of the Task Force on Curriculum/Accreditation/ Assessment that Year 7 be incorporated in the high schools by 1984.

As mentioned above, in all non-Aboriginal community centres other than Darwin and Alice Springs, students in Year 7 have already been incorporated into secondary schools. In addition, many schools in Aboriginal communities have moved to include Year 7 students in post-primary courses.

#### 4.2.2 Senior Secondary Education in Darwin

The establishment of senior secondary schools in Darwin is also proposed. The advantages offered by this proposal are that students will have access to a wider range of options

than is now possible under the existing comprehensive high school scheme. It is proposed that an extensive selection of academic options, together with a large number of courses of a commercial, industrial, artistic, recreational and general nature, could be offered to students not intending to proceed with tertiary studies.

Under the present system of comprehensive high schools, all schools are obliged to offer a broad range of options. Often class sizes in Year 12 are very small (less than 5). Clearly this is both educationally and economically undesirable; very small classes mean correspondingly larger classes in other areas, and resources are not being used effectively. In the senior secondary school concept where one senior secondary school or college serves several lower secondary schools, this situation is less likely to occur and significant savings on staffing will accrue because of the reduction in the number of small classes. All students will also have the advantage of being taught by teachers with the greatest expertise in each subject area i.e. there will be a rationalisation and concentration of experienced and expert staff.

However, there will be additional costs associated with the implementation of this proposal. For example, if the present formula applies, the pupil-teacher ratio for lower secondary classes is 16:1 whereas it is 30:1 for primary schools. Hence additional teachers may be required for the Year 7 students. There will also be an increase in the cost of transporting the senior students to a centrally located senior secondary school or college. Student transport is a major issue and warrants full investigation along with the implications for the provision of additional facilities and equipment.

#### 4.2.3 Senior Secondary Education in Alice Springs

It has been decided that both Alice Spring High School and Sadadeen High School will offer compatible lower secondary courses to Year 10. After Year 10, each high school will specialise in the way set out below. It should be noted that planning for senior courses is well advanced and

their implementation in 1981 will not be affected by a decision to change the number of years in lower secondary from 3 to 4.

Three "Streams" will operate in year 11 and 12 at each high school.

#### Year 11.

1.a. Certificate Preliminary Courses (Sadadeen High School). Students will undertake courses accredited by the N.T. Curriculum Advisory Committee and be awarded a Northern Territory Senior Secondary Studies Certificate at the end of Year 11. These courses will be oriented towards either business or engineering certificate courses in Year 12 conducted in co-operation with the Community College of Central Australia and accredited by the Department of Further Education in South Australia.

b. Pre-Matriculation Courses (Alice Springs High School). These courses lead to matriculation studies in Year 12 conducted under the auspices of the Public Examinations Board of South Australia.

2. General Courses (Sadadeen and Alice Springs High School). These are courses accredited by the N.T. Curriculum Advisory Committee which lead to the Northern Territory Senior Secondary Studies Certificate. Students leaving at the end of Year 11 will be given credit for their achievements at that level.

3. Transition Courses (Sadadeen High School and Alice Springs High School). These are courses designed to assist students in making the transition from school to work.

#### Year 12

1.a. Certificate Courses (Sadadeen High School). These are courses in Business Studies and Engineering conducted in co-operation with the Community College of

Central Australia under the auspices of the Department of Further Education in South Australia. Final details of these courses which lead to Technical and Further Education Awards will be announced shortly following formalization of an agreement between the N.T. Department of Education and the Department of Further Education.

- b. Matriculation Courses (Alice Springs High School). Students studying these courses receive a statement of results (pointscore) for tertiary entrance purposes from the Public Examinations Board of South Australia.
2. General Courses (Sadadeen and Alice Springs High Schools). These courses continue on from Grade 11 and lead to a Northern Territory Senior Secondary Studies Certificate on completion of Grade 12.
3. Transition Courses (Sadadeen and Alice Springs High Schools). Students completing Year 10 at one school will have the option of proceeding with senior courses at either school according to their interests.

#### 4.2.4 Residential facilities

The provision of residential facilities for N.T. students in the Top End is considered to be of importance. Since Carpentaria College was destroyed by Cyclone Tracy, the only residential options available to non-Aboriginal students from the outback are St John's College - a private Catholic institution in Darwin - and Katherine House.

The Education Advisory Council has taken on the task of reviewing the need for residential facilities in both Darwin and Alice Springs. As a first step, it has circulated a questionnaire (in mid-February this year) to parents of students in remote areas and has also invited detailed submissions from parents and community groups.

### Proposals

1. That year 7 students be incorporated into High Schools, preferably in 1984.
2. That Humpty Doo High be developed as a Years 7 to 12 high school with a comprehensive range of courses including rural education.
3. That the first high school built in the developing area of Palmerston be a 7 to 12 comprehensive high school.
4. That the following pattern of secondary education in the Darwin area be considered:
  - (a) That Casuarina High become a senior secondary school with a wide range of courses available.
  - (b) That Nightcliff High and Dripstone High become schools for Years 7 to 10. (Whether Dripstone proceeds past Year 10 in 1982 will need to be considered as a related issue.)
  - (c) That Darwin High remain as a comprehensive high for Years 7 to 12. This is because of its isolation from the northern suburbs and other developing areas, and the need to provide an alternative option for senior students who may wish to continue at a comprehensive school.
5. That the secondary College concept be also considered for the developing area of Palmerston.
6. That the options for boarding facilities in Darwin to be investigated by the Education Advisory Council include:
  - . a cottage village, possibly built on or near the campus, e.g. Darwin High, or one of the new schools soon to be built; and
  - . selected houses spread through the community and operated as separate entities under "house parents".
7. That ways of making increased use of St. Phillips College in Alice Springs be also investigated.

### 4.3 Aboriginal Education

#### 4.3.1 Basic principles<sup>3</sup>

Bearing in mind the overall aims for education in the N.T., the following basic principles are used as a guide in the planning and implementation of educational services for Aborigines.

<sup>3</sup> Adapted from B.H. Watts, J.D. Gallacher.  
Report on an Investigation into the Curriculum and Teaching Methods used in Aboriginal Schools in the N.T. Department of Education, Darwin, 1964.

- . Aboriginal children should have full equality of educational opportunity with all other Australian children, bearing in mind relevance to context.
- . The education of Aboriginal children must take cognisance of the Aboriginal and European cultures and languages and must be developed in such a way as to help Aborigines achieve an understanding of Aboriginal and European beliefs and ways.
- . The Aboriginal culture must be recognised and respected by all teachers and instructors and this recognition and respect must be reflected in school programs.
- . Curriculum content and methods of instruction should be so planned and organised as to ensure to the fullest extent the transfer of school learnings to community living and to give due respect to what is learned in a community as being part of the school program.
- . Education as a significant factor in social progress must be conceived as a continuing process and emphasis should be placed on the development of appropriate programs for all age groups. Every effort should be made to lessen any dichotomy that may exist between the old and the young.
- . Education must be the basic concern of all staff members located in Aboriginal communities. Whatever their specific field, their primary function must be seen as educational and directed to the continuing development of the Aboriginal people to operate effectively within both the local and wider community.
- . There should be recognition that the education of Aborigines in the N.T. is a special field of education and that as many as possible of those who work in this field need special training if educational planning and action are to be fully effective.

- . There must be involvement of the Aboriginal community in the planning and implementation of the educational program.

#### 4.3.2 Bilingual Education

In 1973 the N.T. Division of the Commonwealth Department of Education began a formal involvement in bilingual education for Aborigines in the Territory, starting in four schools. The Bilingual Education Program has since grown. Now there are fourteen schools with bilingual programs and another seven schools with programs at various levels of preparation. Although these schools represent only about one quarter of the Aboriginal schools in the N.T., they account for about half of all Aboriginal students enrolled.

The aims of the Bilingual Education Program are as follows:

- . To develop competency in reading and writing in English and in number to the level required on leaving school to function without disadvantage in the wider Australian community.
- . To foster greater proficiency in school work through the use of the Aboriginal language where appropriate by developing initial literacy in the vernacular.
- . To develop a healthier self concept in each child through the systematic use of the Aboriginal language as well as English as a medium of instruction, and the incorporation of studies of other aspects of Aboriginal culture.
- . To develop sufficient skills in Oral English before attempting to teach specific subject matter in that language.
- . To present subject matter in the language most appropriate for the instructional purpose.

. To develop competency in reading and writing in the Aboriginal language.

. To develop closer communication, involvement and mutual understanding between school and both the immediate and wider communities.

. To develop a better understanding of both cultures - that of the Aboriginal people themselves (and not only a particular community) and of the dominant non-Aboriginal society.

The Department is currently in the process of evaluating bilingual programs and accrediting those in schools which are working successfully.

The Government recently confirmed its commitment to the continuation of the program. A three-year developmental plan to conclude the trial period at the end of the 1982 school year is in operation.

#### Proposal

Present policies to continue subject to the requirements of the accreditation process currently underway.

#### 4.3.3 Staffing policy for Aboriginal schools and other remote schools

It is important that Aboriginal schools and other remote schools should have the same balance of experienced and suitably qualified staff, as do schools of similar size in urban areas.

This is not the case at present as it has proved difficult in the past to attract a sufficient number of experienced teachers to these schools. The current estimate for the 1981 school year is that between 80 and 90 percent of promotion positions may not be substantively filled. In addition, because the Territory depends heavily on recruiting young and enthusiastic teachers to remote areas, the need for

experienced staff in promotion positions is heightened, especially while there are insufficient numbers of fully trained Aboriginal teachers.

The Government wishes to ensure that as far as possible, all schools are staffed equitably.

Although a number of financial incentives currently apply to teachers in remote/Aboriginal schools (e.g. freight subsidies, minimal service charges, fares to major centres during the year, appointments with higher duties allowances, etc.), it is obvious that these kinds of incentives are insufficient to counter other disadvantages associated with living in remote localities. The whole matter of incentives aimed at attracting experienced qualified teachers to the remote areas of the Northern Territory is being reviewed.

#### 4.3.4 Aboriginalisation and Aboriginal teacher education

The Government aims to lift the level and quality of teacher education being offered. It also accepts as an immediate goal that an equal proportion of qualified Aboriginal and non-Aboriginal teachers in schools in Aboriginal communities be achieved by the end of 1990.

At present, two types of courses are offered. One is the three-year residential course at Batchelor College. Graduates of this program are accepted by the Commonwealth Teaching Service (CTS) as two-year trained CTS teachers. The other comprises on-site courses in larger communities where the first year of the three-year Batchelor course is conducted over eighteen months or two years.

A fourth year of training is planned to be introduced at Batchelor as early as practicable. It is also proposed that a pupil-teacher scheme supplemented by correspondence lessons from Batchelor be introduced. Under this scheme, an Aboriginal student would be placed as an understudy to a qualified, experienced teacher. The teacher would have a training role and also act as a tutor using correspondence teacher education materials from Batchelor. The student would be expected to attend short courses in residence at Batchelor each year. The fourth year would need to be studied full time at Batchelor. It is further proposed that a second year on-site program be introduced where numbers warrant.

In order to achieve the goal of an equal proportion of qualified Aboriginal and non-Aboriginal teachers a number of ways will be required to encourage many more Aboriginal teachers to complete training.

To reduce the loss rate of student teachers at Batchelor College, it is suggested that groups of Aboriginal people from particular communities or similar language groups be encouraged to enrol together. When a number of people from a particular area enrol together, they tend to provide each other with the mutual support necessary to see a complete year through at the college.

The adoption of this approach could mean that some schools may be without the services of most of their Aboriginal assistants for a year or more. However, it is felt that in the long term the school would benefit considerably. Nevertheless, the immediate effects on individual schools and communities have to be considered.

A promotional exercise has been mounted to encourage more students to enrol at Batchelor College, where the new facilities should be ready for use from the beginning of 1982.

A training program in educational administration has recently been introduced for experienced Aboriginal teachers aimed at preparing them for positions of responsibility in schools in Aboriginal communities. It is proposed that this program be formalised and conducted annually.

#### Proposals

1. That a fourth year of training be made available at Batchelor College as early as practicable.
2. That a pupil-teacher understudy scheme supplemented by correspondence lessons from Batchelor College be introduced.
3. That a second-year program on an on-site basis be introduced where numbers warrant and resources permit.
4. That there be a continuation of the recently introduced bridging course for students who have not reached a sufficiently high standard to proceed to a subsequent year.
5. That groups of Aboriginal people from particular communities or similar language groups be encouraged to enrol at Batchelor College together although the immediate effects on individual schools and communities have to be considered.
6. That the training program in educational administration for experienced Aboriginal teachers be formalised and conducted annually.

#### 4.3.5 Aboriginal post-primary/secondary/residential colleges

At present, parents of children from large tribally oriented communities in the N.T. must choose either to send their children away from their communities at age 11-13 to undertake secondary education at a residential college or to have them remain in their communities and undertake post-primary education.

Some 20 schools in Aboriginal communities offer post-primary programs. Despite a move some time ago to call these schools area schools and to drop the name 'post-primary',

the latter name still persists. The courses taught vary greatly although specially written post-primary courses have been available for some years. Post-primary courses have become a kind of 'limbo' and do not lead to qualifications. Students who are not expected to achieve well seldom do well. Aboriginal communities have made it clear that they do not want second-rate education<sup>4</sup>. If students in lower secondary schools in Aboriginal communities are to achieve comparable standards and qualifications, they must work to core curricula and be eligible to secure the same certificate as all other N.T. students.

Residential colleges were set up to provide Aboriginal students with an opportunity to study alongside their European counter-parts. They also cater for students from small schools with no post-primary courses. Unfortunately the social implications for a number of the students attending colleges are often severe. College candidates are expected to leave their tribal areas at a critical time in their Aboriginal acculturation process. Upon return a number of young people find it difficult to adjust to tribal customs and laws, thereby putting themselves outside the jurisdiction and experience of the tribal elders, or are set apart by their communities until they have completed tribal requirements.

While some communities are willing to send some of their children away at ages 11-13 for various reasons, this practice is of continuing concern to them as it inevitably interrupts the normal process of growing up in a tribal situation.

The old concept of post-primary education does not now adequately cater for the requirements established in recent planning with regard to core curriculum, accreditation and assessment. The rationale for the developments in these areas should apply equally to all children in N.T. schools. Recognition of the special needs of Aboriginal children will still need to be given, however, by modifying to some of the core content.

As standards rise in some Aboriginal schools, it is now possible to explore avenues which may provide communities with an alternative to post-primary education. One alternative envisaged is a lower secondary program in Aboriginal area schools.

This alternative would give communities the choice of either keeping their students at home until age 15 or 16, after which they could attend a residential college for upper secondary education, or sending them away for a full secondary education to the residential colleges as at present.

As immediate introduction of junior secondary programs in Aboriginal schools would have considerable implications for resources, a trial program should be implemented first.

#### Proposals

1. That lower secondary programs be instituted in larger schools, where the criteria for such courses can be met.
2. That such schools be designated "Area Schools".
3. That a lower secondary program be trialled at Bamyili in 1981.
4. Dependent on the success of the trial in 3 above, further suitable schools be included in the development in 1982 with a view to progressive implementation where student numbers are viable.
5. That the phase of educational programs beyond primary in all schools be generally known as Secondary education.
6. That all schools work to appropriate "core curricula" providing an education leading to a Certificate of

Competency. Modifications to this requirement (to meet particular circumstances or groups of students) be minimal and temporary.

7. That the Department arrange for the monitoring of the social impact of educational programs in Aboriginal schools, with particular attention to the role and effectiveness of residential colleges.

#### 4.3.6 Outstation schools

Currently a large number of remote outstation communities exist, some of which have requested an educational service. The viability of establishing a "school" on an outstation is investigated only in response to a request by members of the outstation group concerned.

Before any support (in the form of finance and/or materials) is provided to an outstation, the group must demonstrate:

- . a degree of stability;
- . a bona fide interest in developing a school; and
- . that a local Aboriginal assistant teacher (approved as suitable) is available.

Where the regional superintendent is satisfied that these criteria have been met, a visiting teacher (C.T.S.) is appointed, an Aboriginal assistant teacher is employed and 'School of the Bush' books are provided and are expected to be followed.

The School of the Bush books are unique in Australia. The series comprises over 60 books which make up a basic education course suitable for use by Aboriginal assistant teachers in a "correspondence" style of instruction. The books have been prepared through a series of intensive workshops in which some of the most experienced Aboriginal and European teachers pooled their knowledge and experience.

The services specified above constitute the minimum level which may be provided.

A commitment from the Aboriginal assistant to undertake teacher training and to improve qualifications is expected. Clearly, children in these predominantly non-English speaking environments are unlikely to achieve at a higher level than their teacher.

The regional superintendent regularly assesses the progress of the outstation 'school' with a view to establishing a more sophisticated educational service when this is considered to be warranted. To date some outstation groups have asked that their 'outstation' school be converted into a formal school.

#### Proposal

Present policies to continue.

#### 4.4 Multicultural Education

The N.T. is a multicultural society which consists of a number of groups, each with its own culture and tradition. Common values and the English language form a basis for interaction and provide the cohesive factor unifying Australian society. These common values have become the cultural heritage of all Australians. At the same time, the right of people to maintain and develop their heritage, culture and language is recognised.

Overall policy, to ensure access to education for all students, to allow equal opportunities to develop inherent potential and to live in understanding and harmony, will be pursued as follows:

- . by ensuring that all children become proficient in English to support their ability to cope with mainstream culture;
- . by recognising the existence and value of the various cultural groups that reflect the multicultural reality of Australian society;

- . . . by encouraging children to understand the culture of their own background and its relevance to Australian society; and
- . . . by creating the opportunity for both English speaking Australians and Australians of non-English speaking backgrounds to share experiences that will lead to inter-cultural understanding.

These aims are to be reflected in the curriculum from pre-school to Year 12. Positive action to promote them is taken through language programs in both English and other languages and Social and Cultural Studies.

#### 4.4.1 Language Programs

##### English As A Second Language (E.S.L.)

Non-English speakers are given intensive instruction initially at both Primary and Secondary level. Emphasis is placed on total educational development in association with language. The length of time before returning to normal classrooms varies with each individual. It is important to note that students continue to need additional assistance after they leave the Intensive units. Teachers and assistants who speak the languages of the children are employed as well as E.S.L. specialists, and where appropriate bi-lingual strategies are used. Communication with parents and schools is enhanced by these members of staff.

##### Community Language Programs

Languages other than English have been introduced into primary schools as well as the language programs in high school. There is a lack of suitably trained and qualified teachers to meet the growing demand and a major priority is for the recruitment and provision of training for teachers in this area. It is seen as equally important for native English speaking children to have the opportunity to learn another language as it is for children from a non-English speaking background.

##### General

Schools and parent organisations are becoming increasingly aware of the different cultural groups within the community and the need for all programs and curriculum to reflect this. Interaction and involvement is beginning with representatives from non-English speaking back-grounds on School Councils and among members of the teaching force. This trend will be encouraged. The Department makes provision for the employment of Interpreter/ Translators and schools will be given better access to this service to assist them in improving liaison with parents and community groups.

Proposal

Present policies to continue and develop.

4.5 Teaching English As A Second Language

People who can speak languages other than English live in a wide variety of situations in the N.T., all of which affect their needs in respect to gaining facility in the use of English. The following situations can be stated:

- . Aborigines living on settlements with a monolingual (English) school program delivered in a multi-lingual community (English as another language)
- . Aborigines on settlements with a bi-lingual school program delivered in a multi-lingual community.
- . Aborigines on outstations where English is taught as a foreign language by an untrained Aboriginal teaching assistant.
- . Aborigines living in fringe dwelling situations and attending urban schools delivering programs totally in English and in an environment foreign to them.
- . Aborigines living in towns and speaking various forms of English which are different from the standard English that school programs are delivered in.
- . People from other ethnic backgrounds who may have been born here or overseas attending schools delivering programs totally in English.

In addition there is a high incidence of hearing impairment among Aboriginal children which has a severe effect upon all learning processes and in particular the English language.

There is a pressing need to encourage teachers of both Aboriginal and migrant children to become specifically qualified in T.E.S.L. and other appropriate language teaching strategies. Special incentives are being considered for teachers who have done approved tertiary work in T.E.S.L. and for people who successfully complete the proposed intensive Departmental inservice course on T.E.S.L., which may also be accredited as a unit of a degree or diploma course.

#### Proposals

1. That incentives be provided to encourage teachers of Aboriginal and migrant children to become specially qualified in T.E.S.L.
2. That an intensive Departmental inservice course be developed.

### 4.6 Slower learning children

#### 4.6.1 Slower learners

In recent years schools in the N.T. have begun to focus greater attention on the needs of slower learning children. Issues such as the terminology to be used, the extent of the problem and the rationale behind present staffing provision need to be clarified.

Terms currently applied to this group of students tend to have undesirable social overtones. There are imperfections and limitations associated with IQ results, especially when they are applied to Aboriginal and non-English speaking children. Terms such as 'intellectually handicapped', 'borderline handicapped' and 'learning disabled' which are used below only have value when they differentiate types of programs. They should not be used as permanent labels as children can be expected to make progress.

'Intellectually handicapped' children usually require full-time special attention, rehabilitation services or hospital care and they are not normally enrolled in regular schools. Attempts are made to integrate such children into regular schools where possible and desirable.

The term 'borderline handicap' refers to individuals who are mildly handicapped and generally require an alternative curriculum for most of their education. These children may be able to cope with some degree of integration in the regular school although, in some cases, special class placement could suit their needs. Wherever they are placed, these children are usually very slow learners.

It is important to distinguish between the 'learning disabled' child who is in need of remedial education and the borderline handicapped. The learning disabled child is usually of average (or better) intellectual ability who needs intensive individual tutoring in small groups or corrective instruction in the normal classroom. Borderline handicapped children require adapted instruction of a concrete nature and usually in a special class setting. The learning disabled child is likely to make gains through remedial or corrective instruction over short periods.

The following national incidence figures may be used as a guide to the extent of individual differences within a 'normal' population of 1 000 pupils.

Expected incidence of slower learners in the community

	<u>Incidence in the population as a whole</u>	<u>Rate per 1 000 pupils</u>
Intellectually Handicapped	.98%	9.8
Borderline Handicapped	8.78%	87.8
Lower Than Average Intelligence and Social Maturity	10.00%	100.0
	<u>19.76%</u>	<u>197.6</u>

If these rates are applied to the potential population of a secondary school of 1 000 pupils, it is probable that less than three pupils will be intellectually/socially handicapped because most will be attending a special school. The eight borderline children should be receiving an

'alternative' curriculum and the hundred children of lower average intelligence and social maturity should be receiving a 'modified' curriculum.

While all States recognise the existence of these children, the N.T. in common with many other school systems, has deliberately refrained from prescribing a separate school organisation pattern to meet their educational needs. The proliferation of special classes is not a solution. These children require adequately trained general teachers who can implement alternative and modified curriculum approaches. The supply to schools of additional staff such as resource teachers represents a recognition that some organisational patterns adopted by principals will require reduced pupil/teacher ratios.

#### 4.6.2 Admission and placement of slower learning children

The provision of special services is dependent on proven need and case investigations by regionally based Guidance and Special Education officers, special advisory teachers and reading diagnosticians. These teams work from each regional office. Guidance officers provide services, on request, to settlement schools in each of the regions.

Admissions and placement reviews for slower learning children who are intellectually handicapped (and for the physically handicapped) are conducted by placement and review panels. These panels normally include the principal of the present school, the area guidance officer or his nominee and a special education adviser. Parent consultation is a vital part of the panel's role.

Integration of intellectually handicapped (and physically handicapped) children into regular schools is a guiding principle in the provision of special education services. Integration is defined as the "maximum useful association consistent with the interests of both the handicapped and non-handicapped."

### Types of placement

There should be the broadest range of placement options available for children with special needs. The types of placement may be:

- . to remain in his/her present school with no special arrangements other than a continuing review of progress;
- . to receive occasional/regular support services of an itinerant specialist;
- . mainstreaming for most but not all teaching areas;
- . in a special class with appropriate integration;
- . full time in a special class or unit for gradual integration into a regular class for some activities;
- . at a day special school with some provision for integration in a regular class or some provision for support services;
- . in residential accommodation (N.T., or interstate by negotiation.)

#### 4.6.3 Staffing for special schools

It has been recommended by the 1980 Review of Education Program Staffing that the teaching staff for special schools be on the basis of one teacher for five students.

#### Proposals

1. That borderline children should be receiving an 'alternative curriculum and children of lower than average intelligence and social maturity should be receiving a 'modified' curriculum.
2. That the teaching staff for special schools be on the basis of one teacher for five students.

#### 4.7 Isolated rural schools

Isolated rural schools should be in a position to provide educational services at a level comparable with those of urban schools. To this end, the Government is committed to upgrading the quality of both professional and operational services for these schools.

Regionalisation should bring about a better coordinated and more responsive administrative and advisory service. Additional incentives to attract suitable teachers to isolated rural areas are under review (see Section 4.3.3). Boarding facilities for students from isolated areas in the Top End attending secondary schools in Darwin are under investigation (see Section 4.2.).

#### 4.8 Transition Education

The N.T. Government is committed to a joint initiative with the Commonwealth to develop the area of Transition Education.

Transition Education helps provide young people with the knowledge, skills and attitudes appropriate for life beyond school. It includes careers education, work experience, link courses, alternative Year 11 and 12 programs, counselling and all activities which broaden young people's understanding of the world of work and further study.

Existing courses and initiatives in the areas of career education, counselling, and alternative programs in the upper secondary school will be supported. New initiatives aimed to help the transition from school to adult participation in society need to be considered.

Differing social and economic realities in the various Territory centres mean that initiatives to be supported must suit local needs.

Co-operation between the schools and the various Technical and Further Education institutions is already evident and is essential for success in the area.

#### Proposal

That the Department of Education examine the area of Transition Education and explore ways of helping the transition from school to adult participation in society.

#### 4.9 The school curriculum

The N.T. school curriculum consists of all planned learning experiences provided by the school. It is organised in three parts:

- . core curriculum;
- . recommended curriculum; and
- . school-based curriculum.

##### 4.9.1 Core curriculum

To ensure that adequate educational standards are established and maintained, the Government has adopted the concept of "core" curriculum and the development of appropriate assessment procedures to measure achievement. This approach gives schools more direction and guidance than was provided in the recent past and, by stabilising the curriculum, allows them to plan ahead more effectively. At the same time, problems associated with student and teacher mobility are reduced.

The core curriculum is the basis of the recommended curriculum for each subject. It consists of those skills and understandings deemed essential for students to master and those essential educational experiences they must have had before they leave school.

Mastery or coverage of elements in the core may be achieved in a variety of ways and with a range of curriculum resource materials. In the N.T. these are specified in the recommended curricula.

The core curriculum will be studied throughout the N.T. by students at both primary and lower secondary levels. It should ensure that school leavers are equipped with essential skills, experiences and understandings for life at home, at work and elsewhere. It should also remove some of the problems currently encountered by students who have to change schools.

Basically, a developmental policy is needed to replace our current static policy of supporting school-based programs. With some notable exceptions, this policy

4.9.1.1 Identification of the core curricula:  
subject area committees

Subject area committees have been set up in seven key subject areas. One of their chief responsibilities is to make recommendations on the core curriculum to the Curriculum Advisory Committee. The membership is drawn from Government and Catholic primary and secondary schools (and, in some cases, pre-schools) and it also includes representatives of parents, industry, and post-school education. Members come from all regions in the N.T.

4.9.1.2 The Northern Territory Curriculum Advisory Committee

This committee is as broadly representative as the subject area committees both in the occupations of its members and the regions from which they come. It currently co-ordinates the work of the subject area committees and makes recommendations on all matters concerning curriculum, certificates, assessment and accreditation to the Secretary of the Department of Education, who in turn advises the Minister. (See also 6.1.1, Advisory Councils, Proposal 1)

4.9.1.3 Core curriculum for Aboriginal schools

The introductory section to the Penny Report on Aboriginal Teacher Education<sup>5</sup> contains much of relevance to the consideration of standards, curriculum and staffing of Aboriginal schools. The situations described indicate that urgent and purposeful action is required.

5

Penny, H.H. Ibid.

Basically, a developmental policy is needed to replace our current static policy of supporting school-based programs. With some notable exceptions, this policy has been unsuccessful, not because of a lack of dedication by teachers, both European and Aboriginal who generally cannot be praised too highly, but because the policy has been static given the conditions which exist in most places. There are only a few places with the human resources, skills, training, experience and continuity of staff necessary to develop effective programs relying mainly on school-based initiatives.

A comprehensive approach for improving curriculum and standards is required. The elements of that policy are prescribed curricula and staff development.

Prescribed curricula are based on the core and recommended curricula for all Northern Territory schools, supported by carefully selected materials. The recommended curricula for non-Aboriginal schools give many options and a wide choice of materials. A selection from those which are most suitable for Aboriginal schools will be made and prescribed. This will enable preservice and inservice courses to be much more effective and should mean that people in promotion positions at Aboriginal schools could, over a period of time, build up specific expertise in training young teachers, both Aboriginal and European, and Aboriginal Teaching Assistants in the use of such specific courses and materials.

A complementary induction program for new teachers for Aboriginal schools will also be required. This program should focus on a number of things which are vital to improving standards in Aboriginal schools, e.g. the teaching of oral and written English, the teaching of Mathematics, parent education about what schools do and those aspects of Aboriginal culture (including Aboriginal Language) which are necessary for teachers to know if they are able to work effectively with parents and students.

Within such a comprehensive approach, the needs of Aboriginal students will have to be considered carefully by the subject area committees and the Curriculum Advisory Committee, members of which include teachers from or with experience in Aboriginal schools.

#### Curricula listed.

As core curriculum is to consist of essential skills, experiences and understandings, it is clear that it should apply to Aboriginal schools, although approaches might be different, as indicated above. The process of defining and developing suitable approaches and teaching/learning materials will be a time-consuming and demanding task. A considerable amount of basic work has been done in individual schools, particularly those with a bilingual program. Partly because of this, the former Bilingual Section has been combined with the Post-Primary Task Force to form the new Aboriginal Curriculum/ Bilingual unit.

#### Proposed

Although the core devised for Aboriginal students may differ in some respects from the core defined for N.T. students as a whole, especially in the early stages, it will not be lower in standard. Some of the skills, content and cultural orientation and related internal assessment procedures may be different but the end point of each course will be the same.

or to be approved as alternatives to recommended

#### Proposals

1. That priority be given to the development of suitable material in order that the successful implementation of the core in Aboriginal schools can take place.
2. That a comprehensive curriculum and staff development policy for Aboriginal schools be developed.

#### 4.9.1 Non-allocations

##### 4.9.2 Recommended curriculum

A recommended curriculum is being developed in each of the key subject areas (English/Language, Mathematics, Science, Social and Cultural Education, Health & Physical Education, the Arts and, in secondary schools only, Life and Work Skills). The recommended curricula are the courses, syllabuses, programs, resources, and

materials that, in the view of the Department, are the best options available to N.T. schools to support the core.

Considerable choice resides within the recommended curricula listed.

It is acknowledged that the needs of individual schools may vary and that a particular school may consider that it has the school-based experience and back-up support required to develop either a complete alternative to a recommended curriculum or a major variation of it.

From the beginning of 1982, primary schools intending to use curricula which are substantially different from the recommended curricula must have the approval of appropriate subject area committees.

#### Proposal

Present policies to continue.

#### 4.9.3 School-based curriculum

A school-based curriculum comprises those elements that have been developed by the school itself (i.e. development, adaptation or selection of courses, units and materials, either to augment recommended curricula or to be approved as alternatives to recommended curricula).

#### Proposal

Present policies to continue.

#### 4.9.4 Time allocations

##### 4.9.4.1 Primary

It is not expected that teachers will spend the whole time which they would normally devote to a subject area pursuing the skills and understandings and arranging the experiences defined as core in that area. Mastery of the defined core should be attainable by most students. However, the proportion of time required to

attain mastery will vary.

Suggested time allocations as listed below are intended not as rigid prescriptions but as guides to those seeking an overview of the balance of the various components and recommended curricula in the total curriculum. It is expected that teachers will engage in other activities with their students in addition to those specifically designed to facilitate attainment of the core.

The suggested time allocations for the primary school are:

English/Language	10 h
Mathematics	5 h
Social and Cultural Education	2 h 30 min
The Arts	3 h 30 min
Health and Physical Education	2 h
Science	1 h 10 min
Unattached Resource Time	3 h 10 min
<b>TOTAL</b>	<b>28 h 40 min</b>

4.9.3.2 Secondary

At secondary level, from Years 9 to 10, the recommended minimum for each of the key areas of the core curriculum in terms of percentages of the total time available, are:

English/Language	7
Mathematics	7
Science	7
Social and Cultural Education	7
The Arts	4
Health & Physical Education	4
Life & Work Skills	4
<b>TOTAL</b>	<b>30</b>

An equal amount of time should also be taken up by the remainder of the recommended curriculum in each subject, making a total of 90%. This leaves 10% of the time available for allocation at the school's discretion. Schools may use this for curricula that are additional to

Suggested time allocations as listed below are intended not as rigid prescriptions but as guides to those seeking an overview of the balance of the various core and recommended curricula in the total curriculum. It is expected that teachers will engage in other activities with their students in addition to those specifically designed to facilitate attainment of the core.

The suggested time allocations for the primary school are:

English/Language . . . . .	10 h
Mathematics . . . . .	5 h
Social and Cultural Education . . . . .	2 h 30 min
The Arts . . . . .	2 h 30 min
Health and Physical Education . . . . .	2 h
Science . . . . .	1 h 30 min
Unattached Resource Time . . . . .	<u>3 h 10 min</u>
TOTAL	<u>26 h 40 min</u>

#### 4.9.4.2 Secondary

At secondary level, from Years 8 to 10, the recommended minimum for each of the key areas of the core curriculum in terms of percentages of the total time available, are:

English/Language	7
Mathematics	7
Science	7
Social and Cultural Education	7
The Arts	<u>4</u>
Health & Physical Education	4
Life & Work Skills	<u>4</u>
TOTAL	<u>40</u>

An equal amount of time should also be taken up by the remainder of the recommended curriculum in each subject, making a total of 80%. This leaves 20% of the time available for allocation at the school's discretion. Schools may use this for curricula that are additional to

the recommended curricula, or for extra work in any of the key areas, i.e. schools might use the time for additional work in the Arts, Life and Work Skills, Mathematics, or for courses in such areas as foreign languages.

Schools are required to present the Arts, P.E. and Health, and Life and Work Skills, as part of the core in only two of the three years from 8 to 10. Thus, if a school chooses to present these three subject areas in Years 8 and 9 and not in Year 10 it has a total of 44% of its total time available in Year 10 to allocate at its discretion. Schools would, of course, be free to present these subject areas throughout Years 8-10.

It is recognised that many students, through the process of electives, particularly at Year 10 level, will be involved for the greater proportion of their working time in a number of the key areas, as determined by their individual interests and abilities. Individual schools will be free to allocate the remaining time in accordance with their own policies and perceived needs.

Career Education, while recognised as part of the core, does not have a separate time allocation. Such an allocation should be made by the principal from within the total core time. It is not intended that this time should be taken solely from the Life and Work Skills allocation.

#### Proposal

That the recommended time allocations be adopted as guidelines.

#### 4.9.5 Curriculum implementation and support services

Implementation of recommended and core curricula is to commence in all primary schools during 1981 and commence in Years 8, 9 and 10 during 1982-84.

The timetable for introduction of core curriculum in Aboriginal schools is as follows:

English/Language and Mathematics will commence during 1981;

the other four subject areas are to be implemented progressively, beginning in February 1982. Individual schools are free to use all of the core statements devised, starting in 1981, if they wish). Availability of suitable teaching/learning materials will influence the timing of implementation in each subject area.

Clearly the prime responsibility for the implementation of curriculum policy into planned teaching and learning experiences for children rests with the classroom teacher. Within the schools, leadership in the effective implementation of curriculum policy is the key responsibility of the principals. The regional superintendent has the responsibility to ensure that curriculum policy is implemented in schools. The Department's Professional Services Branch provides support services to schools in the areas of advisory visits, inservice training, development of curricula and other educational resources, and assessment and evaluation.

#### Proposal

Present policies to continue.

#### 4.9.6 Evaluation of curriculum and its implementation

It is essential that there be continuing evaluation of the implementation of the recommended and core curricula and of their effectiveness. Such evaluation should involve the whole range of people concerned with curriculum implementation, e.g. school staff, regionally and centrally based professional staff, and the community. It will inevitably include both objective and subjective criteria. The various subject area committees should consider, as part of the curriculum development process, the means by which their respective curricula can be evaluated.

#### Proposal

That subject area committees consider means of curriculum evaluation when developing curricula.

#### 4.9.7 Review of curriculum and its implementation

Minor amendments to improve each statement of primary recommended and core curricula should be made during 1981 by the subject area committees and included in statements to be reprinted for the 1982 school year. A major review of each primary core statement should commence in October 1981, and continue through 1982 with a view to producing revised statements in 1982 or 1983. Review of secondary core statements should follow a similar timetable with a major review commencing once the Year 10 curricula have been implemented in 1984.

As the core is the basis of each recommended curriculum, it follows that if the core is changed, then appropriate changes might have to be made in the recommended curriculum. By its nature, the recommended curriculum can be expected to change to accommodate new ideas, materials and approaches, but the core curriculum should be more durable.

It is considered vital that the rate of curriculum change now and in the future should be based on careful evaluation and analysis and not exceed the capacity of teachers to effectively absorb changes in concept, method and content or the capacity of the support system to assist teachers to initiate, adapt or select the new approaches required.

#### Proposals

1. That minor amendments to the primary core curricula be made at the end of 1981.
2. That a major review of the primary core curricula commence at the end of 1981 and continue through 1982.
3. That a major review of the secondary core curricula commence in 1984.

#### 4.9.8 Assessment of student progress and achievement

In the N.T., since the cessation of the Intermediate (1968) and the Leaving (1974) certificates and the encouragement of school-based curriculum development, schools have become accustomed to school-based assessment as the only form of assessment for most students. However, for a minority, the matriculation examinations of the P.E.B. of South Australia have provided a final external assessment.

Also, since 1977, the N.T. Apprentices Board (now the Industries Training Commission) has developed its own examinations, a form of external assessment providing some certification recognised throughout the N.T.

Assessment is an integral part of teaching. Quite apart from certification, schools need assessment for reporting progress to students and their parents.

Testing is an integral part of assessment. All teachers need to test their students from time to time as part of student evaluation and to evaluate the effectiveness of their teaching programs. In the exercise of functions delegated to them under the Act, principals need to administer tests to individuals or to groups of students, often with the co-operation of officers from Guidance and Special Education. Such tests may be aptitude or achievement tests for diagnostic and remedial purposes.

There are, however, limitations in the uses and interpretations of test results. Achievement tests alone are invalid for making comparisons between schools and their use for this purpose is not condoned. The development of N.T. norms for comparison against Australian norms is acceptable because of the useful information likely to be determined; for example, identification of needs in inservice training, specialist staff recruiting, pupil-teacher ratios and provision of support services. Achievement testing for evaluating an innovatory program such as the Bilingual Program or a new syllabus also serves a purpose. Research proposals may require data produced by achievement tests. In the same way achievement testing fulfils a constructive purpose as part of program evaluation.

The main testing activities are as follows:

- . Monitoring of standards in individual schools
- . Diagnostic tests of achievement
- . Survey tests
- . Tests of achievement of the core curriculum

- . I.Q. tests and aptitude tests
- . Personality measures
- . Other psychological tests for children with special needs
- . Test development in key subject areas
- . Item banking
- . Accreditation & Certification
- . P.E.B. Matriculation - Analysis of results
- . Advice to Industries Training Commission on Testing

#### Assessment in relation to core curriculum

The obligation of maintaining educational standards, for which the Education Act makes the Secretary responsible to the Minister, must in fact fall on the system as a whole and can be discharged effectively only with the full co-operation of both central office and field staff. Maintaining and improving standards means facing the problem of defining criteria of competence within each core area and developing or adapting appropriate measuring instruments. The prime responsibility for this task rests with subject area committees within guidelines set by the Curriculum Advisory Committee.

In general, principals will be responsible for the assessment of student progress and achievement within their schools. Specifically, in relation to core, primary principals will be responsible for assessing pupil mastery with assistance from subject area committees on the advice of their assessment sub-committees. In relation to core, secondary principals will be responsible for assessing student mastery within guidelines provided by subject area committees on the advice of their assessment sub-committees.

The Professional Services Branch has a key role to play in providing advice to subject area assessment sub-committees on the range and suitability of tests and individual items and on the development of appropriate tests in the key areas of English/Language, Mathematics, Science, and Social and Cultural Education for the lower secondary school.

The task of test development and the construction of item banks in relation to core curricula is the specific responsibility of the Evaluation and Research Section. The test development work will include test construction, pre-testing, item analysis and various measurement techniques to provide item and test characteristics. Eventually, item banking facilities will have to be provided. (Item banks are comprehensive 'pools' of test items which have their item characteristics described and from which it is possible to draw various tests or sub-tests to suit specific purposes.)

In addition to using the test items described for the core curriculum, it will be necessary for teachers to equip themselves with the basic knowledge required in order to devise their own assessment procedures for the total curriculum, including the core. Adequate standards cannot be achieved without constant and sufficient attention to the theory and practice of assessment and evaluation in teacher education, both pre-service and in-service.

The role of the regional superintendent is to assist principals where necessary and to ensure that a sound assessment program is taking place.

#### Proposals

1. That primary principals be responsible for assessing students' mastery of the core with assistance from subject area assessment sub-committees.
2. That secondary principals be responsible for assessing students' mastery of the core in Years 8 to 10 within guidelines provided by subject area committees.
3. That the Professional Services Branch assist subject area committees in the selection of tests and items at primary level, and in the development of tests for lower secondary English, Mathematics, Science, and Social and Cultural Education.

#### 4.9.9 Accreditation and certification

The Curriculum Advisory Committee advises the Minister and the Secretary on matters relating to accreditation and assessment of the curricula for both primary and secondary schools. The recommendation of the Committee that there be

two certificates for school leavers, one for junior studies and the other for senior studies, has been accepted.

The Senior Secondary Studies Certificate which has been developed for students who leave in Year 11 or 12 will be issued for the first time in 1981.

As far as tertiary entrance qualifications for N.T. students are concerned, the present arrangement with the P.E.B. of S.A. has a number of advantages, the principal one being that it provides nationally acceptable certification for tertiary entrance. The N.T. Government is grateful for this excellent service to its schools. However, it is viewed as a temporary arrangement for a variety of reasons. It may be desirable in the future to tailor matriculation courses to include studies of local relevance (N.T. History and Geography, Aboriginal Studies) while maintaining the content required to make N.T. matriculants acceptable throughout Australia. In planning for the long term, a gradual assumption of responsibility is envisaged for the assessment and certification of senior students to meet tertiary entrance requirements. Changes would have to be phased in over a considerable period, possibly five years.

Some schools currently issue an internal certificate to students on completion of their junior secondary education. A system-wide N.T. certificate to be called the Certificate of Competence is to be introduced to replace this practice. Among the options available are:

- . a certificate certifying mastery of the core;
- . a certificate showing courses completed including mastery of the core; and
- . a certificate indicating mastery of any part of the core achieved at any time in Year 8-10.

The above certificates must be based on valid assessment. Therefore, the Curriculum Advisory Committee will need expert advice from the Evaluation and Research Section on appropriate evaluation and moderation procedures.

Procedures are being planned for the monitoring of core curriculum in relation to certification at Grade 10 level. The provision of system-wide tests mentioned above in four of the key subject areas of English/Language, Mathematics, Science, and Social and Cultural Education could service the dual purpose of monitoring or moderation. Thus the development of appropriate test instruments in these four key subject areas is a priority. The provision of advice to schools in the other three core areas, i.e. Health and Physical Education, the Arts, and Life and Work Skills will also be of importance.

A system of accreditation of senior secondary courses has been formulated and is being put into operation. While this should help to ensure the worth of the courses, procedures for moderation of assessment of performance in those courses have still to be decided upon and developed.

#### Proposals

1. That the current arrangement for matriculation with the S.A. Public Examinations Board continue.
2. That the N.T. Department assume responsibility for all other assessment and certification of senior secondary students.
3. That the N.T. Senior Secondary Studies Certificate be first issued in 1981 as planned.
4. That a system-wide Certificate of Competence be developed for Year 10 level for issue in 1984.
5. That assessment of core elements for certification for Year 10 students include centrally devised test items in English, Mathematics, Science, and Social and Cultural Education.

#### 4.10 Cooperative and developmental school appraisal

In order to maximise the benefits to students, to assist staff development and to be publicly accountable, schools should undergo some form of school evaluation.

During 1979 and 1980, some schools and non-school units have undertaken cooperative appraisals. These have demonstrated that a cooperative appraisal has the potential to:

- . achieve an honest self-analysis by the staff for self-improvement;
  - . contribute positively to the professional development and professional responsibility of those taking part;
  - . involve members of the total school community in the evaluation; and
  - . enable the school to be publicly accountable.
- Guidelines and models which have been formulated take into account the sizes of schools, their geographical circumstances and cultural diversities.

The Committee for Cooperative and Developmental School Appraisal in the N.T. has been constituted with representation from the wider community. Its functions are to:

- . monitor the progress and effectiveness of school appraisal throughout the Territory;
- . receive and evaluate comments, criticisms, observations and suggestions from those who have been engaged in a cooperative school appraisal and from others; and
- . modify the guidelines as required.

#### Proposal

Present policies to continue.

#### 5.2 Training and development of staff

Training involves both pre-service and in-service work.

Tertiary Education Commission, Australia  
 The Supply of and Demand for New Teacher  
 Graduates in the 1970s. A.O.P.A., Red-eye, 1979.

Australian Education Council  
 The Supply of and Demand for Teachers in Australian  
 Primary and Secondary Schools 1974-75. A.O.P.A.,  
 Red-eye, 1975, pp. 43-57.

## 5. STAFFING

### 5.1 Recruitment and placement

It is expected that the N.T. will continue to have difficulties in staffing schools. Unlike the rest of Australia, enrolments in most schools in the Territory are continuing to increase, particularly at the post-primary level. Any reductions in the large number of Aboriginal children not currently enrolled in schools will add to the growing demand for staff in Aboriginal schools.

As no pre-service training for secondary teachers is available within the Territory, all secondary staff have to be recruited from interstate.

The Tertiary Education Commission figures for Australia on supply and demand for new graduates in 1980 indicate a severe shortage of secondary graduates between 1982 to 1987. A shortage of primary teachers is predicted from 1987 on<sup>6</sup>. These projections are supported by analyses of future student enrolments in schools contained in a recent report<sup>7</sup>.

When these factors are combined with the high teacher turnover mentioned earlier, it becomes clear that the Territory may face even greater teacher supply problems in the 80s than at present.

### 5.2 Training and development of staff

Training involves both pre-service and in-service work.

The Territory in-service program should provide for

the needs of individual teachers;

<sup>6</sup> Tertiary Education Commission.  
Working Paper on the Supply of and Demand for New Teacher Graduates in the 1980s. A.G.P.S., Canberra, 1979.

<sup>7</sup> Australian Education Council.  
The Supply of and Demand for Teachers in Australian Primary and Secondary schools 1978-85. A.G.P.S., Canberra, 1978, pp. 85-87.

### 5.2.1 Pre-service

Teacher education courses must be structured and taught so that the appropriate skills and attitudes are developed to fit the Territory's need and environment.

#### Proposals

- 1a. That the existing Guaranteed Employment Scheme conducted in conjunction with the Darwin Community College be extended to provide a guaranteed supply of pre-trained professional staff for schools. The scheme would be expanded to include interstate tertiary institutions being identified as providing courses suitable for training graduates to work in the N.T. where the required courses are not able to be provided by N.T. institutions. Such courses would include some specialist and secondary courses conducted by Colleges of Advanced Education where the N.T. requirement for numbers would not justify the running of local courses.
- b. That students attending these identified institutions and entering the Guaranteed Employment Scheme be given incentives such as fares for practice teaching in the N.T., book allowances, payment of compulsory tuition fees and a living allowance whilst in the N.T.
- c. That successful students be guaranteed a position in the N.T. Teaching Service for a period of three years after one year's probation.
2. That the Department investigate other schemes for attracting experienced teachers and providing incentives for those in training.
3. That institutions involved in training N.T. teachers implement the following recommendation of the National Inquiry into Teacher Education: "...a core of studies and learning experiences should be required of all students in pre-service teacher education."<sup>8</sup>

### 5.2.2. Inservice

The Territory inservice program should provide for:

- . the needs of individual teachers;
- . the needs of functional groups of teachers and their ancillary staff
- . the needs of the school as a whole; and
- . the needs of the education system.

<sup>8</sup> Auchmuty, J.J. National Inquiry into Teacher Education: Report. A.G.P.S., Canberra, 1980, p. 113.

Priority for inservice work is given to implementation of core and recommended curricula.

In line with Australia-wide trends, more out of school and stand down time has been used in running inservice courses. This trend is likely to continue, particularly in the light of a recommendation by the National Inquiry into Teacher Education.<sup>9</sup>

Authorities involved in the provision of inservice programs and activities should ensure that every teacher has the opportunity to participate in at least five days of inservice outside of school hours in each year

Attention will be given to the provision of management courses for staff whose roles have changed, e.g. on promotion. Regionalisation of inservice activities has already been achieved by devolving responsibility to the Directorates. Further regionalisation which makes possible a range of inservice activities of local interest should be possible through the work of education centres recently established in Alice Springs and Tennant Creek. In the future as funds permit, education centres should be established in Darwin, Nhulunbuy and Katherine to enable similar locally initiated inservice to occur.

<sup>9</sup> Auchmuty, J.J.: Ibid, p. 88.

### Proposals

1. That the May stand-down period be used for major inservice activities.
2. That a more extensive training program be introduced for school-based N.T.P.S. staff.
3. That study awards involving high costs for a few teacher recipients be replaced by awards which allow a greater number of teachers to pursue further full-time study at interstate institutions where appropriate study is not available in the N.T.
4. That consideration be given to the establishment of an education centre in Darwin combining the following concepts:
  - . conference centre facilities;
  - . residential facilities for out of town teachers and students; and
  - . secretarial support and a meeting place for professional associations and community groups.
5. That education centres similar in scope to Tennant Creek's be established in Nhulunbuy and Katherine.
6. That greater provision be made for longer term inservice courses - involving up to ten days at a time.
7. That an investigation be conducted into an inservice system of credits counting towards formal qualifications and/or points towards promotion.
8. That schools be encouraged to use their own resources to initiate regular school-based inservice activities.

### 6.1.2 Advisory Councils

The Education Act provides the necessary machinery for the Minister to obtain co-ordinated advice on all major aspects of education. In addition to the Minister's Department, which co-ordinates advice to the Minister and which is itself a major provider of advice, the Act specifically provides for an Education Advisory Council and a Post-School Advisory Council to ensure that the public has a direct role in advising the Minister.

The Education Advisory Council was established to:

## 5. EDUCATIONAL POLICY DEVELOPMENT AND ADMINISTRATION

Policy decisions governing the administration of education in the N.T. are made at Ministerial/Government level. The Secretary of the Department of Education also makes a range of decisions in areas of responsibility delegated to him by the Minister or where the Education Act confers particular responsibilities on him. The Secretary has the responsibility to implement policy decisions of the government and he in turn delegates a range of administrative areas of responsibility to departmental officers and principals. Within this formal structure a range of formal and informal consultation processes occur. In practice most decisions which affect the conduct and administration of educational programs are made after a process of consultation in which the community is involved.

### 6.1 Policy development

While the Government is responsible for deciding educational policy, it makes its decisions on its analysis of advice received, against a background of restraints such as:

- . existing Government policy;
- . legislative parameters (both N.T. and Commonwealth);
- . Commonwealth Special Purpose funding;
- . agreements with the Commonwealth and/or States;
- . competing priorities for funding with the N.T.; and
- . the policy platform of the political party in government.

#### 6.1.1 Advisory councils

The Education Act provides the necessary machinery for the Minister to obtain co-ordinated advice on all major aspects of education. In addition to the Minister's Department, which co-ordinates advice to the Minister and which is itself a major source of advice, the Act specifically provides for an Education Advisory Council and a Post-School Advisory council to ensure that the public has a direct role in advising the Minister.

The Education Advisory Council was established to:

- . consider such matters relating to the provision of educational services as the Council determines or as the Minister refers to it;
- . recommend to the Minister as it may think desirable with respect to matters considered by the Council; and
- . report to the Minister as necessary on any matter considered by the Council.

The Act defines the Council's membership in such a way that it represents a broad cross-section of the community in terms of geographical distribution, vocational interests and educational involvement. Interests represented include those of parents and teachers, both Government and non-government schools, employers and employees, migrants and the urban and rural sectors. Members are appointed by the N.T. Administrator.

The Post-School Advisory Council, members of which are also appointed by the Administrator, was established to:

- . consider such matters relating to the provision of post-school education and training as the Council determines or as the Minister refers to it;
- . recommend to the Minister as it may think desirable with respect to matters considered by Council; and
- . report to the Minister as necessary on any matter considered by the Council.

A third advisory council, the Teacher Advisory Council, is provided for in the Bill to establish the Teaching Service of the Northern Territory. This committee will advise the Teaching Service Commissioner.

The Annual Report of the Department of Education lists a number of existing ongoing committees which have been established to advise the Secretary or the Minister. Experience and developments which have occurred in the first 18 months since the passage of the responsibility for Education from the Commonwealth Government to the N.T. Government have revealed the need to formalise the

status and operation of these committees as either Advisory Councils to the Minister where the Minister mainly requires advice on the development of new policy or access to impartial, broader based community advice to administer certain sections of the Education Act, or Advisory Committees to the Secretary where the Secretary requires advice to administer certain programs within existing policy.

It is proposed to change the functions of the existing Curriculum Advisory Committee whose current functions are explained in Section 4.9.1.2 by an amendment to the Education Act early in 1981. The amendment is required to establish the Northern Territory Senior Secondary Studies Certificate which will be first issued at the end of the 1981 school year, to provide for the certification at grade 10 level which is proposed for 1984 to students who commence high school in 1982 and to vest the proposed Curriculum Accreditation and Advisory Council with the power to issue certificates and accredit courses related to those certificates. It is proposed that the council when established will continue to provide advice to the Secretary on those curriculum and evaluation matters which now fall within its existing terms of reference.

The changes to this committee and the other existing committees are set out as proposals below. It is stressed that these changes are to be effected without increases in cost.

#### Proposals

1. That the Education Act be amended to provide for the Northern Territory Senior Studies Certificate, certification at year 10 level and the establishment of a Curriculum Accreditation and Advisory Council.
2. That the following Advisory Councils be established.
  - (a) Special Education Advisory Council (replacing the existing Special Education Advisory Committee).

- (b) The Aboriginal Education Advisory Council (Feppi) replacing the Aboriginal Education Consultative Group.
  - (c) Katherine Rural Education Centre Council, formalising the existing group.
3. That the Bilingual Education Consultative Committee be a committee of the proposed Aboriginal Education Advisory Council.
  4. That the following existing committees continue their specialist advisory roles to the Secretary.
    - . Multicultural Education Co-ordinating Committee
    - . Education and the Arts Programs Committee
    - . Schools Commission Programs Committee
    - . Early Childhood Education Advisory Committee
    - . Alice Springs Co-ordination Committee for Senior Secondary Studies
    - . Scholarship Committee.
  5. That the Teacher Education Advisory Committee be redesignated as the Staff Development Committee to enable it to advise on the training and professional development needs of all staff, including school administrative staff and ancillary staff.

#### 6.1.2 The Secretary and the Executive Group

Just as the Minister, in determining educational policy, receives advice from his advisory councils and from the Department, so the Secretary, in administering the Department, consults with and receives advice from the Executive Group.

This Group which is chaired by the Secretary, consists of Deputy Secretaries and Directors of the Department, and meets regularly to:

- . consider and make recommendations on policy development and implementation;
- . review the performance of various sectors of the Department;
- . review progress on continuing matters; and
- . exchange information.

The way is open for any officer of the Department or the teaching service, by proceeding via the correct channels, to refer to the Executive Group any appropriate issues for consideration. Similarly, recognised professional groups may present submissions to the Executive Group.

Proposal

That members of the teaching service and recognised professional groups continue to be encouraged to present submissions to the Department's Executive Group.

6.1.3 Principals' conferences

Many recommendations affecting the implementation of educational policy are made at the annual Principals' Conference and the Small Schools (Head Teachers) Conference. In addition, proposals for policy changes can be and have been, initiated at these conferences.

Proposal

That principals' conferences continue to be encouraged to submit policy proposals to the Department's Executive Group.

6.1.4 School councils

(See also Appendix A, Draft guidelines for the formation and organisation of School Councils).

For many years, parents have been involved in their schools. That involvement has varied greatly from school to school and has ranged from being concerned solely with fund raising to having representatives on school curriculum committees. Many schools have parents working in a voluntary capacity in a number of areas.

In September 1980, guidelines for the formation and role of school councils were distributed for discussion and comment. The following is a summary of the proposals.

- . The School Council, of which the principal is a voting member, shall represent the view of parents and teachers in a school and shall advise the principal on the educational needs of its community. The principal may report on any aspect of the school's activities either voluntarily or at the Council's request.

- . The Council may contribute to the duty statement of the principal and can therefore influence the selection procedures for the position. The council may assist

the principal in the selection and appointment of non-Commonwealth Teaching Service and N.T. Public Service casual staff.

- . Councils should be seen as the community representatives within a school and shall be bound by any decision of a properly constituted general meeting of parents and teachers.

The guidelines are designed to allow school communities to formally establish school councils if they so desire. The guidelines also outline a range of responsibilities which each council could assume at its own discretion. It is stressed that:

- . it is not obligatory for any school to establish a council; and
- . if a council is established, it may assume any, all or none of the responsibilities outlined in the guidelines.

#### 6.1.5 Ad hoc consultation

From time to time it has been considered necessary to move outside formal structures and consult either the whole community or special interest groups.

For full consultation, relevant documents are sent to all community groups, schools, school councils and educational groups and associations. Usually public advertisements are used to notify the existence of a document and to invite public comment. For limited consultation, relevant documents are sent to representative professional groups such as the N.T. Primary Principals' Association, the Australian College of Education or the Science Teachers' Association of the N.T. Alternatively, joint working parties are established, usually with either the Northern Territory Teachers' Federation or the N.T. Council of Government School Organisations.

Where a particularly urgent task needs to be undertaken, a task force or working party is established with limited terms of reference and a set time within which to report. If time permits, task force reports are circulated for comment before being finalised.

## 6.2 The three-level administrative structure

In this section, major management and administrative responsibilities are explained for the three levels of management which exist in the Department of Education:

- . the school;
- . the region; and
- . the central office.

### 6.2.1 The school

As the prime function of the school is to provide an educational program (i.e. the school curriculum) which meets the needs of its students, the priority of school administration is to manage and facilitate that program. The school principal is not simply a manager, for the quality of education in the classroom. The principal shares this classroom responsibility with teachers and, in undertaking educational leadership, may have to delegate day to day administrative tasks to administrative staff or to the assistant principal.

The principal, by delegation from the Secretary through the regional superintendent, is responsible for directing staff in their duties. Many duties are decided at the school level and are subject to a school policy set by the principal on the advice of the school council or meetings of staff and parents. It therefore follows that the principal should have a role in staff selection. At present this is achieved formally by the writing of staff duty statements by the principal and informally through negotiation between the principal and the regional superintendent over transfers and recruitment.

There are great difficulties in including principals on selection panels for promotion positions because of the size

of the N.T. and travel costs. However, it may be possible to seek the views of principals during the pre-selection process and to bring these views to the attention of panels.

The principal directs staff in their duties and is therefore responsible for the establishment and maintenance of harmonious professional relations among staff. The principal is the first point of contact for inquiries or complaints of an industrial nature and it is expected that most complaints or inquiries can be settled at the school level.

In the first year following the transfer of the educational responsibility to the N.T. Government, a system of school-based funding was introduced to give schools more flexibility in making decisions about the allocation of resources.

In 1980-81 this flexibility was extended by including communications and service charges, including electricity in school-based funding. When this was done in other States quite remarkable benefits ensued. By applying normal "household" management techniques, electricity and telephone costs were substantially reduced, thus making more funds available for educational purposes within the school. However, overall benefits were limited, to some extent, by the high percentage of fixed costs over which the school has no control.

Further benefits could be obtained by including urgent repairs and minor new works in school-based funding. One of the most vexing problems, particularly in remote areas, is the time taken to make minor modifications or minor repairs. Often essential aspects of school life are suspended or delayed because of nagging breakdowns or vandalism. When repairs are carried out, often after long delays, they are not always completed to the satisfaction of the school. A change in this area would give schools the opportunity to deal with minor modifications or repairs that are of an urgent nature.

Another increasingly important area of school responsibility is the use of schools by community groups. New school buildings are now being designed with even greater community use of school facilities in mind. This is seen not only as meeting community needs, but also as an effective method of bringing the school and the community closer together. Further investigation is needed into the financial and administrative implications.

#### Proposals

1. That an investigation be made of the desirability and the means of obtaining advice from principals during pre-selection for teacher promotion positions.
2. That urgent repairs and minor new works be included in school-based funding.
3. That an investigation be made of the financial and administrative implications of community use of school buildings leading to the development of guidelines for community use of school buildings.

#### 6.2.2. The region

Until recently, some aspects of regional administration were handled by a principal education adviser. In order that devolution of responsibility to regions can be fully realised, principal education advisers have been redesignated as regional superintendents and have been given the task of supervising the operations of schools and of ensuring that schools efficiently carry out their responsibilities as required by the Minister, Secretary and the system generally.

Regional superintendents have the key professional role in the regions in the same way as the principal is seen as the educational leader of a school. One implication of this change is that the regional superintendent will be responsible for the co-ordination and implementation of major educational policy changes such as the introduction of core curriculum. The regional superintendent will also be responsible for making the region's training needs known to the Superintendent of Staff Development.

In accordance with the general theme of increasing local responsiveness, regional superintendents will have access to inservice funds to quickly meet local needs. A range of responsibilities has been delegated from central office covering such areas as provision of facilities, supervision of contracts and liaison with respect to certain categories of buildings and capital works and the provision of supplies for local stores. This should enable the regional superintendents to provide a better service to schools.

Regional superintendents and regional advisory staff have a key role in monitoring the implementation of policy. Here, an important distinction needs to be made between the role of regional superintendents and "old style" inspectors. The emphasis of evaluation in regions will be on program evaluation, not teacher evaluation. For example, regional superintendents may advise schools that from time to time a review is to be undertaken of the effectiveness of a certain Government policy initiative, e.g. remedial teaching. Based on this investigation, the superintendent will recommend appropriate action.

Increasingly, since July 1979, regions have been involved in staffing decisions and in industrial relations at a regional level. The creation of regional superintendents and the establishment by the Northern Territory Teacher's Federation of regional committees mean that most staffing decisions can be taken regionally. Staffing related problems of an industrial nature which are not capable of solution at the school level may also be resolved regionally.

In keeping with the devolution of responsibility to regions, there will be a corresponding responsibility to keep the central office supplied with the information it needs to monitor expenditure, staffing patterns and those other centrally controlled matters so that the central office can arrange its operations in ways which meet the regional needs.

An understanding of the relationship between the regional superintendent and the school principal is crucial to the

effective administration of both the school and the region. The regional superintendent will require information from the principal on the conduct of the school program and the school's needs. On the other hand, the principal will also provide information to the superintendent on the quality and timeliness of the whole range of services provided to the school from both regional and central office sources so that action may be taken to remedy problems. This concept of two-way school reporting is fundamental to developing a cooperative process which will be more effective in support of school operations.

An outline of the regional superintendents' role is as follows.

The regional superintendent is the most senior Departmental officer in the region. He has oversight and control of all schools and staff. He has the responsibility of ensuring that the curriculum is implemented, and of helping principals to maintain effective student assessment programs. The principal is responsible to him for the efficient administration of the school. The regional superintendent is also the chief adviser to the Department on matters pertaining to the region.

The regional superintendent has the task of supervising the operations of schools and ensuring that they carry out their responsibilities as required by the Minister and the Secretary.

As was the case with the principal education adviser, the regional superintendent will continue to play the key professional role in the region.

The regional superintendent will formally visit each school in his region at least twice per year. At the conclusion of each visit, a joint report will be written with the principal. The report will be based on a set of guidelines or pro-forma which will cover matters such as the curriculum, essential administrative procedures and staff development requirements.

Each month, the regional superintendent will present a report to the Director. The report will be a summary of school visits and will highlight achievements and problem areas within the school, including the performance of external support services on which the school depends. A copy of the report will be left in the school and will indicate the agreed action to be taken by the principal and the regional superintendent.

In summary, the superintendent has an advisory, supervisory, servicing and liaison role. To many, the role will not be very different from that played by the principal education adviser. The major difference is that the superintendent has the authority to effect action both within a school and within the Department where necessary.

In the N.T., there are six regional superintendents. The regions are as follows:

East Arnhem Region;  
 Katherine Region;  
 Darwin Region, North;  
 Darwin Region, South;  
 Barkly Region; and  
 Alice Springs Region.

### Proposal

That the recently formulated policies concerning regional superintendents and regional administration continue.

#### 6.2.3 Central administration

If school and regional level administrations are to work in accordance with Government policies and objectives, it follows that the central office of the Department has the key role in the coordination of policy implementation. The Departmental Executive Group, which consists of the heads of branches and divisions and is chaired by the Secretary, will have an increasingly important role in the 1980s. The decision-making process already described should enable all officers at all levels in the system to bring matters to the attention of the Executive Group.

The Department provides support to the advisory councils which the Minister has established to advise him on the formulation of new policy.

The Department has the responsibility of implementing system-wide priorities such as the implementation of core curriculum, certification at Year 10 and 12 level and the process of Aboriginalisation of teaching in settlement schools.

The Department also needs to continually devise plans to cope with problems and needs which are revealed through superintendents' reports or research reports, e.g. the Teaching of English as a Second Language.

Perhaps the key element missing from the administration of the Department in the past has been an effective management information system. The first steps have been taken in the implementation of a system through upgrading the role of the Executive Group to that approaching the corporate management function of boards in private enterprise. It is expected that the Department will have an effective management information system in operation by 1 July 1981 following the report of a firm of consultants currently engaged in reviewing this and other aspects of the Department's administrative procedures.

The devolution of responsibility to schools and to regions brings with it problems of control. Some administrative matters will always need to be controlled at the central level. These include personnel (recruitment, promotions), finance, capital works and furniture and equipment. The central office will need to progressively adjust its procedures and its planning processes to allow the regions in particular to undertake their tasks effectively.

The Department of Education, along with other N.T. Government Departments, will be required to provide evidence to the Commonwealth Grants Commission. This

is a new activity for the central office and one which will require close attention if the Territory is to receive its future share of national resources in relation to its needs.

The central office also has a key role to play in the maintenance of effective industrial relations for matters which affect the system as a whole. To this end, the Department has identified certain senior officers (Deputy-Secretaries and Directors) to handle day to day queries from the Northern Territory Teachers' Federation and a single contact officer (the Principal Education Adviser, Planning and Coordination) for formal approaches. Regular monthly consultations between the Secretary and the full-time officers of the Federation have also been established.

Another major central office function is planning for new school facilities. In the N.T., the high growth rate of the student population places considerable pressure both on funds available for education generally and also on the funds available for capital works. The provision of new schools, technical and further education facilities and indeed the proposed new university for the N.T. all require major building programs. However, not all needs will be met unless a suitable compromise can be made between high building costs and adequate designs.

The development and progressive improvement of designs which are more in keeping with the Territory's environment is one of the key challenges for the 1980s.

Another central office function which cannot be emphasised too strongly in the context of the Territory's educational development is continuing research. There are three distinct requirements:

- demographic and statistical analyses to keep pace with the day-to-day planning requirements of the education system;

- . the provision of sound, research-based advice and evaluation of the needs of the Territory's special groups (e.g. the needs of isolated children) so that proper plans can be made to meet these needs; and
- . the conduct of important experimental programs, e.g. Bilingual Education, which is designed to provide a better education for some of the Territory's distinctive groups.

To facilitate administration, a number of former central office principal education advisers have been given system-wide responsibilities and are now designated as functional superintendents. Their areas of responsibility are:

- . Secondary Education;
- . Aboriginal Education;
- . Guidance and Special Education;
- . Early Childhood and Primary Education;
- . Multicultural Education;
- . Curriculum; and
- . Staff Development.

Their general responsibilities are policy development, providing advice to Directorates and schools, coordinating operations within their specific areas, providing assistance to Directors to implement policy, and acting as Departmental representatives and spokesmen on specific aspects of education.

Their specific duties are to:

- . coordinate all activities on a system-wide basis in their particular areas of specialisation;
- . formulate and develop Departmental policy proposals for submission, through the appropriate channels, to the Departmental Executive Group;

- . overview the implementation of Departmental policy throughout the system within their specific areas;
- . liaise with officers in the Directorates and provide advice to the Directorates and to schools;
- . be a focal point for the Department in their specific areas of education, and act as Departmental spokesmen in these areas.
- . represent the Department in activities, committees and other bodies on a Territory-wide or national basis; and
- . be a member of, and where appropriate, be chairman of Departmental committees relevant to their specialist areas.

#### Proposal

That a comprehensive management information system be implemented in July 1981.

#### 7. CONCLUSION

The considerations included in this Green Paper are part of a long term planning process designed to shape the directions of education in the Northern Territory for the next 10 years. When the Minister released the Draft Green Paper in August 1980 for comment by interested educators and educational groups, it was envisaged that the planning process would pass through 3 stages.

Stage 1: Development of a Draft Green Paper for comment within educational circles in the Northern Territory.

Stage 2: Revision leading to the development of a Green Paper on Primary and Secondary Education in the Northern Territory for presentation by the Minister for Education in the Legislative

Assembly and thereafter to be distributed for wide public discussion in the Northern Territory.

Stage 3: The establishment of an expert but widely representative working party to further develop ideas and concepts on the Green Paper, to consider public comments on the Green Paper and to develop a White Paper, i.e. a statement of N.T. Government Policy paper for consideration and adoption by the N.T. Government.

This Green Paper represents a culmination of Stage 2 of the review. In presenting it, the considerable contributions made by the interested educators and educational groups are gratefully acknowledged. A list of contributors is attached as Appendix B.

It is stressed that the Green Paper in this form is intended to provide a basis for further discussion. As mentioned above, it will be the task of the White Paper working party to consider both the proposals presented in this paper and the public comments on those proposals, and then to present the Minister with a consolidated report for his consideration. To ensure adequate time for public debate, submissions arising from individuals and groups are invited by 30 April 1981.

COMMENTS ON GREEN PAPER

Although this document deals mainly with recent and proposed major educational initiatives, members of the public are invited to comment on these and any other educational matters.

All comments should reach:

The Secretary,  
Department of Education,  
P.O. Box 4821,  
DARWIN, N.T. 5794  
Attention: Mr G.J. Spring

by 30 April, 1981.

LIST OF PROPOSALS

3. AIMS FOR EDUCATION IN THE NORTHERN TERRITORY
  - 3.2 Aims for schools in the Northern Territory  
That the proposed aims for N.T. schools be adopted.
  
4. THE EDUCATIONAL PROGRAM IN NORTHERN TERRITORY SCHOOLS
  - 4.1 Urban Primary  
With the exception of the proposal to transfer Year 7 in Darwin and Alice Springs to the proposed high schools, (as proposed in 4.2 (1) below), present policies are to continue.
  
  - 4.2 Urban secondary
    1. That year 7 students be incorporated into High Schools, preferably in 1984.
    2. That Humpty Doo High be developed as a Years 7 to 12 high school with a comprehensive range of courses including rural education.
    3. That the first high school built in the developing area of Palmerston be a 7 to 12 comprehensive high school.
    4. That the following pattern of secondary education in the Darwin area be considered:
      - (a) That Casuarina High become a senior secondary school with a wide range of courses available.
      - (b) That Nightcliff High and Dripstone High become schools for Years 7 to 10. Whether Dripstone proceeds past Year 10 in 1982 will need to be considered as a related issue.
      - (c) That Darwin High remain as a comprehensive high for Years 7 to 12. This is because of its isolation from the northern suburbs and other developing areas, and the need to provide an alternative option for senior students who may wish to continue at a comprehensive school.
    5. That the secondary college concept be also considered for the developing area of Palmerston.
    6. That the options for boarding facilities in Darwin to be investigated by the Education Advisory Council include:
      - . a cottage village, possibly built on or near the campus, e.g. Darwin High, or one of the new schools soon to be built; and
      - . selected houses spread through the community and operated as separate entities under "house parents".
    7. That ways of making increased use of St. Phillips College in Alice Springs be also investigated.

4.3 Aboriginal education4.3.2 Bilingual education

Present policies to continue.

4.3.4 Aboriginalisation and Aboriginal teacher education

1. That a fourth year of training be made available at Batchelor College as early as practicable.
2. That a pupil-teacher understudy scheme supplemented by correspondence lessons from Batchelor College be introduced.
3. That a second-year program on an on-site basis be introduced where numbers warrant and resources permit.
4. That there be a continuation of the recently introduced bridging course for students who have not reached a sufficiently high standard to proceed to a subsequent year.
5. That groups of Aboriginal people from particular communities or similar language groups be encouraged to enrol at Batchelor College together, although the immediate effects on individual schools and communities have to be considered.
6. That the training program in educational administration for experienced Aboriginal teachers be formalised and conducted annually.

4.3.5. Aboriginal post-primary/secondary/residential colleges

1. That lower secondary programs be instituted in larger schools, where the criteria for such courses can be met.
2. That such schools be designated "Area Schools"
3. That a lower secondary program be trialled at Bamyili this year.
4. Dependent on the success of the trial in 3 above, further suitable schools be included in the development in 1982 with a view to progressive implementation where student numbers are viable.
5. That the phase of educational programs beyond primary in all schools be generally known as Secondary education.
6. That all schools work to appropriate "core curricula" providing an education leading to a Certificate of Competence. Modifications to this requirement (to meet particular circumstances or groups of students) be minimal and temporary.
7. That the Department arrange for the monitoring of the social impact of educational programs in Aboriginal schools; with particular attention to the role and effect of the Residential Colleges.

4.3.6 Outstation schools  
Present policies to continue.

4.4 Multicultural Education  
Present policies to continue and develop.

4.5 Teaching English as a Second Language

1. That incentives be provided to encourage teachers of Aboriginal and migrant children to become specially qualified in T.E.S.L.
2. That an intensive Departmental inservice course be developed.

4.6 Slower learning children

1. That borderline children should be receiving an 'alternative' curriculum and children of lower than average intelligence and social maturity should be receiving a 'modified' curriculum.
2. That the teaching staff for special schools be on the basis of one teacher for five students.

4.8 Transition Education  
That the Department of Education examine the area of Transition Education and explore ways of helping the transition from school to adult participation in society.

4.9 The school curriculum

4.9.1 Core curriculum

1. That priority be given to the development of suitable materials in order that the successful implementation of the core in Aboriginal Schools can take place.
2. That a comprehensive curriculum and staff development policy for Aboriginal schools be developed.

4.9.2 Recommended curriculum  
Present policies to continue

4.9.3 School-based curriculum  
Present policies to continue.

4.9.4 Time allocations  
That the recommended time allocations be adopted as guidelines.

4.9.5 Curriculum implementation and support services  
Present policies to continue.

4.9.6 Evaluation of curriculum and its implementation  
That subject area committees consider means of curriculum evaluation when developing curricula.

4.9.7 Review of curriculum and its implementation

1. That minor amendments to the primary core curricula be made at the end of 1981.

2. That a major review of the primary core curricula commence at the end of 1981 and continue through 1982.
3. That a major review of the secondary core curricula commence in 1984.

4.9.8 Assessment of student progress and achievement

1. That primary principals be responsible for assessing students' mastery of the core with assistance from subject area committees.
2. That secondary principals be responsible for assessing students' mastery of the core in Years 8 to 10 within guidelines provided by subject area committees.
3. That the Professional Services Branch assist subject area committees in the selection of tests and test items at primary level and in the development of tests for lower secondary English, Mathematics, Science, and Social and Cultural Education.

4.9.9 Accreditation and certification

1. That the current arrangement for matriculation with the S.A. Public Examinations Board continue.
2. That the N.T. Department assume responsibility for all other assessment and certification of senior students.
3. That the N.T. Senior Secondary Studies Certificate be first issued in 1981 as planned.
4. That a system-wide Certificate of Competence be developed for Year 10 level for issue in 1984.
5. That assessment of core elements for certification for Year 10 students include centrally devised test items in English, Mathematics, Science, and Social and Cultural Education.

4.10 Co-operative and developmental school appraisal  
Present policies to continue.

5. STAFFING

5.2 Training and development of staff

5.2.1 Pre-service

- 1a. That the existing Guaranteed Employment Scheme conducted in conjunction with the Darwin Community College be extended to provide a guaranteed supply of pre-trained professional staff for schools. The scheme would be expanded to include interstate tertiary institutions being identified as providing courses suitable for training graduates to work in the N.T. where the required courses are not able to be provided by N.T. institutions. Such courses would include some specialist and secondary courses conducted by Colleges of Advanced Education where the N.T. requirement for numbers would not justify the running of local courses.
- b. That students attending these identified institutions and entering the Guaranteed Employment Scheme be given incentives such as fares for practice teaching in the N.T.,

book allowances, payment of compulsory tuition fees and a living allowance whilst in the N.T..

- c. That successful students be guaranteed a position in the N.T. Teaching Service for a period of three years after one year's probation.
2. That the Department investigate other schemes for attracting experienced teachers and providing incentives for those in training.
3. That institutions involved in training N.T. teachers implement the following recommendation of the National Inquiry into Teacher Education: "...a core of studies and learning experiences should be required of all students in pre-service teacher education".

#### 5.2.2 Inservice

1. That the May stand-down period be used for major inservice activities.
2. That a more extensive training program be introduced for school-based N.T.P.S. staff.
3. That study awards involving high costs for a few teacher recipients be replaced by awards which allow a greater number of teachers to pursue further full-time study at interstate institutions where appropriate study is not available in the N.T.
4. That consideration be given to the establishment of an education centre in Darwin combining the following concepts:
  - . conference centre facilities;
  - . residential facilities for out of town teachers and students; and
  - . secretarial support and a meeting place for professional associations and community groups.
5. That education centres similar in scope to Tennant Creek's be established in Nhulunbuy and Katherine.
6. That greater provision be made for longer term inservice courses - involving up to ten days at a time.
7. That an investigation be conducted into an inservice system of credits counting towards formal qualifications and/or points towards promotion.
8. That schools be encouraged to use their own resources to initiate regular school-based inservice activities.

## 6. EDUCATIONAL POLICY DEVELOPMENT AND ADMINISTRATION

### 6.1 Policy development

#### 6.1.1. Advisory councils

1. That the Education Act be amended to provide for the Northern Territory Senior Studies Certificate, certification at year 10 level and the establishment of a Curriculum Accreditation and Advisory Council.

2. That the following Advisory Councils be established.
  - (a) Special Education Advisory Council (replacing existing Special Education Advisory Committee).
  - (b) The Aboriginal Education Advisory Council (Feppi) replacing the Aboriginal Education Consultative Group.
  - (c) Katherine Rural Education Centre Council formalising the existing group.
3. That the Bilingual Education Consultative Committee be a committee of the proposed Aboriginal Education Advisory Council.
4. That the following existing committees continue their specialist advisory roles to the Secretary.
  - . Multicultural Education Co-ordination Committee
  - . Education and the Arts Programs Committee
  - . Schools Commission Programs Committee
  - . Early Childhood Education Advisory Committee
  - . Alice Springs Co-ordination Committee for Senior Secondary Studies
  - . Scholarship Committee.
5. That the Teacher Education Advisory Committee be redesignated as the Staff Development Committee to enable it to advise on the training and professional development needs of all staff, including school administrative staff and ancillary staff.

#### 6.1.3 Secretary and the Executive Group

That members of the teaching service and recognised professional groups continue to be encouraged to present submissions to the Department's Executive Group.

#### 6.1.4 Principals' conferences

That principals conferences continue to be encouraged to submit policy proposals to the Department's Executive Group.

#### 6.1.5 School councils

That the final guidelines for school councils be incorporated in the Regulations to the Education Act.

### 6.2 The three-level administrative structure

#### 6.2.1 The school

1. That an investigation be made of the desirability and the means of obtaining advice from principals during pre-selection for teacher promotion positions.
2. That urgent repairs and minor new works be included in school-based funding.
3. That an investigation be made of the financial and administrative implications of community use of school buildings leading to the development of guidelines for community use of school buildings.

6.2.2 The region

That the recently formulated policies concerning regional superintendents and regional administration continue.

6.2.3 Central administration

That a comprehensive management information system be implemented in July 1981.

Composition of a School Council

1. The council of any Government school shall consist of
  - (a) parents and teachers elected at an annual meeting each year, subject to a majority of the council including one parent elected
  - (b) a representative of the local community
  - (c) in addition to the members of the council mentioned in any one of the following
    - (i) one or two parents of children of a primary school elected by the parents
    - (ii) one representative of the local community elected by the council
    - (iii) one representative of the local business and industry
    - (iv) one or two members of the staff
2. The principal shall be a member of the council and shall have voting rights.
3. The Chairman of a school council shall be elected from the parents on the council.
4. Subject to the approval of the principal, the school council may co-opt such persons as it may think fit to act as secretary/treasurer of the council. In this event appropriate arrangements shall be made to enable the school secretary's normal working hours to be maintained for attendance at council meetings outside normal working hours.

APPENDIX ADRAFT GUIDELINES FOR THE FORMATION AND ORGANISATION OF SCHOOL COUNCILS.Composition of a School Council

1. The council of any Government school shall consist of:
  - (a) parents and teaching staff elected at an annual meeting such that parents form a majority of the council including any members co-opted.
  - (b) a representative of the Department of Education.
  - (c) in addition if the members of the council so decide, they may co-opt:
    - i) one or two senior students of a secondary school
      - (i) elected by the students
      - ii) one representative from feeder primary school councils
      - iii) one representative from the associated high school
      - iv) members up to a maximum of six.
2. The Principal shall be a member of the school council with voting rights.
3. The Chairman of a school council shall be chosen from the parents on the council.
4. Subject to the approval of the Principal, the school council may request that the school secretary act as secretary/treasurer of the council. In this event appropriate adjustment will need to be made to the school secretary's normal working hours in recompense for attendance at council meetings outside normal working hours.

### Term of office

With the exception of the Principal and, where applicable, the Head Teacher, members of a school council shall hold office for two years, provided that:

- (a) where a school council is first established, one half of the members referred to in sub regulation 1.(a) above shall retire at the end of their first year of office and the balance of those members shall retire at the expiration of two years from their election.
- (b) members are eligible for re-election but the maximum number of consecutive terms a member may serve is three.
- (c) any member co-opted by a school council shall hold office for two years, or such shorter period as the council may determine and shall be eligible to be co-opted for a further term, if the council so decides.
- (d) all members of a school council, except as elsewhere provided, shall hold office until their successors have been appointed.

### Annual Meeting

1. Prior to the seventh day of March in every year, the Principal or the Head Teacher of a Government school shall give notice of a meeting for the purpose of electing persons to fill the vacant positions in the membership of a school council and to carry out such other business as is prescribed by these regulations.
2. The annual meeting shall be conducted in accordance with the constitution approved by the Minister.

### Casual Vacancies

1. The office of a member of a school council shall become vacant if:
  - (a) he dies;
  - (b) his term of office expires;
  - (c) he resigns by notice in writing given to the Chairman of the school council; or
  - (d) he has his place declared vacant by a resolution of a simple majority of the council at a properly constituted meeting.
  
2. Casual vacancies shall be filled by the appropriate nominating or electing body and the person so nominated or elected will hold office for the remainder of the term of office of his predecessor.
  
3. When any person ceases to be a member of a council or to hold any particular office on a council he must immediately hand over to his successor, all books, papers and funds which he held by virtue of his position on the council.

### School Council Meetings

1. A quorum of a school council shall consist of such number of members as is not less than one half for the time being of members and no business shall be conducted at a meeting unless a quorum is present.
  
2. A decision carried by a majority of votes cast by the members present at a meeting of a school council shall be the decision of that council.
  
3. The member presiding at the meeting of a school council shall have a deliberative vote.
  
4. Subject to these regulations, the procedure for calling meetings of a school council and the conduct of business at those meetings shall be as determined by each council.

5. School councils shall meet at least monthly during the school year.

#### Committees

1. A school council shall have power to appoint committees from among its own members.
2. Committees will be responsible to the council and their meetings will not, unless so directed by the council, be open to the public.
3. A committee shall with the approval of the council have the power to co-opt other persons who are considered to have necessary expertise.
4. A committee shall appoint its own secretary.
5. The Chairman of a committee shall be responsible for presenting the committee's reports to the council.

#### The Role of a School Council

The role of a school council shall be:

1. to take note of school property including grounds, buildings and facilities provided at the school and to advise the regional superintendent of any alterations, additions, repairs and replacements considered necessary. The council will also make recommendations to the regional superintendent on requirements for new buildings.
2. subject to Ministerial guidelines to consider and regulate the use of school premises, including grounds, outside normal school hours.
3. to be responsible for the operation of the school canteen.
4. with the approval of the regional superintendent to negotiate and supervise contracts for urgent minor

words and other contracts as designated by the regional superintendent.

5. to be responsible to the secretary for the receipt and disposition of all school revenue.
6. to be responsible to the secretary for school budgets and the development of policies and forward planning associated with school finances within its annual financial allocation from the Department.
7. to keep proper books of account in accordance with Financial Rules that may be issued by the secretary from time to time and at the end of each school year to submit an audited statement of accounts to:
  - (a) the Secretary of the Department of Education.
  - (b) the Annual General Meeting of the parent organisation.
8. to make the books of account available on due notice to any person authorised by the Secretary or the Chief Government Auditor.
9. to advise the Principal on the educational needs of its community.
10. to consider the total educational programme of the school and to advise on the programme or on particular aspects of it.
11. to call for a report on any section of the school's activities. The report shall in the first instance be sought from the Principal but if the council considers it necessary it may request a report from the regional superintendent.
12. to consider and advise on initiatives in community education. The council will consider and advise on means for improving links between the school, parent organisations, other associations and the community

in general. The council will consider and advise on effective ways of strengthening and extending these links within the community.

13. to exercise an influence in the selection and appointment of the Principal by advising the regional superintendent on the duty statement and job description for the position. To similarly exercise an influence in the selection and appointment of teaching and ancillary staff by advising the Principal.
14. to be responsible for the employment of casual staff.

#### Certain Prohibitions

1. No school council or member of a school council, when acting in that capacity shall give instructions to teachers concerning their professional duties.
2. Except with the approval of a school council in each particular case, no member of that council shall be financially interested, either directly or indirectly, in any works or any services whatsoever executed or rendered for any school and authorised by that council.

#### Proxies

Any member of a council who is unable to attend a particular meeting of the Board may appoint a proxy who shall be another member of the council. The nomination of the proxy must be given in writing to the Chairman prior to the meeting of the council.

#### Constitution

A school council will operate under a constitution approved by the Minister.

### Incorporation

In order to become a legal entity with continuity each council shall apply to the Registrar of Companies to be incorporated under the Associations Incorporation Act 1978.

### Enquiries and Investigations

1. A school council, receiving notice in writing of any complaint relating to a teacher, not being the Principal, shall treat that notice and its contents as confidential.

The council shall forward the notice, without discussion, to the Principal for investigation and necessary action. The Chairman shall be notified of the action adopted by the Principal.

2. Where a school council receives notice in writing of any complaint against a Principal, it shall forward the notice to the regional superintendent for his attention and the council shall at the same time inform the Principal of its action. Such information shall be treated as confidential by the school council. Any decisions reached by the regional superintendent for the Department of Education in this matter shall be made known to the Chairman of the school council.

APPENDIX BACKNOWLEDGEMENTS1. Drafting Committee

Appreciation is extended to the members of the Drafting Committee who had the task of considering and collating information and views presented in written submissions and discussions.

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2. Functional and Regional Superintendents

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