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Iyleen Vickers
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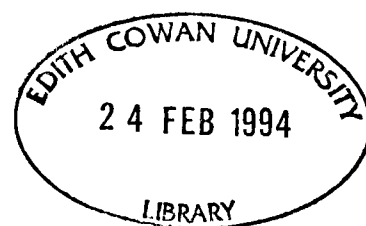
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EXCLUSION: PROCEDURES AND PROVISIONS IN WESTERN
AUSTRALIA WITH SPECIAL REFERENCE TO THE ROLE OF DISTANCE
EDUCATION CENTRE IN THE ACCOMMODATION OF EXCLUDED
STUDENTS

BY

I. Vickers B.A., Dip. Ed., Post Grad. Dip. Ed.
A Thesis Submitted in Partial Fulfilment of the
Requirements for the Award of
Master of Education
at the Faculty of Education, Edith Cowan University

Date of Submission: 23.8.93



USE OF THESIS

The Use of Thesis statement is not included in this version of the thesis.

ABSTRACT

The problem at the centre of this research study was whether the educational provisions at the Western Australian Distance Education Centre met the special needs of those students who are classified as "at risk" and those who are excluded from Government schools on disciplinary grounds. Contextual data which related to these students, such as off-campus programs were examined also.

The bounded case study was chosen as the research mode to investigate the problem. Distance Education Centre constituted the bounded case, and the Referral Program formed the unit of analysis. Data collection techniques included audio taped structured interviews with relevant personnel, structured and unstructured interviews with students, participant observation and the analysis of documents.

Broadly, the research findings indicated the following. First, the document issued by the Ministry of Education outlining the steps in the exclusion process, needs to be reviewed. Second, the proliferation of off-campus programs provide cause for concern when the literature from overseas, has questioned the philosophical, social and educational basis of such programs. Third, the enrolment of miscreant students in a program that is designed for students learning in the distance mode is inappropriate.

DECLARATION

"I certify that this thesis does not incorporate without acknowledgement any material previously submitted for a degree or diploma in any institution of higher education; and that to the best of my knowledge and belief it does not contain any material previously published or written by another person except where due reference is made in the text."

Iyleen Vickers

December 1993

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CHAPTER 1

INTRODUCTION

Overview

Suspension and exclusion are two terms that are symbiotic with the notion of discipline in Government schools. Principals of Government schools have, at one time or another, had reason to suspend miscreant students from school. Exclusion is the ultimate sanction at a principal's disposal. When students of compulsory school age are excluded from Government schools, alternative arrangements are made. One such alternative in the Western Australian Government school system is enrolment in the Referral Program at Distance Education Centre.

The major focus of this study is upon the form(s) of provision and involvement of "at risk" and excluded students once they are enrolled at Distance Education Centre.

1.1 The Research Problem

Distance Education Centre has become a legal alternative to mainstream schooling for at risk and excluded students in Western Australia. The problem is whether the educational provisions at Distance Education Centre meet the special needs of these miscreant students given that this is not its primary function.

1.2 Background

Exclusion is not a new form of discipline in Western Australian schools. References can be found as early as 1895 in the Western Australian Report of the Secretary for Education for the Year 1894 (1895):

No child shall be expelled from any school without express sanction of the Minister, but any Head Teacher may suspend a child until the Minister's decision can be known. Such suspension, and the grounds for it, must be reported to the Minister and the District Board. (p. 36)

Since the abolition of corporal punishment in 1987, exclusion has become the ultimate sanction. In 1987, the Ministry of Education issued the policy statement, Guidelines for Student Exclusion Panels which highlighted amendments to the Education Act Amendment Act (1982, Section 20G) which, for the first time, made possible the exclusion of students from school. Two further documents were released by the Ministry of Education setting forth these changes in greater detail.

These documents were Guidelines for School Discipline (1988) and Procedures for Student Exclusion Review Panels (1990). For the first time, structures were put in place which not only formalised the exclusion process, but outlined the roles of those involved.

Principals now have the power to suspend miscreant students for not more than 10 days on any single

occasion. When a student has accumulated 30 days suspension the principal may recommend that the individual be considered for exclusion from school.

Before the changes to the Education Act (1928-1972) and the Education Act Regulations (1982 and 1984) in 1987 the principal had the power only to suspend a student from school for a period up to 10 days. Each suspension had to be reported to the Director-General who made the decision about further action. Hence, the decision-making power has shifted from the Director-General and is now held jointly by a convened panel and the Minister for Education.

The point that needs to be emphasised is that it is the Minister for Education who makes the final decision. The exclusion panel may make recommendations but unless the Minister agrees with these recommendations, and unless they fall within the Minister's jurisdiction, action will not be taken.

1.3 The Research Foci

This study was designed to determine specifically what students do, and what happens to them, once enrolment at Distance Education Centre has taken place. To these ends, there were four foci for the study. The first focus was the contexts which relate in general to at risk and excluded students. The second was upon the provisions at Distance Education Centre for at risk and excluded students. The third focus was upon what the students actually do once they are enrolled. The final

focus was on students' perspectives of the involvement with the Centre.

The generic research question and subsidiary questions upon which this study was based, were derived from a conceptual framework which is described in detail in Chapter 4. Briefly, the research questions were as follows:

Generic question.

What is the underlying rationale, nature and extent of the educational provisions at the Western Australian Distance Education Centre for excluded and at risk students?

Subsidiary questions.

1. What are the contexts which surround at risk and excluded students?
2. What is the administrative framework that governs the operation of the Referral Program?
3. What is the operational framework for the delivery of these programs?
4. What are the procedural elements of this operational framework?
5. What are the provisions in terms of program elements?
6. What are the characteristics of students currently participating in the program?
7. What are the features which characterise students' "stay" in the Referral Program?

8. In what ways do teachers view the appropriateness of the provisions for referred students?
9. In what ways do referred students perceive their involvement in the Referral Program?
10. What are the strengths and weaknesses of the Referral Program?

1.4 Research Design and Methodology

A detailed description of the research design and methodology is provided in Chapter 5. Briefly, the study was conceptualised under the naturalistic research paradigm. This was deemed to be consistent both with the nature of the phenomena studied and the contexts of occurrence.

The research was established as a bounded case study in which the Distance Education Centre was seen as the bounded case; affected by its various environments within which the central focus, the Referral Program, was defined, hence forming the unit of analysis and for which the attendant issues remained to be discovered and/or defined.

Research Design

A three phase research design, comprising preliminary, exploratory and investigative phases, was adopted for this study. The preliminary phase was characterised by the collection of contextual data,

preparation of the research design, initial negotiations were made with key people for access to data and clarification of ethical. During this phase of the study a decision was made to widen the sample to include at risk students. At this stage, it was not possible to predict either the number of excluded students who would be involved in the study or those who would agree to participate when asked.

During the exploratory phase sampling procedures were identified, and interview schedules were trialled and refined. In addition, specific attention was given to contextual factors which emerged as significant - for example, the off-campus programs. During this phase, particular emphases were placed upon the development of data coding and reduction procedures.

Throughout the investigative phase, interviews took place with students, and relevant personnel within Distance Education Centre and the Ministry of Education. Documents were analyzed and there was a further development of data coding and reduction procedures. This phase was characterised by analysis of data and the development of a model which would answer the major research question.

Data Collection Techniques

Data collection techniques consisted of structured interview schedules, document analysis, informal and formal observations. Where possible, at risk and excluded students enrolled at Distance Education Centre

were interviewed by telephone, or were sent a questionnaire. Data were collected from documents such as student records kept by teachers and day to day observations. The aim was to construct an individual profile on each student in the study.

Data Analysis

A comprehensive account of the techniques used in the data analysis is provided in Chapter 5. The analysis was content based because of the nature of the data required for the study. The content analysis was based on the development of the categories of Setting, Scene and Scenario described in the conceptual framework (see Chapter 4).

1.5 Significance of the Study

The referral to Distance Education Centre of excluded students and their education there involves many people at various levels within the education system. Therefore, the findings of the study were deemed to be significant to the following:

1. The teachers, school psychologists and administrators at Distance Education Centre all have expressed in this research. This information could assist all staff during planning and also aid staff in self-evaluation.
2. The decision-makers within the Ministry of Education who formulate policies and make decisions

that directly and indirectly affect excluded students. Administrators need to know if alternative arrangements made for excluded students of compulsory school age are suitable for students to continue their education.

3. The Minister for Education who has expressed a need to be well-informed about appropriate alternatives for excluded students before he/she makes the final decision about the continuing education of these students.

1.6 Delimitations of the Study

The following parameters were set for this study:

1. The Referral Program at Distance Education Centre (i. e. the case) is unique in Australia. Therefore, generalisations can only be made about the case itself (Adelman, Jenkins and Kemmis, 1976, p. 141).
2. There was no attempt to gather data on the reasons why the students included in this study were excluded from school. There were two reasons for this decision. First, there was no guarantee that these data would be available from the Ministry of Education or the excluded students. Second, the information was not deemed important for the study.
3. The discovery of a number of off-campus programs for at risk and excluded students emerged during the exploratory stage of the research. It

was beyond the scope of this study to explore and analyze the rationale and outcomes of these programs.

1.7 Definition of Terms

The definition of "suspension" and "exclusion" are taken from the Procedures for Student Exclusion Review Panel (Ministry of Education, 1990). The Ministry of Education was unable to provide a definition of the term "at risk". The term is defined in relation to this study only.

1. Suspension is defined as the temporary removal of a student from school for a period not exceeding 10 days.
2. Exclusion means the permanent removal of a student from school as recommended by the Minister of Education. A student may be excluded from one or all Government schools.
3. At risk students are those individuals who have been repeatedly suspended from school and are in danger of exclusion.

1.8 Format of the Research Report

The format and style of the Research Report was based on the Publication Manual of the American Psychological Association (1990), Thesis Presentation (Edith Cowan University, 1992) and Referencing Guide (Edith Cowan University, 1991).

Spelling.

The spelling of terms was taken from The Macquarie Dictionary Second Edition (1987). Where a choice was given, the first spelling was used. The use of the hyphen in the term "off-campus", and the spelling of "program" as listed in The Macquarie Dictionary have been used throughout the text. When titles in documents and sources cited have omitted the hyphen or used the alternate spelling those conventions have been maintained.

The term "at risk" has been enclosed in parentheses when used for the first time in each chapter, after the first reference the parentheses have been omitted.

Abbreviations.

The following abbreviations have been used in tables and in the text:

ATPAS - Alternative Transitional Programme for Alienated Students

BALI - Bibra Lake Alternative Initiative

BYO - Bayswater Youth Option

DCD - Department of Community Development (formerly Department of Community Services)

DEC - Distance Education Centre

DEET - Department of Employment Education and Training

SPYE - Support Programme for Youth Education

TAFE - Technical and Further Education

1.9 Structure of the Research Report

The remainder of this research report is arranged into seven chapters:

Chapter 2 describes the contexts of the study.

Chapter 3 provides a review of the literature deemed to be relevant to the study.

Chapter 4 is devoted to the development of an initial conceptual framework.

Chapter 5 specifies the research design and methodological techniques.

Chapter 6 focuses upon the presentation of research findings.

Chapter 7 discusses these findings in detail and examines their implications.

Chapter 8 provides a set of conclusions drawn from the research findings.

Appendices and List of References

1.10 Summary

This chapter has outlined briefly the major components of the study, including the research paradigm, design and methodology, delimitations and other features of the study and the research report. In the next chapter, detailed consideration is given to the contexts of the study.

CHAPTER 2

CONTEXTS OF THE STUDY: SELECTED ASPECTS

Overview

The purpose of this chapter is provide a brief description of the contexts which relate to discipline in Western Australian schools. Although the precise focus of the study is the Referral Program within Distance Education Centre the former is set within the broad context of school discipline. As an educational institution, the Centre is influenced also by its political, social, economic and system level environments. Like other schools, the Centre is expected to respond to these various environmental influences which either govern directly the way in which it operates or have the potential to do so.

2.1 Socio-Political Contexts

Discipline problems and approaches to discipline cannot be viewed solely within the context of the school. There are other factors which influence disciplinary procedures and student behaviour within schools. These factors are considered under the categories of Government Reforms, and local socio-political contexts.

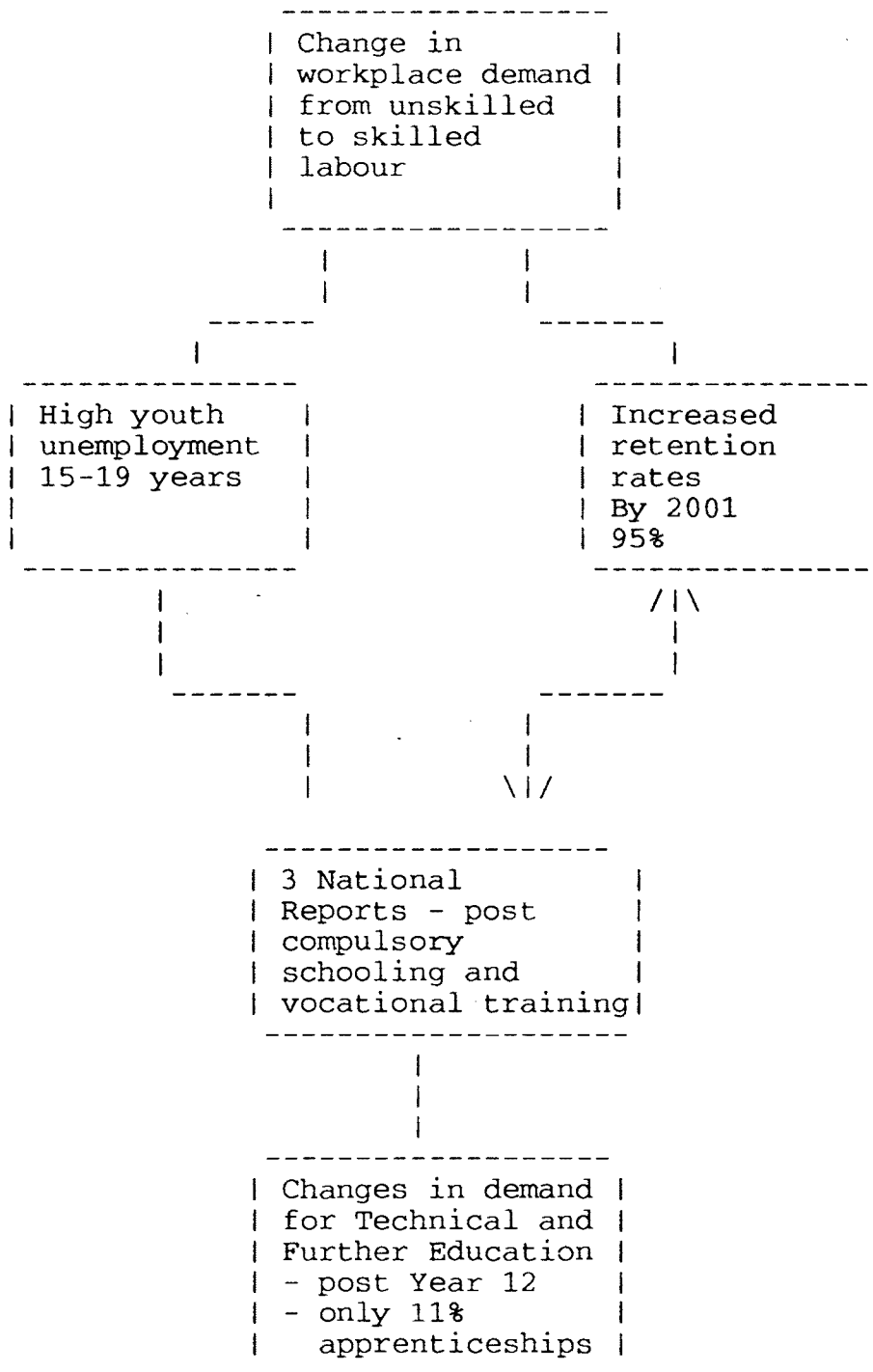
Government Reforms

The economic circumstances of the early 1980s are being repeated in the present decade. The high rate of youth unemployment of 1982-83 is again a feature of the present times. Currently, 34.1 percent of youth in the State of Western Australia are unemployed. As in the 1980s, those students who normally would have left school to seek employment are being encouraged to stay at school as places in the labour market become scarcer and more competitive and the demand for skilled labour increases.

Schools are expected to cater for an increasing number of disillusioned youth who see little relevance in the school curriculum. The irony is that the school curriculum may be perceived as having little relevance for these individuals, but without the basic skills of numeracy and literacy inherent in the curriculum the chance of gaining a traineeship or entry into a TAFE course is negligible. The changing demand of the workplace and its effects are shown in Figure 1.

Increasing retention rates of upper school students is linked also to firm Commonwealth Government policies and the specific foci of three recent national reports: Young People's Participation in Post Compulsory Education and Training (Finn, 1991), The Australian Vocational Certificate Training System (Carmichael, 1992) and Employment Related Competencies for Post Compulsory Education and Training (Mayer, 1992).

Figure 1. The changes of workplace demands and its effects.



These three reports are based on the assumption that, by the year 1995, 95 percent of students will

continue to year 12. The emphasis is on linking education and training to the workforce and key competencies. The term "competencies" was introduced by Finn (1991) who believed that students would have to master certain competencies if they were to participate in further education and training beyond school. This notion was expanded on by Mayer (1992) and Carmichael (1992).

Linked to these three national reports and increasing retention rates is the changing face of Technical and Further Education (TAFE). Until recently, TAFE was viewed by students and educators alike as a receptacle for those students who were not doing particularly well in mainstream schooling and wished to pursue some sort of vocational training. Although TAFE will accept students who have left school at the end of year 10, their first preference is for students who have completed year 12. With the advent of Commonwealth Government reform policies for education, the emphasis has been upon a better educated workforce which is linked to an appropriate system of vocational education.

The problem is that currently, 10 to 26 percent of secondary students do not achieve year 10 competency levels, and there is still a significant number who leave school without basic literacy and numeracy skills (Watkins, 1991). "At risk" and excluded students are included this category. They are unable to complete minimum educational requirements to gain a place in institutions such as TAFE and can look forward only to

unemployment. While governments concern themselves with a better educated workforce, little if any attention is given to these individuals.

Local Social-Political Context

Coupled with youth unemployment has been the phenomenon of juvenile crime. Community concern, fueled by media coverage about juvenile crime in Western Australia, led to the contentious Repeat Offenders Legislation and the formation of the Select Committee into Youth Affairs (Watkins, 1992).

Juvenile crime.

Australia-wide the cost of juvenile crime has been \$1.5 billion dollars a year, and one third of this money is spent on repeat juvenile offenders ("How to cope with juvenile crime", 1992). Public anger erupted in Perth, Western Australia in December 1991, after 16 people had died over a two year period as the result of high speed car chases. These car chases all involved juvenile car thieves.

There are two disturbing trends in juvenile crime. In the State of Western Australia. First, one in 20 juveniles aged between the age 10-18 appears in court during any one year. Second, the majority of repeat juvenile offenders who end up in prison, across Australia are Aborigines.

Repeat Offenders Legislation.

The Repeat Offenders Legislation, brought in by the State Labor Government as a result of public pressure in late 1991, allows courts to put recalcitrant juvenile offenders in prison. Repeat offenders now, in Western Australia, can be gaoled for a minimum of 18 months. However, the Commonwealth Commissioner for Human Rights, Brian Burdekin, acted quickly to get this State legislation repealed.

Burdekin was vitriolic in his condemnation of the new law. According to the Commissioner, the legislation does not comply with international treaties and the Labor Government was only responding to public demand. He sought an assurance from the Western Australian Government that juveniles would not be locked up in adult gaols. However, no assurance was forthcoming.

Select Committee on Youth Affairs.

Evidence given to the Committee (Watkins, 1991, p. 6) confirmed that students with severe behaviour problems were likely to: (a) leave school early, (b) become involved in crime, and (c) be suspended or excluded from school. The Committee (Watkins, 1991) indicated in the "Executive Summary" to its Report that this problem was exacerbated by:

. . . a lack of alternative programs for students suspended or expelled from school. In fact, school discipline policies are streamlining the exit

of 'at risk' students from school, thereby compounding the likelihood of their subsequent entry into marginalised and, sometimes criminal lifestyle.

This finding was emphasised in the final report of the Committee (Watkins, 1992):

Evidence suggests that suspension and expulsion of 'at risk' youth may break altogether their attachment to school and so increase their likelihood of becoming part of a marginalised and/or criminal lifestyle. This is not to suggest that disruptive behaviour should be condoned. Rather, it highlights the inadequacy of support mechanisms available to schools to better deal with such students and also the lack of alternative programs in which to place them. (p. 59)

Despite the Committee's statement, the present study found some evidence of alternative programs for suspended and excluded students. However, the question remains about whether these Programs provide appropriate educational facilities for miscreant students to continue their education. This issue emerged as a major concern for this study - despite the absence of data.

The placement of at risk and excluded students in alternative programs infers that one major aim of school discipline policies is to remove miscreant students from

mainstream schooling. However, Government secondary schools have in place a Managing Student Behaviour Program which is intended to contain discipline problems within the confines of a school. This program involves the use of a time-out room for disruptive students and is discussed in detail in the section entitled "Educational Contexts".

The Select Committee on Youth Affairs (Watkins, 1992) pointed out that the onus of dealing with disruptive students was not the sole responsibility of teachers and school systems, but involved the development of services by the government and the community in conjunction with schools. It would appear that, here at least, there is a recognition that discipline problems originate not solely within the confines of the school but have influences that begin in the wider community and in domestic and other social situations. These in turn can be exacerbated by factors related to the economic recession.

The Committee (Watkins, 1992) also recognised the gap between the move to full retention rates by schools as advocated by the report of the committee inquiring into Young People's Participation in Post Compulsory Education and Training (Finn Report, 1991), and the inadequacy of the existing curriculum to cater for students who were unwilling for whatever reason to participate in mainstream schooling. Recommendation 46 of the Select Committee into Youth Affairs (Watkins, 1992) stated:

That the Minister of Education and Youth services in conjunction with TAFE and the Department of Employment, Vocational Education and Training, establish a curriculum task force to devise accredited vocational curricula for students in lower secondary years, 9-10, who are unable to cope with the mainstream curriculum and which will articulate with post-compulsory schooling. (p. 94)

Recommendation 46 provides some hope for the future; however, this is only a recommendation and may not be acted upon. In fact, at the time of writing this report there has been a change of Government and a member of the Committee has indicated that the report will be "shelved".

Equity in Education

Equity in Education is the philosophy underlying the Western Australian Ministry of Education's Social Justice Policy. In 1991 the Ministry of Education issued its Statement of Ethos & Purpose. Social justice was identified as a priority:

Social justice is about a 'fair go'. In education, it's about giving all students a 'fair go' so they can get the most benefit out of their time at school (Social Justice in Education, 1992, p. 3).

The Social Justice Policy encompasses the following seven areas:

1. Aboriginal students
2. Academically talented students
3. Students with disabilities
4. Gender equity
5. Geographically isolated students
6. Students from Non-English speaking backgrounds
7. Students from low socio-economic backgrounds

At risk, suspended and excluded students fall into the majority of these areas, the most obvious being 1, 3, 4, 6, and 7. The review of literature in the following chapter substantiates this claim.

When the question "Where do at risk, suspended and excluded students stand in relation to social justice?" was asked of a senior person in the Social Justice Branch, the answer was most unsatisfactory. Apart from explaining that the students may come under certain categories (those that have been identified) there was no definite answer to the question.

The Referral Program at Distance Education Centre is one program in operation for students who are denied access to mainstream schooling. As stated earlier, the major concern of this study is whether the educational provisions at Distance Education Centre for at risk and excluded students meet the special needs of these students.

2.2 Local Educational Contexts

1992 marked the twentieth anniversary of a major inquiry into the discipline practices and problems in Western Australian secondary schools (Dettman, 1972). Not since this inquiry has there been such a major investigation of discipline within the state education system. The Committee of Inquiry (Dettman, 1972) foreshadowed a number of profound changes that were to take place in education, albeit very slowly over the next two decades.

Although the Committee's Report (Dettman, 1972) argued for the abolition of corporal punishment, there were two major outcomes at the system level. First, corporal punishment was retained as a sanction. Second, there was to be no change from the current regulations governing the suspension of disruptive students. The issue of corporal punishment was not broached again until 1984 and 1985.

At that time, the Ministry of Education report on Disruptive Behaviour in Schools (Louden, 1985) may have forced the State Labor Government at the time into making their stand on corporal punishment public. However, the call for the abolition of corporal punishment can be found 20 years earlier in the Inquiry into Discipline Practices and Problems in Western Australian Secondary Schools (Dettman, 1972). The Committee's (Dettman, 1972) sentiments were echoed over a decade later in Beazley (1984, p. 365) and then by Louden (1985, p. 42).

Another common thread of these three reports was the emphasis placed on pastoral care structures within the school as a means of dealing with disruptive students. The Committee (Beazley 1984, p. 360) found that " . . . the relationship between a school's ethos and its success in dealing with discipline problems. It saw instances where schools had developed caring environments, with clear procedures for pastoral care and counselling of students." The connection between school climate and discipline is explored in detail in Chapter 3.

The Committee's view was consistent with current thinking by researchers overseas (e.g. Mongon, 1987) and within Australia (e.g. Slee, 1992) that schools can contain discipline problems provided they have the appropriate structures and resources in place. The basis of this belief is that there are cultural and social factors which affect an individual's behaviour and these factors must be accommodated within the school (Louden, 1985, p. 13). Therefore, the responsibility is upon the school not the individual student.

Although the three Western Australian reports agreed on the abolition of corporal punishment and the need for pastoral care structures within schools; they disagreed about the use of suspension as a sanction and the provision of off-site withdrawal centres for difficult students. While Dettman (1972) questioned the effectiveness and the legality of suspension as a sanction, Beazley (1984, p. 366) considered "both within-school suspension and suspension from school need

to be given greater authority and force in schools and systems regulations." Louden (1985) recommended the use of in-school suspension over out-of-school suspension. This point is particularly pertinent to the programs operating for suspended and excluded students and is considered in more detail in the literature review (see Chapter 3).

Legal Contexts

The Ministry of Education Guidelines for School Discipline (1988, p. 1) state: "Schools can only accept responsibility for students while they are actually at school. However, teaching students to accept responsibility and develop self-discipline is the ultimate goal of school discipline programmes." Twenty years ago Dettman considered that, "Modern approaches . . . seek the regulation of student behaviour through the development within students of self-control and a sense of responsibility . . ." (1972, p. 8). A comparison of these two perspectives demonstrates that there has been little change in the approach to discipline over time.

In-School suspension in Western Australian Government schools can be equated with what is called the Time-Out Room or the Contract Room approach. In this regard, the definition of in-school suspension is made explicit in the Ministry of Education's Guidelines for School Discipline (1988):

Regulation 34 allows a principal to withdraw disruptive students from classes for up to 10 days without suspending them from school. This is often referred to as **in-school suspension** [sic] and is compatible with the common practice of isolating students until an agreement is reached. (p. 7)

The time-out or contract room is a place within the confines of the school where disruptive students are placed until an agreement is reached between the student and the classroom teacher for the student's return to class. The underlying philosophy is that the enforced isolation will give the student and the teacher time to reflect on what has happened and lay the ground for an agreement to be reached about future behaviour in class.

The use of the time-out room in Western Australian schools has not been without controversy. The local press ran a series of articles in 1992 showing community concern about the use of the time-out room. Often, these articles were written in emotive terms. A series of articles by Beare (1992) entitled: "Parents Call for end to School's 'Cruel' Room"; "Mother: School Shut my Son, 9, in Toilet"; "Dad in Court over Time-Out Dispute"; and another entitled "That Punishment Room: Your Say" show the emotive nature of the issue and the controversy surrounding it.

Not all discipline problems can be contained within the school. In Western Australia, those students with severe behaviour problems are referred to off-campus

programs such as the Referral Program at Distance Education Centre.

2.3 Distance Education Centre

Distance Education Centre is part of the central structure of the Western Australian Ministry of Education with a specific set of functions which relate to the provision of services across the state - a vast geographic area. As its name suggests, the Centre operates for individuals who are isolated for various reasons and unable to attend normal school. Its main purpose was stated clearly in the Distance Education School Development Plan 1989:

Its major function is to provide education from K to 12 for those school aged students who through geographic isolation are unable to attend a mainstream school . . . through accredited courses of study DEC students are given the opportunity to acquire knowledge, skills and values . . . (p. 1)

There are other ways that people can be isolated besides geographically. In addition, the Centre operates what is known as a Referral Program. The aim of this program is to provide education for other students who are unable to attend school for a number of reasons. These include students "at risk" and school exclusions, medical referrals, teenage pregnancy and teenage mothers. It is the particular group within the Referral Program,

comprising students at risk and school exclusions which is at the focus of this research.

The enrolment of at risk students at the Centre, must be negotiated through a District Superintendent or other relevant personnel from the Ministry of Education, such as the Senior Consultant of Student Welfare, in consultation with the School Psychologist at Distance Education Centre. Other options for the individual's continuing education need to have been exhausted before agreement is reached for individuals to be included in the program.

The Referral Program is a recent innovation. Before 1984, Distance Education Centre was called the Correspondence School and the word "referral" was not associated with its activities. The school would perhaps take three or four students with behaviour problems from schools each year. This was an informal arrangement and usually involved a school principal making a direct request to the Principal of the Centre. The procedure was very loose as there were no formal enrolment procedures for miscreant students. In this era, there were no school psychologists (guidance officers) deployed to the Correspondence School.

By 1984, there were about 30 students who were referred to Distance Education Centre to continue their education, hence the word "referral". These 30 students included individuals with medical problems as well as those inclined to disruptive behaviour. From the beginning of 1985 a Guidance Officer was appointed on a

half-time basis to counsel these students. Since then, the role of Distance Education Centre has evolved from taking three or four students with behaviour problems in the early 1980s to a quota of 170 students. Included in this number are medical referrals, pregnant teenage girls and teenage mothers.

Originally, Distance Education Centre was never intended to provide educational services for at risk and excluded students. It has taken on this role because there was nowhere else within the system for these students to continue their education. As the demand has increased from schools, so the role of the Centre has expanded to accommodate a variety of students. One full-time and one part-time school psychologists are employed now at Distance Education Centre to enrol and counsel students in the Referral Program.

Distance Education Centre is regarded as a viable alternative to mainstream schooling by convened exclusion panels, the Ministry of Education, and the Minister for Education. The reason for this is that the legal requirement for compulsory education to the age of 15 is being met in that students are enrolled at a school.

2.4 Summary

This chapter has provided a selective consideration of the contextual factors which were considered to have relevance for this study. A review of literature relating to the major focus of this study is presented in the next chapter.

CHAPTER 3

LITERATURE REVIEW

Overview

The first part of this chapter examines the current literature from the United Kingdom, the United States of America, and, to a lesser degree, Canada and New Zealand, on student exclusion from school. The remaining content focuses more specifically on the situation in Australia and Western Australia. The legal implications of excluding students from mainstream schooling for disruptive behaviour also are explored. There will be no attempt to define disruptive behaviour or examine the causes of disruptive behaviour. A qualitative meta-analysis of the literature precedes the descriptive reviews. This will show various categories within the literature and serve as points of reference for the reader.

3.1 Qualitative Meta-Analysis

The qualitative meta-analysis in the present study presents a number of basic characteristics of the literature in four tables. This type of literature analysis has been defined by Hyde (1985, p. 303) as the categorisation of the characteristics of studies with different theoretical approaches, research foci and procedures. The approach permits the display of these essential characteristics as advance organisers for the traditional descriptive-discursive review. Table 1

portrays the literature reviewed by the year of publication and country of origin.

Table 1

Number of Works Reviewed by Year and Country of Origin

Year	WA	AUS	USA	UK	NZ	CAN
1972-77	1					
1978-80				2		
1981-83	1		2	8		
1984-86	3		2	2	1	
1987-89	1	4	7	11		1
1990-92	1	7	2	1		

Note. The category AUS takes into account all the states and territories in Australia other than Western Australia.

As Table 1 indicates the majority of literature pertinent to this study was published from 1987 onwards. This is particularly true of Australia, the United States of America, and the United Kingdom.

A possible reason for this may have been the abolition of corporal punishment in schools in some countries such as the United Kingdom and Western Australia during the late 1980s. The abolition of corporal punishment in the United Kingdom aroused public interest about declining discipline standards. In Western Australia the abolition of corporal punishment

resulted in a change of legislation and exclusion and suspension became the ultimate sanctions.

Corporal punishment was abolished in Western Australia in 1987, and in 1986 in the United Kingdom. However, the United States of America is an exception. Corporal punishment is banned in 19 states, whereas the remaining 31 states still exercise the right to use the sanction (Yell, 1990, p. 101).

Table 2 presents the literature crossed referenced by topic and year of publication.

Table 2

Frequency of Topics by Year of Publication

Topic	1972-77	78-80	81-83	84-86	87-89	90-92
Suspension		1	2	4	6	
Exclusion				2	1	1
Law in Education					4	1
Discipline	1	1			3	2
Problem Behaviour ^a			6	3	5	3
Off-Site Units			1		2	4
In-School Suspension				1	3	

^aProblem Behaviour encompasses behaviour labelled as disruptive, disturbing, maladjusted and disaffected.

These data show that, in the past 12 years, only four articles have been written on the subject of exclusion from mainstream schooling. Suspension, as a topic appears to fare somewhat better with 13 works. However, it must be emphasised that although states in Australia make a distinction between suspension and exclusion the terms are sometimes used interchangeably in other countries. This discrepancy is clarified under the category Definitional Problems, in section 3.3.

The majority of literature pertaining to suspension and exclusion is found under the category of Problem Behaviour. The five articles written from 1987 onwards under the category of Law perhaps indicate the legal interest that is aroused by excluding students from mainstream schooling.

Although a literature search using computer based facilities such as CDROM, and indexes such as ERIC and the British Research Abstracts revealed more than 300 articles on the subject of exclusion and suspension, few were relevant to the present study. The majority of articles concerned the legality of excluding handicapped students from mainstream schooling.




Table 3

Frequency of Topics by Country of Origin

Topic	WA	AUS	USA	UK	NZ	CAN
Suspension	1		4	6	1	1
Exclusion	1			2		
Law in Education		3	2			
Discipline		3	1	3		
Problem Behaviour	4	1	2	11		
Off-Site Units	1	4		2		
In-School Suspension			4			

Table 3 shows categories of literature by topic, but the topics refer more to the titles of articles rather than the content. For example, the 11 articles published in the United Kingdom on problem behaviour concern the provisions made for students with problem behaviour who have been excluded or suspended from school. These provisions are classified as either off-site or on-site and are explained in detail under the heading, Suspension from School in the United Kingdom.

There is nearly twice as much literature on student suspension and exclusion from the United Kingdom than from the United States of America. A possible reason could be the numerous cases of litigation brought before

the North American courts. These cases have questioned the legality of excluding students from mainstream schooling and have been instrumental in North American schools seeking alternatives to exclusion.

Table 4

Frequency of Topics Categorised by Type of Publication

Topic	Complete Book	Chapter within a book	JA	Official Report	ERIC Documents	News.
Suspension	1		8	1	2	1
Exclusion		1	1			1
Law in Education	4		1			
Discipline	2		2	2	1	
Problem Behaviour	5	7	2	4		
Off-Site Units		3	1	3		
In-School Suspension			1		3	

Note. The abbreviation JA stands for Journal Article and News. for News Articles.

Table 4 shows that the majority of works pertinent to this study were found in journals, chapters in books and in official reports. Four of the ERIC documents were on in-school suspension programs operating in states in North America.

In the past twenty years, only one textbook about

suspensions from school has been published (Grunsell, 1980). This text focused on eight case studies of suspended pupils in the Baxbridge area of England. Grunsell (1980) clearly stated his purpose in writing the text:

I want this book to provide a clear readable description of different ways in which the key protagonists - the pupils, the teachers, the parents and social workers - see the conflict. And beyond that to trace the pattern of action and reaction which runs through the relationship between teacher and taught as it deteriorates minor clash to verbal and physical violence. . . . readers may gain a more whole view of disruption and appreciate how much distortion results from considering disruptive pupils in isolation from the specific school contexts in which the conflicts occurred.

(p. 2)

It is evident at the beginning of his book that Grunsell (1980) was concerned about presenting a whole view of the factors leading to suspension. The interesting point is that the author viewed the conflict in relation to school climate. The relationship of school climate to school suspensions and exclusion is a theme that has been dominant in the literature for the past twenty years. However, the present study did not examine the issue.

The qualitative meta-analysis indicates that the majority of the literature for this study was published

from 1987 onwards; and came from the United Kingdom, the United States of America and Australia.

3.2 United Kingdom

Most of the literature on suspension and exclusion from school originates in England and Wales. The body of literature relating to student exclusion from school in these parts of the UK as a whole peaked in the late 1980s. Since then, little appears to have been written. Much of the literature on the twin topics of exclusion and suspension has been focused on "off-site" and "on-site" provisions for students.

Definitional Problems

While the terms exclusion and suspension in relation to schooling in Western Australia were defined in Chapter 1, these definitions are not universal. In the United Kingdom, the terms exclusion, expulsion and suspension sometimes are used interchangeably in the literature and this results in confusion. Galloway (1982) explained that the reason for this confusion can be attributed to the 1944 Education Act and later Education Acts which did not define the terms. The absence of statutory definitions distinguishing the terms have resulted in different interpretations of what constitutes suspension and exclusion among Local Education Authorities. To some extent, the Education Act of 1986 helped to overcome this confusion.

Fryer (1987) highlighted the distinction made between the terms in that legislation:

The word 'exclusion' incorporates circumstances that may previously have been termed 'suspension' but a distinction is made between temporary exclusion and permanent exclusion (expulsion). (p. 6)

This clarification in terminology is useful for literature about suspensions and exclusions published in the United Kingdom after 1986. However, confusion can arise for the reader in the literature published before 1986. Galloway (1982, p. 13) partly reduced this confusion by explaining the terms suspension and exclusion clearly as defined by the judge in the case of *Speirs v. Warrington Corporation* (1954):

The principal characteristic of suspension is that the head-teacher sees no immediate possibility of readmitting the pupil. . . . Suspension is principally intended to cover two sorts of problems. The first covers incidents of quite exceptional severity, such as an assault on a teacher, in which the pupil's indefinite removal is considered necessary for the general good. In the second case, suspension is the culmination of a series of problems. In most LEASs the head-teacher may temporarily exclude a pupil in order to maintain the smooth running of the school. . . . Exclusion is intended to cater for severe problems

in which the child's temporary removal from school is desirable either for his own sake, or that of the other pupils and staff, or to restore the stability of the school community. (p. 15)

Before the Education Act of 1986 definitions of the terms exclusion, expulsion and suspension were to be found only in case law. Therefore, the term suspension in a number of cases in the literature published before 1986 in the United Kingdom can be equated with the term exclusion as applied in Western Australia.

The definition of the terms in the Education Act of 1986 was significant for two reasons. First, it signalled the inadequacy of not having clear definitions in respect to the serious sanctions of exclusion, expulsion and suspension. Second, the definitions of the sanctions were now enacted law and there could be no excuse for inconsistencies amongst Local Education Authorities.

Suspension from School in the United Kingdom

The use of suspension from school as an effective sanction in schools in the United Kingdom has been questioned during the past five years by a number of researchers. These writers agreed that removing the troublesome student removes the problem from the school but does not resolve the problem. At best, suspension provides temporary respite for the school (Maxwell, 1987, p. 207; Mongon, 1987, p. 93; Topping, 1987, p. 103).

Topping (1987) believed that students viewed suspension as an "additional holiday" (p. 103), although there is no evidence cited in this article to support this contention.

According to Gale and Topping (1986) "there is very little evidence that suspending pupils results in an improvement in their subsequent behaviour" (p. 215). From another perspective, Sassoon (1992) was adamant that the legislation dealing with exclusion needed review and there should be "be a ban on permanent and indefinite exclusions" (p. 58).

Despite these viewpoints, suspension and exclusion are still the main responses of schools to disruptive behaviour. Sassoon (1992) cited an article in the Times Educational Supplement which maintained that in certain areas the use of exclusion is on the increase.

Exclusions are no longer exceptional events. In both, Sheffield and Birmingham, the number of exclusions has risen sharply from 1989/90 to 1990/91, in the former from 54 to 89 and in the latter by 20 per cent. (p. 58)

Sutcliffe (1988) attributed increases in suspension rates directly to the abolition of corporal punishment in schools in 1987. Maxwell (1987, p. 207) found in a survey of teachers in six Scottish schools in the Dumfries and Galloway Region that "most of the sample members felt that disruptive behaviour is on the increase and there was a tendency to believe that the abolition of

corporal punishment has contributed to this".

There may well be a correlation between the abolition of corporal punishment and the increase in student suspensions. However, any increase in the use of suspensions as a sanction must be viewed with caution. An increase in student suspensions does not necessarily indicate an increase in disruptive behaviour. The major reason any increase in student suspensions could be that different schools have different levels of tolerance for disruptive behaviour and, hence, use the sanction more. For example, a student may be suspended from one school for smoking yet in another school that student may only be reprimanded. The varying rates of suspension among schools have been well documented (Gale and Topping, 1986, p. 215; Galloway, 1982, p. 206; Maxwell, 1987, p. 204; Topping, 1987, p. 103).

The main concern of writers in the United Kingdom during the 1980s has not only been over the questionable use of suspension as an effective sanction, but the provisions made outside the mainstream of school for suspended students. This concern probably explains why the majority of the literature during this period focuses upon off-site and on-site withdrawal units.

Withdrawal Units

Students excluded from the mainstream of schooling in the United Kingdom are referred to withdrawal units. These units may be attached to schools or constitute a separate entity. Therefore, they are classified as

either on-site or off-site units. All units are under the jurisdiction of respective Local Education Authorities. The basic premise on which the units were established and operate is that "the referred students is a problem to the school and must either change or be isolated" (Tattum, 1982, p. 276).

Withdrawal units are referred to in the literature under a variety of names, ranging from the derogatory term "sin bin", to "support unit" and the more euphemistic term "sanctuary". The units are designed to serve 2 to 10 schools and to cater for a variety of students such as those suspended from school for misdemeanours, truants and violent students (Daines, 1981, p. 101). The main aim of the units is the reintegration into the mainstream of school. However, a study by Daines (1981) revealed that the time spent in a unit can range from " . . . two terms to seven years!" (p. 104).

Increase in the number of withdrawal units.

The mid 1970s was characterized by the proliferation of these units due to public pressure on Local Education Authorities to deal more effectively with truants and other offenders such as violent individuals and classroom disrupters (Tattum, 1982, p. 275).

A review by her Majesty's Inspectorate in 1978 revealed that the number of withdrawal units had increased dramatically from 18 before 1970 to 239 by the end of the decade (Mongon, 1988, p. 190). Ling and

Davies (1988, p. 190) confirmed that there were 400 off-site units in existence towards the end of the 1980s.

Characteristics of students in off-site units.

Consistent evidence from a number of authors has indicated that the population in these units consisted mainly of secondary students aged 14 years and above. They were predominately male and academic underachievers (Daines, 1981, p. 102; Lloyd-Smith, 1987, p. 48; Mongon, 1988, p. 190; Mortimore et al., 1983, p. 24; Tattum, 1982, p. 36). Tattum (1989, p. 69) discovered there was an over representation of children of Caribbean (West Indian) descent. This was not a new phenomenon. Grunsell (1980, p. 36) had noted previously this over representation in his study on student suspensions in Baxbridge county over a decade ago.

Recent perspectives on off-site units.

The current literature from the United Kingdom indicates a move away from off-site units to on-site units. Warnock (1978) in a report by the Government Committee into Special Education, recommended that behaviour units be attached to individual schools (Tattum, 1988, p. 39). This recommendation was made because of major concerns regarding off-site units with limited curriculum offerings and the problem of much delayed reintegration of students into schools. The recommendation was consistent with the underlying philosophy of the Committee which was the integration of

student with special needs into mainstream schooling.

One of the major arguments against off-site units, consistently, has been the limited success of reintegration of students. Mongon (1988) cited the findings of a survey carried out by the Inner London Education Authority in 1985 which revealed that out of 331 students aged 11 to 14 who left off-site units only 30 percent had been successfully reintegrated. Tattum (1982) asserted:

The further removed the unit is from its parent school(s) the more difficult it is for the staff of the two institutions to communicate and exchange information, and also to organise an integrated timetable and work programme for individual students. (p. 203)

Daines (1981) found in an informal survey of two northern counties, "that problem behaviour re-appeared in over 60 per cent of re-integrated pupils" (p. 107). Alternatively, Galloway, Ball, Blomfield and Seyd (1982, p. 61) identified two centres located in the major cities of Birmingham and London which proved to be exceptions. The two centres only catered for individuals where the referring schools guaranteed the students' early return.

The Elton Committee (1989, p. 154), in a major inquiry which focused on discipline in schools, cautioned against the establishment of off-site units as the solution to behaviour problems. The Committee noted that the increase in off-site units had not resulted in a

decrease in behaviour problems in the schools. However, the Committee (1989, p. 152) conceded that not all behaviour problems could be solved on-site.

Summary of the Arguments On-Site Versus Off-Site Units in the United Kingdom

In summary, arguments presented in favour of on-site units have included:

1. There is easier access to the student by teachers.
2. There is continuity of teaching.
3. Reintegration is more successful (Mongon, 1988, p. 193; Mortimore et al., 1983, p. 135; Tattum, 1982, p. 203; Topping, 1983, p. 44).
4. Conflicts have to be resolved in the school. (Galloway et al., 1982, p. 130).
5. Students have access to a wider curriculum.

Arguments presented in favour of off-site units have included:

1. Students with reputations are removed and thus can enable students to make a fresh start. This seems to be supported by the high rate of attendance at these centres (Mortimore et al., 1983, p. 25; Tattum, 1982, p. 204).
2. There is less pressure on teachers to tolerate disruptive students. Teacher morale is uplifted with removal of troublesome students.

3. The "sin bin" stigma is avoided in the school situation (Tattum, 1982, p. 39).

A major political consideration in favour of on-site units is that they are less costly to run (Mortimore et al., 1983, p. 133; Topping, 1983, p. 47).

Hrekow (1992) concluded that the time has come for off-site units to be disbanded in favour of "enlightened and effective approaches to the management of pupil behavior" (p. 31). However, this writer did not expand on these approaches.

Despite the plethora of literature on the disadvantages and ineffectiveness of off-site units, they still exist and there is no sign that their numbers are decreasing. In the United Kingdom these units seem to have had a symbiotic relationship with the sanction of exclusion.

Hrekow (1992) aptly stated "Meanwhile, off-site units continue to exist and there is yet another generation of difficult pupils who seem destined to be denied their rightful places in mainstream education" (p. 31).

3.3 The United States of America

In the United States, the term "suspension" refers quite specifically to the temporary removal of a student from mainstream schooling. Yell (1990) succinctly distinguished between the terms "suspension" and "expulsion" in this context:

Suspension refers to short-term exclusion from school for a specified period of time, usually between 1 and 10 days. Expulsion refers to an exclusion from school for an indeterminate period of time. (p. 103)

Radin (1988) believed that suspension denied students access to education and simply removed the problem from the school. The removal of students from school ignores the underlying causes for the disruptive behaviour and places the onus on the community to contend with the students' problems. He described the use of suspension as "blatantly inhumane", "ineffective" and "counterproductive" (p. 476). This view was shared by Uchitelle, Bartz and Hillman (1989, p. 174) and Leatt (1987, p. 7). Comerford and Jacobson also pointed out that suspension is often abused " . . . and has been cited as a cause for emotional and psychological trauma and recurring behavior problems" (1987, p. 3).

As in the United Kingdom, suspension rates vary between schools. The Children's Defense Fund found as early as 1975 that:

. . . use of suspensions, the grounds for suspension, and the procedures for suspensions vary widely between school districts and indeed, between schools . . . (Radin, 1988, p. 478)

This disparity amongst schools was acknowledged a decade ago by Wu, Pink, Crain and Moles (1982). The

varying rate of suspensions among schools was said by these authors to be a major constraint on drawing any conclusions about student behaviour. These authors maintained also that suspension ". . . is more often an outcome of the liberal use of suspension than an outcome of student behavior" (p. 255).

Characteristics of suspended students.

Suspension is seen by some authors as being racially discriminatory (Radin, 1988, p. 478; Uchitelle et al., 1989, p. 167). Wu et al. (1982) have concluded from their study that males are more likely to be suspended from school than females and ". . . black students are at least twice as likely to have been suspended" (p. 251) at some time in their school careers. This racial disparity was highlighted as early as 1974 in a survey conducted by the Children's Defense Fund and in a later survey carried out in 1980 by the Department of Education Office for Civil Rights (Rossow, 1984, p. 433).

In-School Suspension

The trend towards containing disruptive students within the confines of the school has been the focus of the American literature since the 1970s (Comerford & Jacobson, 1987, p. 4). As early as 1972, an in-school suspension program called Positive Alternative to Student Suspension (PASS) was being implemented in Florida (Leatt, 1987, p. 8). In fact, since 1985 the In-School Suspension (ISS) program has become a mandated

and integral part of the education system in New York State (Foster & Kight, 1988). Under this program, in-school suspension requires that students work on their school assignments in isolation and under the direct supervision of a teacher.

Coulby (1988, p. 161) found that US Public Law 94-142 has made segregation for most reasons illegal. While North American schools explored the alternative of in-school suspension programs this does not appear to have been the case in the United Kingdom. Therefore, while the 1970s and 1980s were characterized by an expansion of off-site units in the United Kingdom, alternatives to out-of-school suspension were being explored in North America.

Arguments for in-school suspension in American schools.

In this regard, the main arguments for in-school suspension were cited as:

1. Students do not miss out on school.
2. Students are not roaming the streets.
3. Suspension is not viewed as a reward.
4. Access to support and educational services are not interrupted (Comerford & Jacobson, 1987, p. 5).

These arguments are similar to those put forward in literature from the United Kingdom. However, the literature from the United States appears to be more concerned about the increase in juvenile crime that can

occur when students are not attending school (Comerford & Jacobson, 1987; Radin, 1988; Yell, 1990). The office of the Governor, Criminal Justice Division in Texas, was so concerned about the linkage between individuals presenting as discipline problems in the schools and their later involvement with the law that the State Legislature enacted a co-ordinated discipline program (Dunn, 1990, p. 4). The Classroom Management and Discipline Program is a university-school-community training program for school teams and operates during the summer vacation. School teams are required to develop strategies to address discipline problems. Organisers of the program believe in-school suspension is preferable to out-of-school removal.

The basic philosophy behind in-school suspension in the United States is that every student is entitled to an education. Hence, though in-school suspension may be philosophically sound and supported legally it is not without its problems. Short and Niblet (Leatt, 1987, p. 13) have contended that 9 out of 10 in-school suspension programs studied in North Carolina were unduly concerned with punishment and had little academic focus.

The success of any in-school suspension program will depend on many variables. As some writers have suggested, the bottom line for any program of this nature to succeed is that all contributing members of staff involved are trained adequately. Foster and Kight (1988, p. 13), in their study of 1,130 school principals in New York, stated that 78 percent answered "no" to the

question, "Is in-service training provided for ISS staff?" and 75 percent answered "no" to the question "Is counselling an integral part of your ISS programme?" These authors were of the opinion that in-school suspension programs were a low cost response by schools to the very serious discipline problems faced by teachers.

Out-of-school suspension.

Despite the increasing number of cases brought before the Supreme Court of America challenging schools' decisions to suspend and exclude students, out-of-school suspension is still seen by many administrators as a necessary adjunct to school discipline (Uchitelle et al., 1989, p. 165). Cases challenging schools' decisions to suspend and exclude students seem to have focused on whether procedural guidelines have been adequate, not on the appropriateness of the sanction (Levin, 1990, p. 65). Rossow (1984, p. 418) titillates the reader by his statement that courts are overturning schools' decisions to suspend and exclude. However, he does not offer any statistical evidence for comparison.

3.4 Canada

Although the literature search revealed only one article pertinent to the topic from Canada, the work is worthy of mention. In this country the term "suspension" means temporary removal of a student from school for a

specified period of time, and exclusion means the permanent removal from school.

Oppenheimer's and Ziegler's (1988) research into student suspension from school in Toronto is consistent with the research in the United Kingdom, the United States and Australia. A summary of these author's findings revealed that:

1. Suspension rates vary among schools.
2. More boys than girls are suspended.
3. The suspension rate is highest amongst 14 year olds.

Oppenheimer and Ziegler (1988) conceded that, while suspension may have some short term benefits, in the longer term it is counter-productive. These authors referred to several studies which focused on school climate rather than the characteristics of the suspended student. They advocated a preventative approach to discipline rather than isolating the student from mainstream schooling. Preventative approaches to discipline of this nature will be discussed in the latter part of this chapter.

3.5 New Zealand

Like Canada, the literature relating to New Zealand revealed one article that was pertinent to the topic of the present research. The study on student suspensions in nine New Zealand schools by Galloway and Barrett (1984) is interesting because although the findings of

the study agree with research in the United Kingdom, North America and Canada there is one major difference.

This concerned the number of girls excluded from school. The study revealed that more girls than boys were suspended from school in the 13 and 14 year old age bracket (Galloway, 1984, p. 278). It is unfortunate that the researchers did not explore this finding further or offer a possible explanation. There is only an acknowledgement by the researchers that this phenomenon differs from research findings in Britain.

Similar to research findings overseas, Galloway and Barrett (1984) discovered:

1. The rate of suspension varies among schools.
2. The suspension rate is highest amongst 14 year olds.

Galloway and Barrett (1984) were reticent about stating that suspension was racially discriminatory. However, they did point out that Maoris were disproportionately represented in off-site units.

3.6 Australian States and Territories

Most of the literature in Australia relevant to this study originated from Western Australia. The literature centres on discipline problems and changes to discipline policies since the abolition of corporal punishment. A search in the Australian Education Index identified 14 articles relating to the key descriptors "discipline", "exclusion" and "suspension". Of those references, only

six were relevant to this research. Despite a paucity of literature, it is still possible to detect the current trends in Australia on exclusion and suspension from schools. Broadly, these are that the use of exclusion and suspension are on the increase, and the establishment of off-site centres to deal with miscreant students.

Victoria

The 1980s was a time of profound change for policies relating to discipline in Victoria, wherein corporal punishment was formally abolished, changes were made to suspension procedures, and off-site units were established. Slee (1988) was concerned that the Education Department in Victoria viewed suspension as a viable alternative to corporal punishment when the literature from overseas and in particular Western Australia clearly indicated otherwise.

Slee (1988) made four apposite observations about student suspensions in Victoria that are relevant to this research:

1. Suspensions have increased since Regulation XVI of School Discipline Procedures was amended.
2. The highest rate of suspensions were found in years 8 to 10. However, a disturbing phenomenon was noted by Slee and that was "a dramatic leap in suspensions in year 6 to year 7".
3. Suspension rates vary among schools.

4. Suspension is unsuccessful as a reformative measure.

Not only was the literature cited by Slee critical of suspension as a deterrent, but the case against off-site units overwhelmingly was strong. Despite this, Slee (1988, p. 15) reported that the response of the Victorian Ministry to deal with disruptive behaviour has been the establishment of off-site units. Like the off-site units in the United Kingdom, the aim of these units is reintegration.

Victoria is not the only state which has responded to disruptive behaviour by establishing off-site units. Such units have long been a feature of the education system in New South Wales. Furthermore, two withdrawal units were set up in the Australian Capital Territory in the early 1980s (Renew, 1990, p. 188). In South Australia one of the recommendations of a major inquiry into discipline was:

That at least one form of withdrawal facility or program be available for extremely disruptive students in each of the Education Department Areas, and that these centres be located on, or near, major sites of interagency co-location. (Report to State Interagency Committee, 1991, 3.20, p. 19)

Western Australia

Western Australia has not been found wanting in respect of the establishment of off-site units. Since

the late 1980s a consistent response by the Ministry of Education to disruptive behaviour has been the establishment of off-site units and programs. One recommendation of The Select Committee on Youth Affairs Final Report (1992) is "That the State Government fund an expansion of off-campus programs sufficient to target the needs of each educational district" (p. 93).

Suspension

As early as 1972, the report of a major Committee of Inquiry into, Discipline in Secondary Schools (Dettman, 1972) highlighted the fact that suspension from school was perceived to be relatively ineffective in deterring deviant behaviour:

If the suspension is being used as a punishment for the purpose of deterring extremely deviant behaviour, then it should be realised that it is extremely ineffective. The students most likely to incur this punishment are the ones who dislike it least. For those individuals, suspension from school may even, inadvertently, become a reward. (p. 159)

However, the point was made in the report that student suspensions do have the effect of lifting teacher morale (Dettman, 1972, p. 159). A point that should never be ignored, but is rarely discussed by researchers.

The Committee's findings were corroborated by Hyde and Robson (1984). These Ministry of Education researchers found in their study of student suspensions

from school that teachers believed that the sanction gave both teachers and students some respite, but conceded that " . . . suspension had no lasting effect upon most students" (p. 51).

Colliver (1983) in a report commissioned by the Secondary Principals' Association, realised the limitations of suspension as a remedy for disruption by the student and subsequently put forward a range of in-school programs to deal with disruption. Hyde and Robson (1984, p. 48) contended that teachers and administrators needed assistance from support agents such as social workers and guidance officers if they were to deal effectively with school discipline problems.

Since the Dettman (1972), Student Suspensions from School (Hyde and Robson, 1984), Disruptive Behaviour in Schools (Louden, 1985), and the article by Bain & Macpherson (1990) "An Examination of the System-Wide use of Exclusion with Disruptive Students" there has been little research into school exclusions in Western Australia.

While debate on the topic off-site versus on-site centres for disruptive pupils may have been intense in the United Kingdom, in the 1980s Australia had very little to contribute. It could be concluded then that disruptive behaviour was not an issue for Australian schools. Some writers would consider that nothing could be further from the truth.

Disruptive behaviour was considered in a major review by the Committee of Inquiry into Education in

Western Australia chaired by Beazley (1984). Although this was not the Committee's original intention, nor did it feature in the terms of reference for the review. The Committee was made aware that disruptive behaviour was a major concern of schools through written and oral evidence presented to the Committee, and observations made in schools.

It is interesting that one of the recommendations by the Committee of Inquiry into Education in Western Australia was for the establishment of off-site withdrawal centres for severely disruptive students (Beazley, 1984, p. 363). This recommendation was put forward at a time when research from overseas clearly indicated that off-site units were unsuccessful in achieving their main goal of reintegration.

The report of the Working Party on Disruptive Behaviour in Schools (Louden, 1985) came about because of concerns expressed at the annual Secondary School Principals' Conference of Western Australia about incidents of disruptive behaviour in schools. One of the recommendations in the report was that in-school suspension be used in preference to out-of-school suspension (p. 39). The Committee conceded the need for out-of-school suspension to remain as a sanction.

Research findings in Western Australia are consistent with findings in the United Kingdom and North America on three aspects. First, the majority of students suspended or excluded from school are males (Bain & Macpherson, 1990, p. 115; Colliver, 1983, p. 14;

Hyde & Robson, 1984, p. 18; Renew, 1990, p. 192).
 Second, suspension rates vary among schools (Hyde & Robson, 1984, p. 20; Loudon, 1985, p. 19; Select Committee into Youth Affairs: Discussion Paper No.2, 1991, p. 10). Third, that suspension tends to be discriminatory (Bain & Macpherson, 1990, p. 119).

3.7 Legal Implications

The act of excluding a student from mainstream schooling involves the use of power that can have serious consequences for the student, and as such the legal implications need to be considered. Exclusion is a more extreme form of punishment than suspension; however, the consequences of both are serious. Suspension and exclusion deny students access to education. Both sanctions are permissible by law as long as "the rights of the student to natural justice are not overlooked" (Tronc & Sleigh, 1989, p. 178).

The Power to Suspend and Exclude

The basis of the power to suspend and exclude lie in statute and case law. The Western Australia Education Act 1928-1981 and its accompanying Regulations are examples of enacted law and will be considered first.

Enacted law.

In Western Australia the power to suspend and exclude is provided for under Section 20G of the Education Act Amendment Act (1982) and Regulations 35 and

35A of the Education Act Amendment Act Regulations (No 3) (1984).

It is clear from a reading of Section 20G that the power to exclude is at the discretion of the Minister. The Minister decides whether the exclusion will be from one or all Government schools, and what arrangements if any, will be made for the excluded student's education.

The power to exclude a student from school appears to be contradictory to the compulsory attendance requirement, although a careful reading of 20G (8) would seem to nullify this contradiction.

The suspension or exclusion of a child from attending a Government school under this section has effect notwithstanding any other provision of this Act relating to the child's non attendance at school.

Case law.

McMahon v. Buggy (1972) appears to be the only reported court case in Australia where the power of a government education authority to exclude a student has been questioned. The case is compelling reading and deals with a number of issues that concern administrators and teachers.

It is beyond the scope of this study to examine all of the issues in the case. Chisholm (1988) has provided a comprehensive summary of the major issues. From these, there are two which are worthy of mention. The first is

the power of education authorities to exclude a student. Justice Mahony, who heard the case, was in no doubt that the power to expel existed. He stated that:

In relation to schools whose relationship with the pupil and/or the parent arises from the statutory attendance at school there must, in my opinion, also arise by implication a power in the school authorities, in appropriate circumstances, to expel the child. (McMahon v. Buggy, 1972)

The second issue is more complex and concerns the principle of natural justice.

Natural Justice

Natural justice is pertinent to all cases of suspension and exclusion. It is pertinent because suspension and exclusion involve the exercise of a statutory power. This exercise of power may adversely affect "the rights and duties of another person" (McMahon v. Buggy, 1972). The concept of natural justice is based on two rules. First, impartiality of the decision-maker. Second, the person involved must be given a "reasonable opportunity" to put forward his/her case (Chisholm, 1988, p. 48).

The second rule involves two questions. The first question is whether natural justice is required? In cases of exclusion the natural justice principle applies. Exclusion involves the use of a statutory power. The consequences of which are serious; serious enough to

warrant the application of natural justice. Although the Minister has the statutory authority to exclude students from school, the principle of natural justice still applies (McMahon v. Buggy, 1972).

Having established that natural justice applies, the second question is: "What does the principle of natural justice require?" There is no standard procedure concerning natural justice. Each case must be considered on its merits although the Minister has a duty that there be " . . . some basic minimal fairness in procedure . . . " (McMahon v. Buggy, 1972).

3.8 Rights or No Rights to Education?

A student of compulsory school age, who has been excluded from a Government school in Western Australia has not been denied his/her right to an education. The reason lies not in the exclusion but in the absence of the right of any student to an education. An uncomfortable truth, but a truth nonetheless.

General education rights.

In his book, Rights in Education: The Australian Conundrum Birch (1977) provided a detailed account of rights in education, and made a distinction between general and particular rights. For the purpose of this study the general rights of students to an education will be considered. Birch (1977) defined general rights as " . . . general statements of rights involving either all

participants in education, or groups, such as students, teachers and parents, in the role assigned them"

(p. 10).

Table 5, indicates the general education rights of students, teachers and parents.

Table 5

General Education Rights

	Commonwealth education laws	State education laws
Students	-	-
Teachers	-	-
Parents	-	-

Note. From Rights in Education: The Australian Conundrum (p. 11) by I. K. F. Birch, 1977, Victoria: ACER. Copyright 1977 by ACER. Reprinted by permission.

The omissions are glaring and provide little comfort for those who champion rights in education. Perhaps the omissions could be attributed to the thinking of the time. After all, it is now the final decade of the century and there have been many recent and dramatic changes in education. However, Table 6 shows that 15 years later there have been no gains for students,

teachers and parents in the field of general education rights.

Table 6

General Education Rights 1992

	Commonwealth education laws	State education laws
Students	-	-
Teachers	-	-
Parents	-	-

Students fare slightly better in the area of particular rights. Birch (1977, p. 35) explained these rights as ones arising out of enacted and case law. In Western Australia particular rights of students in Government schools encompass: (a) free education, (b) early exemption from school (subject to the discretion of the Minister), and (c) the right to be cared for. The Queensland Education Act of 1964 appears to be the only piece of legislation in Australia which provides children with a right to education (Birch, 1990).

The paucity of rights of students to education in enacted law is disconcerting in an age that purports to adhere to the principles of social justice and equal opportunity. If there is little comfort in enacted law there is even less in case law.

Birch (1990, p. 139) attributed the lack of school law cases in general in Australia to three factors:

1. The majority of people are unaware of their legal rights.
2. The cost factor that is involved.
3. "The absence of entrenched rights for Australian citizens in national or state constitutions."

(p. 140)

In sharp contrast to the situation in Australia, there have been numerous school law cases brought before the American courts. Rossow (1982), in an article entitled "Exclusion: A Lion in Waiting", discussed some of the more controversial cases which have challenged the schools' right to exclude students.

There are two reasons for the stark contrast. First, children in the United States have a constitutional right to an education; whereas children in Australia do not. Second, Australia does not have the American equivalent of a Bill of Rights. There have been four attempts to pass legislation leading to a Bill of Rights. The first was in 1954, the second in 1972 and the third in 1973 (Birch, 1977, p. 31). The last attempt was made in 1985.

Rights of the child.

It is perplexing that Australia does not have an equivalent of a Bill of Rights yet is a signatory to a number of international treaties concerning the rights of

the child. An example is the United Nations Declaration of the Rights of the Child (1954). Principle Seven of this Declaration stated:

The child is entitled to receive education, which shall be free and compulsory, at least in the elementary stages. He shall be given an education which will promote his general culture, and enable him on a basis of equal opportunity to develop his abilities, his individual judgement, and his sense of moral and social responsibility, and to become a useful member of society. (Boer and Gleeson, 1982, p. 201)

There is little consolation in Australia being a signatory to the Declaration. International treaties do not carry any weight in Australia unless they are enacted by Federal Parliament (Birch, 1977, p. 23). At present the right to an education in Australia remains in the philosophical, not the legal, sphere.

Bain and Macpherson (1990, p. 110) explained that while the power of the Minister to exclude students from school takes into account the needs and rights of the majority of students to be protected, it does not take into account the needs and rights of behaviourally disordered students.

Bain and Macpherson (1990, p. 112) also pointed out that the exclusion of severely socially/emotionally disturbed children from Western Australian schools is inconsistent with Principles Two and Five in the United

Nations Declaration of The Rights of The Child. These principles deal with the rights of handicapped children. Unfortunately, Bain and Macpherson (1990) do not go on to explain that this inconsistency means very little when the Declaration of the Rights of the Child has not been incorporated into legislation in Australia.

Nevertheless, Bain and Macpherson (1990) raise questions about the legality of excluding behaviourally disordered students from the mainstream of schooling. In the case of the United Nations Declaration of the Rights of the Child, there are no legal implications because the Declaration has not become law in Australia. While morally there may be a case to answer, legally there is none.

Traditionally, Australian Commonwealth governments have been reticent about converting international treaties into legislation. Birch (1983) has expressed his own ideas about this subject " . . . it is - in this writer's opinion - an act of political cynicism for a government to become a signatory to an international convention without accepting the obligation of implementing the provisions of such an instrument" (p. 245).

Although behaviourally disordered students excluded from a Government school may not be able to seek legal redress through the United Nations Declaration of the Rights of the Child; Bain and Macpherson (1990) identified one avenue of redress as being the Equal Opportunity Amendment Act 1988:

. . . the WA Equal Opportunity Commission is empowered to respond to complaints pertaining to equal opportunity in education and describes psychological disability as an impairment within its terms of reference. . . . It is unlawful for an educational authority to discriminate against a student on the ground of the student's impairment . . . by expelling the student. (p. 113)

Behaviourally disordered students may not be the only group that are likely to be discriminated against. The over representation of boys and Aboriginals in exclusion figures in Western Australia (Bain and Macpherson, 1990, p. 115) are cause for concern. It may be that there is a case for discrimination even though the discrimination is not deliberate.

3.9 Some Perspectives About Preventative Approaches to Student Discipline Problems

The removal of students from the mainstream of schooling adheres to the belief that the fault lies within the child. Rabinowitz (1981, p. 82) ascertained the removal of students is an ineffective and traditional response to disruptive behaviour. This sentiment is echoed by Mongon (1987, p. 93) who states that disruptive students removed from school are "scapegoats" for problems that exist within the school. A similar view was expressed by Grunsell (1980, p. 118) that the removal

of disruptive students deflected the problem away from the school itself.

Tattum (1989) identified three approaches to disruptive behaviour; crisis-management, interventionist and prevention. The crisis-management approach or medical model focuses on the child:

It is a way of looking at social deviance and abnormality as a form of illness, thus the focus of the approach is the individual in whom the signs or symptoms are manifest, and an appropriate treatment is prescribed as necessary to bring about recovery.
(p. 67)

Both the crisis-management and interventionist approaches are responses to discipline problems which may be seen as reactive not preventative. The crisis-management approach has led to services outside the school being involved in finding remedies for these problems. Programs operating outside schools for suspended, excluded and "at risk" students are prime examples of a crisis-management approach. Mongon (1987, p. 96) believed the crisis-management approach is no longer applicable, and any approach to disruptive behaviour must be school based.

The dominant view in the literature is that schools should take responsibility for disruptive behaviour and adopt a whole-school approach to discipline. Tattum (1989, p. 71) viewed the whole-school approach as preventative, in that policies are designed to foster a

school ethos and culture so that discipline problems are minimised.

The whole-school approach is not new. Gillham (1981, p. 14) pointed out that the influence of school on anti-social behaviour was the subject of two studies, one entitled Delinquent Schools (1967) and the other Children in Distress (1968). In 1972, the Committee inquiring into Discipline in Government Schools, chaired by Dettman (1972) concluded:

The Committee considers the achievement of optimum levels of student behaviour may be better through the development of a school environment which makes schooling more attractive to students, . . . To accomplish this, attention will need to be given to the total school environment and to its relationships with the wider society. (p. 1)

More than a decade later the Beazley (1984) found: The Committee recognized the relationship between a school's ethos and its success in dealing with discipline problems. . . . The Committee believes that policy development should entail a "whole-school" approach . . . (p. 360)

Despite the rhetoric about the perceived benefits of the whole-school approach to discipline, the crisis-management approach is still the main response used by schools to deal with disruptive behaviour. Slee & Knight (1992, p. 5) cited a number of authors who agreed with their sentiments that the problem with the

crisis-management approach to school discipline is that there is scant evidence as to its success.

The crisis-management approach to discipline is likely to continue to be the dominant response to disruptive behaviour in schools. The Western Australian Government Select Committee on Youth Affairs Final Report (1992, p. 59) found that schools were unable to cope with "hard core" [sic] disruptive students and made the following recommendations:

Recommendation 41: That the State Government expand funding to Socio-Psycho Education Resource Centres (SPER) sufficient to target the assessed needs of each education district (p. 60).

Recommendation 42: That the State Government fund an expansion of off-campus programs sufficient to target the needs of each educational district (p. 61).

Recommendation 41 is of particular interest in light of an evaluation of SPER Centres carried out by Robson and Moor (1986). While the work of these researchers preceded that of the Select Committee by six years and acknowledged the work carried out by the SPER centres, their report did not advocate any expansion of the Centres' activities in their current form.

What Robson and Moor (1986) suggested was a shift in perspective. Instead of school personnel reacting to

disruptive behaviour by removing the student from the school, disruptive behaviour was to be seen in the school context. SPER centres were to be viewed as resources for schools rather than individuals: "A large part of rehabilitative work would be done in the referring classroom and the school and not necessarily with the individual child" (Robson & Moor, 1986, p. 43).

The call for a preventative approach to discipline in the literature seems to have been ignored by policy makers. Until policy makers take heed of the literature within Australia and from overseas, the preventative approach will only be found on library shelves. There seems to be little point in agreeing with the principles underlying the preventative approach to discipline and then instituting a crisis-management approach.

3.10 Summary

Much of the literature in Australia and overseas centres on the arguments for and against the use of suspension and exclusion as effective sanctions; and the on-site versus off-site debate. Few articles actually examine what happens to students once they are excluded from the mainstream of schooling.

The first part of the chapter was devoted to the literature on suspension and exclusion from overseas and in Australia. The second part of the literature review concerned the legal implications of exclusion and the rights of students to an education. At present, school law cases are not a feature of Australian education.

The third section of the chapter considered views on the preventative approach to discipline. Preventative approaches require that schools look inward not outward to solve their discipline problems. Although there is agreement amongst researchers and administrators that preventative approaches are more effective in solving discipline problems; the majority of schools fall back on what they are comfortable with - the crisis-management approach. The conceptual framework for this study is presented in detail in the next chapter.

CHAPTER 4

CONCEPTUAL FRAMEWORK

Overview

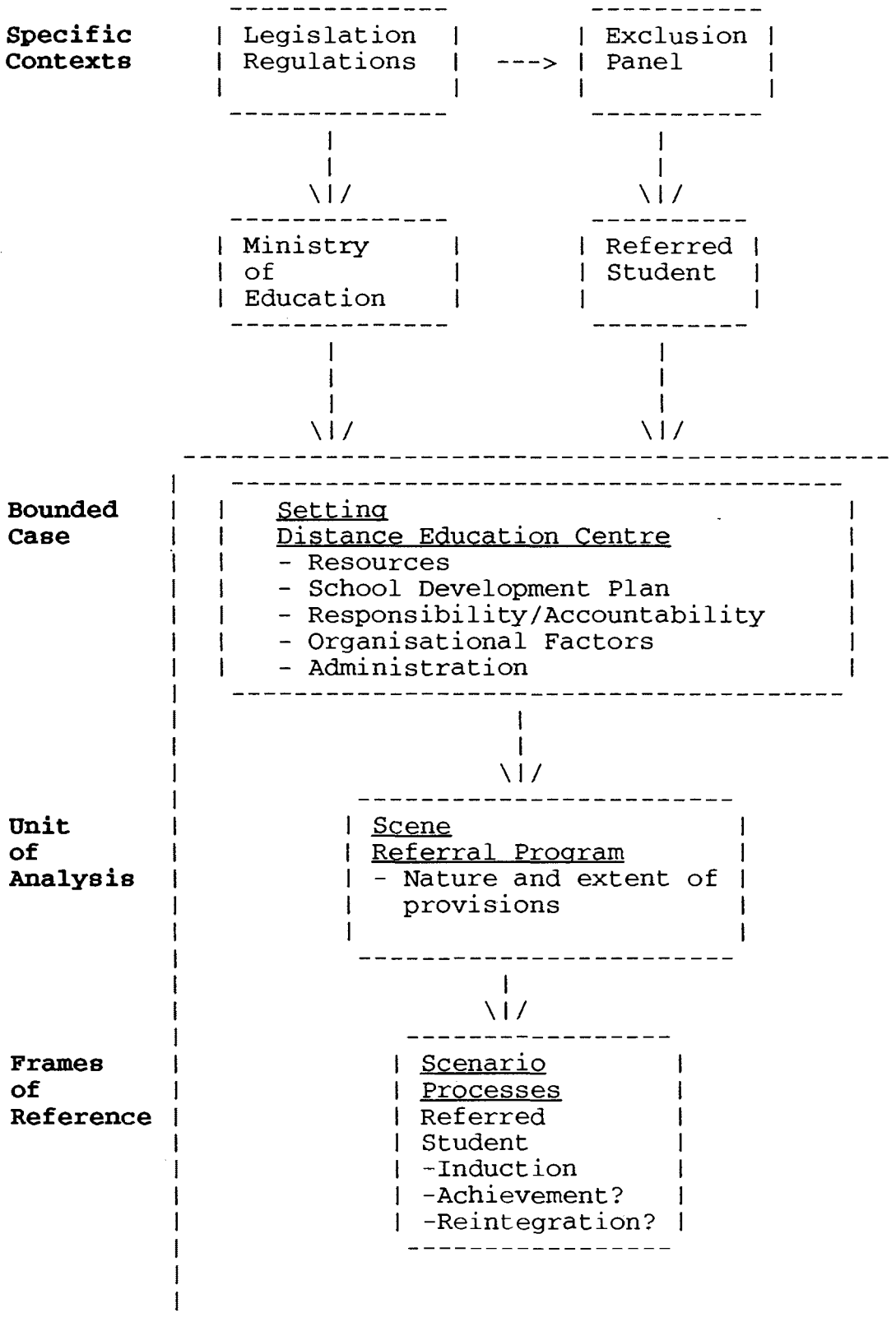
The purpose of this chapter is to describe two conceptual frameworks which guided the study, and led directly to the formulation of the research questions. An initial conceptual framework was developed at the proposal stage of the study in order to provide structure and to permit the formulation of precise research questions. However, information obtained as the study progressed through the preliminary phase of the research indicated that changes were necessary (see Chapter 5) and the initial framework was revised. Essentially, the conceptual framework assisted in the definition of the research mode, the unit of analysis and the frames of reference which guided both the data collection and analysis techniques.

4.1 The Initial Conceptual Framework

The initial conceptual framework served the function of a map wherein key factors and relationships relevant to the study focus were identified (Sowden and Keeves, 1988, p. 516). In the initial design stage of the research, these key factors and relationships appeared to exist simply in terms of the excluded students and the Referral Program at Distance Education Centre. The

elements of this initial original conceptual framework are shown in Figure 1.

Figure 1. The original Conceptual Framework.



The research mode adopted for the study was that of a "bounded case" as defined by Adelman, Jenkins and Kemmis (1976, p. 141), "a 'bounded system' (the case) is given, within which issues are indicated, discovered or studied so that a tolerably full understanding of the case is possible". As can be seen in Figure 1, the Distance Education Centre represented a "bounded case". The issue given in terms of the permeable boundaries was the provisions for "at risk" and excluded students. The vehicle for the investigation of the issue was the unit of analysis, the "Referral Program", and the broad frames of reference for the research were the nature and extent of provisions for "referred students".

A number of specific research questions were formulated to relate specifically to these precise frames of reference. The specific contexts within which the bounded case operated and delivered the Referral Program were deemed to comprise the legislation and regulations relating to excluded students, the policies and practices of Ministry of Education and Exclusion Panels as executive bodies.

The Bounded Case

Distance Education Centre was identified as the bounded case for the study. Like all Government schools, Distance Education Centre is required by the Ministry of Education to operate under a number of mandatory conditions. These include compliance with Government legislation, policies and priorities.

In these respects, the Distance Education Centre is required to have a School Development Plan which, according to the Ministry of Education (1991, p. 3), "is the main vehicle for the school to demonstrate its accountability". In addition, it is mandatory for each school to have a School Decision-Making Group which comprises:

equal numbers of parent and staff representatives and the principal. Secondary schools may include elected student representatives voting rights, should the students of the school choose to participate. (School Decision Making Policy and Guidelines, 1990, p. 4)

The major differences between Distance Education Centre and other Government schools are the diverse enrolment categories and the sources of funding (see Chapter 5).

Since the late 1980s, the Centre's future has been subject to speculation. In 1988 a study commissioned by the Ministry of Education entitled Future Directions for the Distance Education Centre (Hull and Dean, 1988) was published. One of the recommendations of this Report was decentralisation:

The Distance Education Centre operation within the Ministry of education should be decentralised to that extent necessary and practicable to bring the operation closer to the client base, and

keeping centralised only those aspects of the operation in which a cost-benefit analysis overwhelmingly justifies the move to the centre.

(p. 4)

The Report (Hull and Dean, 1988) referred briefly to the Referral Program:

It also appears to be successful because it takes the students out of their normal school and peer environment and gives them access to an intensive one-to-one remedial and referral service. It is difficult to imagine what would happen to such students if the DEC operation were not in place.

(p. 17)

A second review of Distance Education Centre was carried out in 1991 headed by a District Superintendent. At present the Report is before the executive committee of the Ministry of Education.

Future Directions for the Distance Education Centre

(Hull and Dean, 1988) was not endorsed by the State School Teachers' Union of Western Australia nor has there been any consultation to date between the Union and the Ministry of Education about the future of Distance Education Centre. There is still speculation about the Centre's future and although there is rumour and innuendo about major structural change; it is apparent there will be no changes to operations in 1993.

Unit of Analysis

In this study, the unit of analysis was deemed to be the Referral Program. There are two reasons why this program was considered to be a separate entity and to fit the concept of a discrete unit of analysis for the study. First, the program constitutes a service which is separate from the other services provided at the Centre. In view of the major research question the focus of the study could not be on the Centre itself, but on a "slice" of the Centre. In the Centre's School Development Plan the Referral Program comes under the category of "Services to Other Schools".

Second, the school psychologists who are in charge of enrolment of referrals (excluded and at risk students once enrolled at the Centre are referred to as "referrals") are in a different physical location from the rest of the Centre. Therefore, those students who are classified as referrals and come into the Centre for enrolment or tuition are physically separated from the rest of the organisation.

The Distance Education Centre School Development Plan (1989) stated that:

The aim of the programme is:

to work step by step towards the return of the student to the mainstream school [sic]. (p. 96)

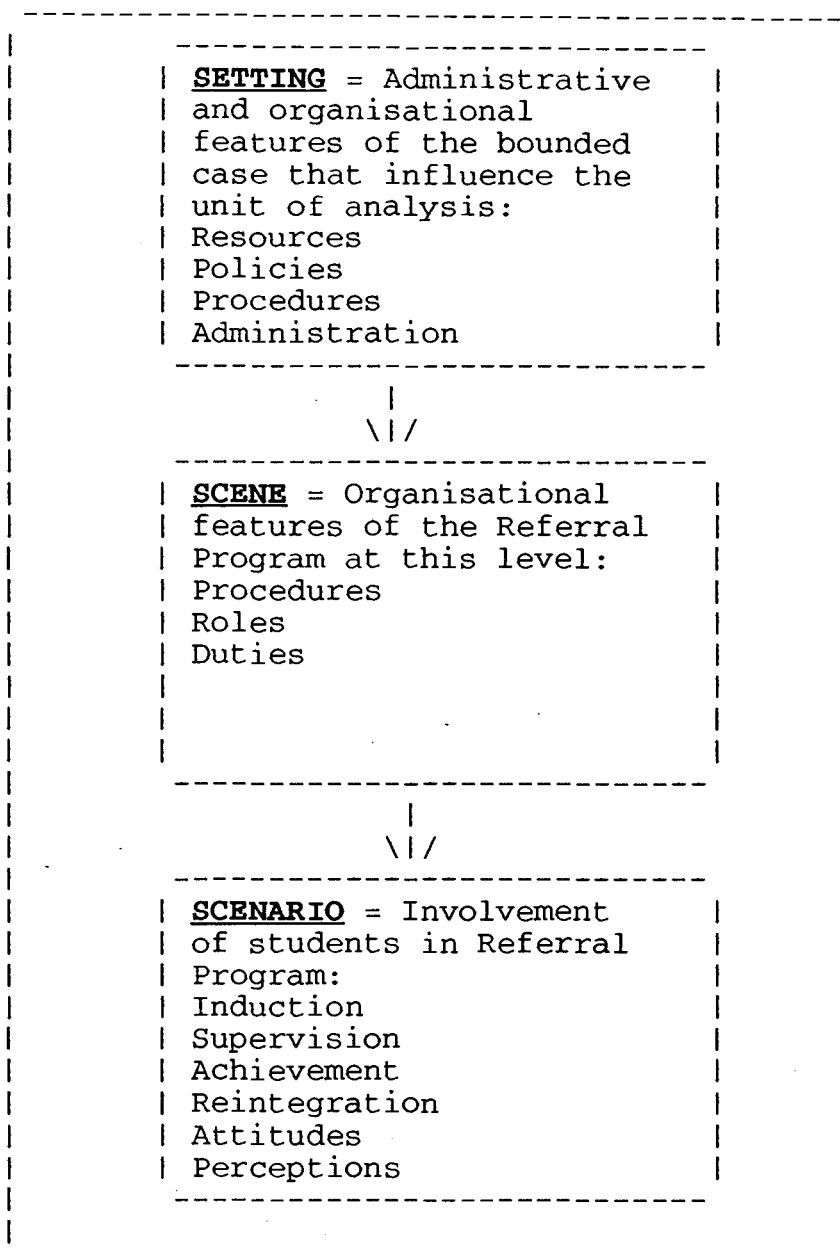
Although this aim was confirmed in the early interviews with the school psychologists and the Deputy

Principal of the lower school section, it has not been included in any subsequent version of the School Development Plan.

Frames of Reference

The initial conceptual framework served to identify the frames of reference for the study and guide the formulation of precise research questions. The frames of reference for the study were deemed to be those elements of the Referral Program which, on their self-evident bases, warranted investigation. The categories Setting, Scene and Scenario made up the frames of reference and are defined below. Refinement of the conceptual framework during the preliminary phase of the study made it possible to narrow the focus of the study in these respects, and to set clearly defined boundaries to the study. Once identified clearly, the frames of reference enabled the research questions to be formulated precisely. The frames of reference are shown in Figure 2.

Figure 2. The Frames of Reference.



The study focused on a slice of the Centre known as the Referral Program, which constituted the unit for analysis. This was conceptualized as comprising elements related to administration (within the Centre), organisation and delivery. These were considered to be the three main categories about which information was

required. Consequently, the terms "Setting", "Scene" and "Scenario" (Hyde, 1984) were selected as the descriptors for these levels of category. The terms were defined as follows:

1. "The Setting" - the administrative framework which governs the provision and delivery of the program. Elements (sub-categories) include the policies, provision of resources, and lines of responsibility for the program.
2. "The Scene" - the actual organisational features of the program in terms of procedures, roles and duties carried out by administrators, school psychologists and teachers.
3. "The Scenario" - includes the factors that contribute to and influence the education of excluded and at risk students during their involvement with the Referral Program. These factors were sub-categorised in terms of Interventions under the headings of Incident, Tactic, Strategy and Game Plan (Hall & Loucks, 1978; Hall, Zigarmi, & Hord, 1979; Hyde, 1984). These terms are defined in Chapter 5 - Research Design. However, an important assumption in the Conceptual Framework is that the "Scenario" is shaped by factors which relate both to the "Setting" and the "Scene". Essentially, they formed the more direct contexts of occurrence of the phenomena included within the concept of scenario.

4.2 Revised Conceptual Framework

Information which emerged during the preliminary stage of the research warranted some revision of the initial conceptual framework. The revised framework, presented in Figure 3, was broadened to include at risk students and off-campus programs - the latter as a contextual factor.

Excluded and at risk students.

All excluded students of compulsory school age are referred to Distance Education Centre by District Exclusion Panels on the recommendation of the Minister for Education. The Minister's decision is made on the basis of advice received from appropriate personnel in the Ministry of Education. Originally, only students excluded from school were to be included in the study. However, the sample was extended to include at risk students who were found at the onset of the study also to be enrolled in the Referral Program. Students classified as at risk are referred to the Centre by a District Superintendent or the Student Welfare Consultant in the Ministry of Education.

Students are defined as at risk if they have been suspended from school for 15 days or more and face the possibility of exclusion. The self-evident reason for the inclusion of this category of students in the study was that they were participants in the Referral Program. One further reason for their inclusion in this study was because student participation in the research was

required to be voluntary and there was no guarantee that all students referred through the Exclusion Panels would agree to participate. Hence the group at risk students were included to broaden what appeared initially to be a small sample. Essentially, excluded and at risk students are not considered separately by the Distance Education Centre.

The study was not concerned with the reasons why students were excluded or deemed to be at risk or excluded from school. The primary focus of the study was directly upon what happens after the process of exclusion and referral to the Distance Education Centre has taken place.

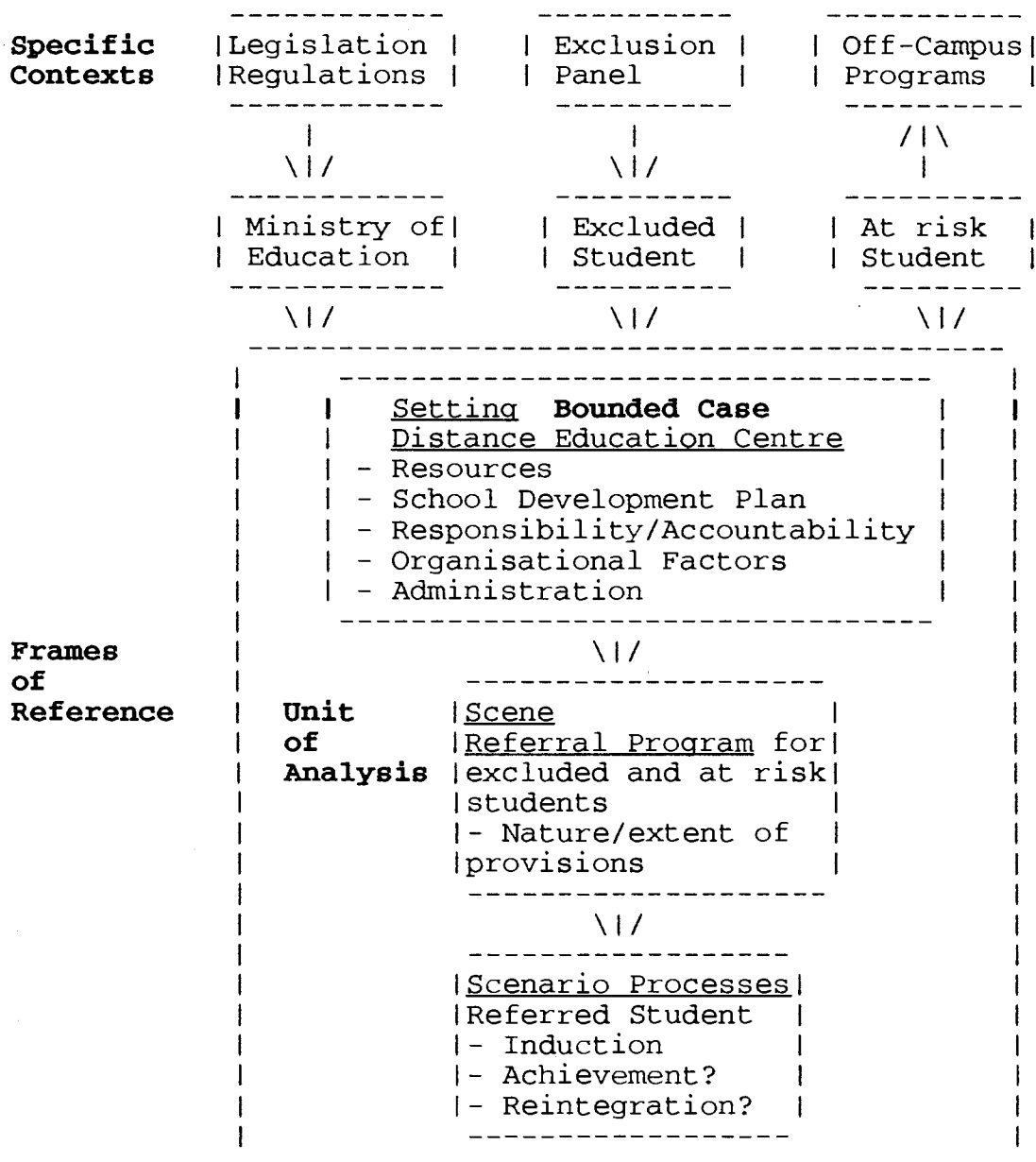
Off-campus programs.

That there were a number of programs currently in operation outside of Distance Education Centre, and others in various stages of development both for excluded and at risk students, was quite an unexpected discovery. This occurred during the preliminary phase of the research during the initial interviews with the School Psychologist at Distance Education Centre and education officers at the Department of Community Development.

Hills and Gibson (1992, p. 12) defined conceptual frameworks as ". . . information selection (and exclusion) mechanisms. To give an entity or situation a meaning within a concept or conceptual framework is to select certain information and to exclude other information . . . ". The extent of these off-campus

programs warranted their inclusion as contextual features in order to locate the Referral Program more clearly within the contexts of occurrence. From this perspective, the Referral Program at Distance Education Centre then was viewed as one of a number of programs currently in operation.

Figure 3. The revised Conceptual Framework.



4.3 The Research Questions

The precise research questions were derived from the issues and key factors which were identified in the conceptual framework:

Contexts.

1. What are the contextual factors which bear upon the Referral Program at Distance Education Centre for excluded and at risk students?

Setting.

2. What is the administrative framework, in terms of policies, plans, resource allocations and controls, which govern the operation of the Referral Program?

Scene.

3. What are the educational provisions of the Referral Program Distance in terms of program elements?

4. What is the organisational framework in terms of lines of authority, allocation of staff, roles and responsibilities within which the Referral Program is delivered?

5. What are the operational elements of this Program in terms of student induction, allocation of course(s) of study, monitoring of progress and assessment?

Scenario.

6. What are the characteristics of referred students in terms of age, gender and ethnicity?
7. What are the features which characterise students' "stay" in the Referral Program in terms of duration, counselling, allocation to study program, scope and sequence of work, assessment and decisions about exit?
8. In what ways do teachers at Distance Education Centre perceive the appropriateness of these administrative operational and procedural provisions for referred students?
9. To what extent do teachers at Distance Education Centre perceive the programs provided for the referred students to be appropriate?
10. What are students' perceptions about their involvement in the Referral Program?
11. What are the strengths and weaknesses of the Referral Program?

Definition of Terms

The key terms in the generic question "nature" and "extent" are defined as:

1. Nature in this sense means the elements that characterise the educational provisions in the Referral Program.

2. Extent is defined as the scope of the educational provisions in terms of tuition and contact between teacher and student.

4.4 Summary

This chapter has described the evolution of the conceptual framework which guided the study. The original conceptual framework was used to identify the unit of analysis and the frames of reference. This allowed the researcher to focus on a precise setting within Distance Education Centre and led to the formulation of precise research questions.

As the research progressed the original conceptual framework had to be reviewed to account for the emergence of unforeseen factors. These factors embraced the inclusion of at risk students to boaden the sample, and the discovery of the extent of off-campus programs. A description of the research design which was guided by the revised conceptual framework is presented in the next chapter.

CHAPTER 5

RESEARCH DESIGN

Overview

This chapter describes the manner in which the research was undertaken. The chapter is divided into four major sections: (a) Research Paradigm and mode, (b) Data Collection Techniques, (c) Data Analysis, and (d) Quality Control. References are made towards the end of the chapter about the role of the researcher, ethical issues and the problems encountered in the research.

5.1 Research Paradigm

The revised conceptual framework and research questions demanded that data relating to the frames of reference could be obtained from documentary sources, observations, and interviews with key personnel, excluded and "at risk" students. In total, these requirements of the study were consistent with the features of a naturalistic/qualitative research paradigm. Guba and Lincoln (1982, pp. 244-245) listed the characteristics of this paradigm as:

1. The main methods preferred by researchers are interviews, observation and documentary analysis. All three methods were employed in the research.
2. Naturalistic inquiry is driven by the problem rather than a priori theory.
3. Naturalistic inquiry relies on tacit

understanding and intuition.

4. The major data collection instrument is the researcher.

5. The design of the study unfolds as the research progresses. Hence the conceptual framework for a naturalistic inquiry is never static, and is refined throughout the research.

6. The study is always conducted in a natural setting, with emphasis upon understanding the phenomena in the contexts of their occurrence.

Essentially, these characteristics justified the selection of the naturalistic approach as the most appropriate research paradigm for this study.

5.2 Research Mode

The "bounded case" mode of research was selected as the most appropriate approach given the contextual situation of the Distance Education Centre. The definition of a "bounded case" was described in Chapter 4. The bounded case is only one type of case study research and refers more to purpose than approach (Adelman et al., 1976, p. 142). For this study, the bounded case was the Western Australia Distance Education Centre, and the unit of analysis was the Referral Program. Furthermore, the specific purpose of this study was explain and analyze the underlying rationale, nature and extent of the educational provisions at Distance Education Centre for excluded students. That is, the

understanding of a set of phenomena in the contexts of their occurrence.

Given the study was set up this way, the major limitation was generalisability. Adelman et al., (1976) pointed out that, in this mode of research:

a 'bounded system' (the case) is given, within which issues are indicated, discovered or studied, will be predisposed towards making generalisations about the case. In its most significant form, generalisation about the case promotes generalisation from case to case. (p. 142)

The circumstances of the Western Australian Distance Education Centre are not predisposed to any generalisations - other than about the case itself. The Centre is unique, being the only one of its kind operating either in Western Australia or other Australian states.

5.3 Phases of the Research

The research was organised into three phases. These are summarised in Table 1 in terms of their time schedules, functions and research tasks.

Table 1

Phases of the Research

Phase	Function	Research Task
Phase One: Preliminary October	Collection of contextual data. Procedural point of formal entry	Location of data sources and negotiation with significant participants.
Phase Two: Exploratory November - December 1991	Formal development of analysis and further identification of sample procedures	Individual negotiations, piloting interview schedules, data collection of primary and sources, design and refinement of interview schedule, development of data coding and reduction procedures. Informal observations.
Phase Three: Investigative December 1991 September 1992	Indepth investigation of a number of excluded and at risk students	Continued development of data reduction procedures. Further interviews with key participants and document analysis. Informal and formal observations.

1. Preliminary Phase

The preliminary phase of the research was undertaken following clearance of the research proposal by the University Ethics Committee. The Principal of the Distance Education Centre, having been approached in

advance, had given his prior permission for the research (see Appendix A). From the researcher's observations, the key personnel to approach at this stage appeared to be the Deputy Principal of lower school and the School Psychologist. Initial discussions were held with the former and he provided background information about the Referral Program, the constraints under which the Program operates and an overview of the Ministry of Education's involvement in the program.

Location of data sources.

As a key person in the Program the School Psychologist was approached about the involvement of excluded students in the study. This officer is responsible for the enrolment of all students in the Referral Program and maintains the personal details and records of each participating student. Consultation with the School Psychologist was deemed necessary for the following reasons: (a) to explain the rationale and purpose of the research, (b) to establish a rapport and set a date for an interview, (c) to predict numbers of excluded students likely to be involved in the study, and (d) to find out if there were any personal or ethical reasons why students should not be contacted.

In the preliminary phase of the study, a decision was made by the researcher to widen the sample to include at risk students. At this stage, it was not possible to predict either the number of excluded students who would be involved in the study or those who would agree to

participate when asked. The researcher was aware of the sensitive nature of contacting students and assurances were given to the School Psychologist that the reasons for exclusion would not be discussed, only the student's involvement in the Referral Program. The researcher was advised by the School Psychologist not to contact one particular student because of the aggressive nature of the parents.

During informal discussions with the School Psychologist, reference was made to the Balga Off-Campus program, and the SPYE and BALI programs also available for excluded and at risk students. The BALI program was not in operation at this time, although a teacher had been appointed by the Ministry of Education and was expected to visit Distance Education Centre in the near future to view instructional materials. A tentative appointment was made for the researcher to meet the new appointee. However, the meeting did not eventuate and no reasons were given for its cancellation. An interview was then arranged by the researcher to meet with an education officer from the Department of Community Development who was involved in setting up the BALI program. The purpose of this was to establish both the relationship between this off-campus program and the one provided by Distance Education Centre especially in respect of participants.

A list of excluded students and those individuals who were classified as "at risk" was provided by the School Psychologist. Students' names then were checked

against files at Central Records to find out (a) address and telephone number, (b) names of teachers of referred students, (c) nationality/ethnicity of student, (d) age, (e) sex and, (f) name of parent or guardian. Four of the students had listed beside their name, the names and telephone numbers of tutors. The latter, then, were automatically included in the study as potential key informants.

Negotiation with key personnel within Distance Education Centre.

Teachers at the Centre were approached on an informal basis and invited to participate in the study. All teachers agreed and tentative dates were set for initial interviews. A guideline form, which set out the conditions of the research was then signed by participants. These preliminary discussions with the teachers and access to student files enabled the researcher to "assess" the literacy level of each student. This was important for the construction of the interview schedule for students. The questions in this interview schedule were designed to be brief with the level of language made simple.

By the end of the preliminary phase of the research the researcher realised that the original conceptual framework would have to be altered. During this very early phase of the research, factors began to emerge which necessitated a broadening of the focus of the

study. Mainly, these factors related to the discovery of other programs for excluded and at risk students.

2. Exploratory Phase

The exploratory phase of the research was devoted largely to the formal development of data collection and analysis procedures and revision of the initial conceptual framework. In particular, interview schedules and observational techniques were tested and refined. The interview schedule for teachers of referral students was tried out on a small group of teachers who had been involved in the Referral Program the previous year. Changes were made on the bases of their observations. Interview schedules for other key informants were tested on people holding similar positions. The refinement of interview schedules for students is discussed in the next section.

Refinement of student interview schedules.

Refinement of the interview schedule for excluded and at risk students proved to be more difficult than anticipated as the initial sample of participants was relatively small and, at this time, contacts had not been made with individuals. A decision was made to test the interview schedule on three excluded students who had been enrolled at the Centre for a period of approximately six months. The three individuals would also be included in the study.

These students were contacted by telephone and their inclusion in the study was negotiated with the parent/guardian and the individual. An explanation of what was involved in the study and the contents of the form inviting their participation was given. The guideline form was then sent with a stamped addressed envelope for participants and parent/guardian to sign and return to the researcher.

Each student was made aware that the initial questions were trial questions and the researcher would contact them again when the interview schedule was refined. The researcher stressed to the student and parent/guardian that her interest was only in the student's involvement with Distance Education Centre; not the reasons why the student was enrolled at the Centre. It was emphasised also that should the student decide not to participate after the pilot study, their decision would be respected.

Initial telephone contacts were made with the four tutors of excluded students. These early discussions were helpful to the researcher in making a decision about how best to involve the student in the research. For example, according to two of the tutors their students had low levels of literacy and would find difficulty with a telephone interview. This was confirmed when the researcher spoke with the students on the telephone. Despite attempts to encourage the students to talk there were either long silences or nervous giggles. A decision was made to send the questionnaire to respective tutors

so that they could assist the student in its completion. As a matter of course, the suitability of the questions was discussed with the tutors before the questionnaires were despatched.

One parent informed the researcher that she would give permission for her son to participate in the study but she was adamant that he would not speak on the telephone or fill out the questionnaire "properly". The researcher suggested to the parent that an audio tape could be sent and her son could record his responses rather than write them. This was found to be a satisfactory alternative.

Collection of documents.

While interview schedules were being tested and refined, it was found practical to gather documentary evidence on students to be included in the study. At the Centre, each teacher is required to keep separate files on their students. These files contain records of such things as student/teacher contact, progress of work, telephone calls and copies of letters to the student and assessment details. Coding procedures were developed by the researcher during this phase of the research to categorise and prioritise these data in order to construct an individual profile for each student. These profiles were intended to provide information relevant to questions relating to the scenario. These data coding procedures are explained later in this chapter in the section on Data Analysis.

Off-Campus programs.

During the exploratory phase of the research a tape recorded interview took place between the researcher and the education officer who was involved in the establishment of the BALI program. This interview was important for two reasons. First, it gave the researcher an insight into the extent of the Department of Community Development involvement in off-campus programs for excluded and at risk students. Second, the interview was a springboard for subsequent interviews with Department of Community Services education officers and others involved in off-campus programs. These interviews revealed important features of the off-campus programs and served to enrich contextual detail. During this part of the research, public concern in Western Australia about youth related problems had heightened (see Chapter 2).

A newspaper article in *The West Australian* (Molloy, 1991) on the recently formed Government Select Committee's Inquiry into Youth Affairs prompted the researcher to write to the Chairperson, Jackie Watkins MLA, requesting an interview. Ms Watkin's reply (see Appendix B) directed the researcher to contact the research officer for the Committee. Consequently, an interview was arranged.

The interview was important for two reasons. First, it highlighted the Government's concern over at risk and excluded students. Second, the researcher was given the

names of people to contact for more information about off-campus programs.

3. Investigative Phase

The investigative phase was devoted to the conduct of interviews with students, teachers, administrators, education officers, the Student Welfare Consultant in the Ministry of Education, and the School Psychologist. Leads gained in the exploratory phase were followed up, observations of interactions among staff at informal gatherings and formal meetings, and analysis of documents. In short, this third phase was characterised by the simultaneous collection and analysis of data.

5.4 Data Sources and Sampling Techniques

There were two sources of data for this study:

1. The primary sources were deemed to be key personnel, administrators, school psychologists, excluded students and at risk students.
2. Secondary sources included, policy documents, teachers' records, records from student files, and researcher observations at formal meetings and informal gatherings. These are described in detail in later sections of this chapter.

Sampling Techniques

The sampling techniques adopted in the study were:

1. Automatic inclusion of key personnel within the Centre. These included, administrators, teachers and school psychologists.
2. Snowball sampling, described by Murphy (1980, p. 79) as "Picking a sample as the study rolls along". This technique was used for inclusion of excluded students. Throughout the research it was not possible to predict the exact number of students who would be included in the study. The reasons for this were two-fold. First, student participation was dependent on referrals and enrolments. Second, there was no guarantee that those enrolled would agree to participate.
3. Searching, which is described by McCall and Simmons (1969) as the identification of exceptions in the phenomena and their inclusion in the study. For example, there was a student who was enrolled at Distance Education Centre and, at the same time, was attending the BALI program. A special effort was made to include this individual in the student sample. Similarly, individuals involved in off-campus programs were identified as exceptions and included as key informant.

5.5 Data Collection Techniques

Interviews with Students

Interviews with students were conducted either by telephone or questionnaire as shown in Table 2.

Table 2

Types of Interviews

Questionnaire	Telephone	Unable to contact	No response to questionnaire
Total	7	8	5
Country	4	4	2
Metro	3	4	2

Table 2 shows that 4 out of the 24 students in the sample were unable to be contacted. Of those four students, the researcher had been advised by the School Psychologist not to make contact with one individual in the metropolitan area. The other four country students could not be contacted by the researcher even after numerous telephone calls. Therefore, the researcher had to rely upon documentary evidence and interviews with their teachers to gain insight into the students' progress in the Referral Program.

Eleven students were sent questionnaires and seven responded. Two of the 11 students were sent audio tapes on which to respond rather than questionnaires. Students were sent questionnaires when: (a) the individual was not able to be contacted by telephone, (b) recommendation was

made by a particular tutor, (c) the student was reticent about speaking on the telephone.

The parents, guardians and tutors of students were invited to make their comments about Distance Education Centre and the Referral Program under question 15 in the questionnaire. Only two parents, and two tutors accepted this invitation.

Telephone interviews.

Eight students were interviewed by telephone. These students were asked whether they would prefer to fill out a questionnaire or answer questions orally and chose the latter. A single questionnaire schedule was used for both types of interview (see Appendix C).

Telephone interviews enabled the researcher to: (a) build a rapport with the students before asking questions, and (b) prompt students to expand on their answers over the telephone. A total of three hours was taken for telephone interviews. Below is a typical introduction over the telephone:

Hi, . . . my name is Iyleen Vickers and I am a teacher at Distance Education Centre. Remember when we last spoke I mentioned that I would like to ask you some questions about what it is like doing your school work with Distance Education Centre rather than in the classroom. I have some 13 questions here to ask you. If at any time you do not want to answer a question please let me know and we will

move on to the next one. . . . all information is confidential and no names will be used so feel free to talk. Are you ready for the first question?

The interview schedule was designed so that the first three questions concerned the student's enrolment at Distance Education Centre. Although this information could have been obtained from documentary sources, the researcher wanted students to know from the start that the her interest was only in the involvement in the Centre. Another reason was that the questions were designed to give the student confidence in responding.

Telephone interviews were concluded by the following statement:

Thank you . . . for helping me. Let me run through what you have told me just in case I have missed something. Now it is your turn, can you think of any questions you would like to ask me? Is there anything you think I should have asked and didn't? (this question was asked depending on the response to the first question). Once again thank you for giving up your time.

Students who participated in the study were happy to oblige the researcher. All telephone interviews ended on positive notes and students were asked "If I find I need to ask you some more questions is it okay for me to ring again?" The typical response was, "yeah sure", "yep" or "okay".

Documentary sources.

During the investigative phase, documents pertaining to excluded and at risk students in the Western Australian system were collected gathered. Table 3 indicates the type of documents collected.

Table 3

Types of Documents

Type of Document	Number
Distance Education Centre School Development Plans	3
Notes by previous School Psychologist	1
Government Reports	1
Students' subject files	61
Central Record Files	24
Feasibility Studies	3
Western Australian Ministry of Education documents	9
Journal articles	1
Evaluation Reports	2
Western Australian Education Act 1928-1981	1
Education Act Amendment Act (1982)	1
Education Act Amendment Act Regulations (No 3) (1984)	1

Note. Included in student files are enrolment documentation, memos from the School Psychologist to the teacher, copies of report slips, correspondence and a record of achievement. Not all student files were complete or could be located.

The Ministry of Education documents included, Guidelines for School Exclusion Panels (1987), Guidelines for Discipline (1988), Ministry of Education Annual Report (1989-90), School Decision Making Policy and Guidelines (1990), Procedures for Student Exclusion Review Panel (1990), School Accountability Policy and Guidelines (1991), Statement of Ethos & Purpose (1991), and Social Justice in Education (1992). These documents provided essential details about policies and procedures.

Interviews with Teachers and the School Psychologist

All 12 teachers at the Centre approached by the researcher, agreed to participate in the study. These individuals had been approached earlier and times and venues convenient for the teachers had been arranged. Copies of the questions had been given to the teachers in advance so they could have time to think about their responses or tell the researcher if there were any questions to which they objected.

Teachers were asked if they had any objections to the researcher taking notes while they were being interviewed. A tape recorder was not used for interviews with the teachers for the following reasons. First, some of the venues used for interviews did not always have a power outlet or there was too much background noise. This was found to be the case when teachers were interviewed during their lunch hour. In these cases the venues varied from lunch in the park to lunch in a coffee shop. The researcher was in a position at Distance

Education Centre to be able to go back to interviewees and check on information taken down in note form.

A structured schedule was used for these interviews (see Appendix D). The first question was deliberately open ended to make the interviewee at ease and receptive to the interviewer. Although each teacher was asked the same questions, teachers were encouraged throughout the interview to express their opinions about the students and the Referral Program. Anonymity and confidentiality were stressed at the beginning and end of each interview.

A structured schedule (see Appendix E) was also used to interview the School Psychologist. The majority of questions in the interview schedule were designed to generate information on the structure of the program and enrolment procedures. Throughout this phase of the research there was constant communication between the School Psychologist and the researcher. A set time of 90 minutes duration had been allocated for an interview. However, the researcher made a practice of contacting the School Psychologist informally to clarify points about the Referral Program and to determine if any new students had been enrolled.

Interviews with Key People Outside Distance Education Centre

In this regard, key people were defined as those individuals in charge of off-campus programs, administrators and the Senior Welfare Consultant. The interviewees were sent a letter (see Appendix F) which

explained the purpose of the research and requested an interview either by telephone or in person. Where possible interviews were recorded.

Interviews with 14 people involved in off-campus programs took place. In each case the researcher forwarded a letter explaining the nature of the research and requesting an interview. Where conducive, interviews were taped, although some venues proved to be unsuitable such as a coffee shop in Fremantle on a Sunday morning.

Seven of the interviews were conducted by telephone. The questions for both forms of interview were structured as precise information was needed. This included facts about the duration of program, origin and funding (see Appendix G). All interviewees were encouraged by probing questions to expand upon their statements and to give their own opinions.

A tape recorded interview (see Appendix H) took place with the Senior Consultant of Student Welfare at the Ministry of Education and the researcher was able to obtain information needed for data analysis. The Employment Officer at Jerendine Consultancy was interviewed to about the appointment of tutors for Aboriginal students. A Professor of Law at a neighbouring university was consulted to obtain an opinion about the legal aspects of exclusion and the concept of student rights. A letter was written to the Human Rights Commissioner seeking clarification of comments made by him on legislation on juvenile crime in Western Australia. To date no reply has been received.

Visits to off-campus programs.

The researcher was invited, and took the opportunity to visit, the venues of the Balga Off-Campus Program; Employment, Education and Training Program at Parkerville; Crossroads West Program at Hollywood and St. Clare's School. While observations were made of the physical environment, student interaction and activities, information was obtained orally from the education officers in charge of the programs.

In summary, the numbers and types of interviews carried out with teachers and key personnel are specified in Table 4. In total, 34.5 hours were devoted to interviews with administrators, education officers, teachers and 3.5 hours with students.

Observations

Informal and formal observations were parts both of the exploratory and investigative phases of the research. Informal observations involved being privy to conversations among teachers about referral students. These conversations concerned the allocation of referred students to teachers, the workload and achievement of these students. The information obtained on these occasions enhanced the richness of primary source data.

Table 4

Categories of Interviews

Interviewee	Number	Type	Time Involved
Teachers	12	Direct	13 hours
Deputy Principal	1	Direct	45 minutes
School Psychologist	1	Direct	90 minutes
DCD Officers	4	Direct	5 hours
Coordinators of off-campus programs	7	Direct	8 hours
Coordinators of off-campus programs	7	Telephone	3 hours
Employment Officer Jerendine Consultancy	1	Direct	1 hour
Student Welfare Consultant	1	Direct	1 hour
Dr. of Law Curtin University	1	Direct	90 minutes
Research Officer for Select Committee of Inquiry	1	Direct	50 minutes
Students	8	Telephone	3.5 hours

Note. The abbreviation DCD stands for Department of Community Development.

The nature and frequencies of observations made are set out in Table 5. Formal observations included those occasions where the researcher was invited to attend. For example, the enrolment of an excluded student, observing a school decision-making group, and visits to three off-campus programs. This enabled the researcher to take notes and ask questions. The total number of

hours involved in formal observations was six hours.

Informal observations were not timed.

Table 5

Informal and Formal Observations

Situation	Observation	Time Involved
Enrolment of student.	Formal, observing procedure and reaction.	30 minutes
School decision-making group.	Formal, setting priorities for 1993 on the Referral Program.	90 minutes
Conversations among teachers during the working day and morning tea.	Informal, teachers' opinions.	60 minutes
Subject department meetings.	Informal, reference to Referral Program.	60 minutes
Remarks by teachers when asked for students' files.	Informal, all remarks noted.	30 minutes
Remarks by teachers of referred students.	Informal, all remarks noted.	30 minutes
Visits to three off-campus programs.	Formal observation of environment.	4 hours

5.5 Data Analysis

There were two major parts to the data analysis.

The aim of the first was to describe the contexts of the program, while the focus of the second was upon the variables associated involvement of excluded and at risk students in the Referral Program.

Data analysis commenced in the preliminary stage of

the research and continued through subsequent phases as the data were obtained. While data were being collected, decisions were made about further interviews, documents to analyze, schedules which needed refinement, and subsequent observations.

Contextual Data Analysis

Legislation regulations.

Data obtained from documents relating to the Education Act Regulations of the suspension and exclusion of students from Western Australian Government schools, and discussions with a Professor of Law clarified the legality of the two sanctions. These data then set the legal parameters for the study.

Exclusion panels.

Data received from the Ministry of Education about students who had appeared before Exclusion Panels were sorted into categories. These categories included age, sex, ethnicity, country or city. The reduction and sorting of data enabled the researcher to see if students in a particular group were over represented and to compare the figures with findings from research from overseas and within Australia. Recommendations by Exclusion Panels also were categorised and presented in table format.

Off-Campus programs.

The off-campus programs were considered as elements of the context of the study. At the beginning of the research there was no indication of the existence of these programs. According to the Government Select Committee into Youth Affairs (Watkins, 1991), there were insufficient alternative programs in operation for students suspended or expelled from school. This in fact proved to be incorrect as a total of 17 such programs was identified during this study. No attempt was made either to analyze or evaluate any of the off-campus programs. These activities were beyond the scope of the study.

Interviews carried out with key personnel involved in off-campus programs and researcher observations of operations provided an enriched context of the study. The taped interviews with key personnel were transcribed and along with information from the telephone interviews were sorted into relevant categories. The categories were Year of Commencement, Funding of Programs, and Category of Student. This information is presented in table form in the next chapter.

Documents relevant to off-campus programs served two purposes. First, they provided an historical account. Second, the information was used to confirm or disconfirm data collected from interviews and observations made on site.

Data Related to the Unit of Analysis and Frames of Reference

Given that the context of the study was established it was necessary to focus on the Unit of Analysis, the Referral Program. As the features of the Unit of Analysis and the related frames of reference required the generation of different sorts of data and information from documentary, observational and interview sources, their analyses are considered under the headings of Setting, Scene and Scenario.

Setting.

The category "Setting" represented the administrative framework of the Referral Program for excluded and at risk students such as policies, staffing, provision of resources, and lines of responsibility. Data for this category were obtained through interviews with teachers, Deputy Principal, School Psychologist, information in School Development Plans, and the researcher's observations.

Interviewee responses to structured questions, information in documents and researcher observations were used to construct the administrative and organisational frameworks which govern the provision and delivery of the program. The frameworks are presented in Section 6.2 in Chapter 6. School Development Plans provided details about past and present goals for the program, information about whether these goals were achieved, and the bases of

current plans. Once the setting of the program had been established, it was then possible to look closely at the "Scene".

Scene.

This category represented the operation of the program in terms of procedures, roles and duties carried out by the administrators, School Psychologist and teachers. The data for this category were obtained from interviews with the School Psychologist, teachers, and the Employment Officer at Jerendine Consultancy. Information was also obtained from students' files, Central Records, and the Distance Education Centre Handbook for Lower Secondary School.

The first step in analyzing interviewee responses was to review the research questions. The information from interviews was then edited and sorted into sub categories which would attempt to build an understanding of the excluded and at risk students involvement in the Referral Program. These categories are included in Section 6.3 in Chapter 6.

Interviewees' responses were then compared to observations made within the setting and information from key documents. With the cross checking of responses with observations and information from documents; regularities and irregularities began to emerge.

Scenario.

Students' responses were sorted according to common themes and compared with the researcher's observations and documentation found in students' files. Students' files were divided into three categories; Category A, Category B and Category C. Category C included students who had been enrolled, but had submitted no work for assessment. Category B included students who had gaps in their achievements or had submitted little work. Category A included students who appeared to have worked consistently while they were enrolled. The students in each category were recognised by a code such as C1, C2 and so on. Coding of individual students helped ensure confidentiality and anonymity.

As noted previously under the heading of Documents, students' files consisted of memos, report slips, correspondence, samples of work and notes made by the teacher. To make sense of this data the researcher attempted to construct a map of the individual's involvement in the Referral Program. To do this an individual profile was constructed for each individual based on the concept of intervention.

The concept of intervention may be defined as:

Any action or event or sets of these which occur over time and contribute to the education of an excluded or at risk student.

The categories in the Scenario enabled the researcher to sort, reduce and categorise the information found in students' files during the data gathering stage. For the Scenario the following terms were defined:

Incident - The most minor unit of intervention which may be a singular occurrence of an action or event. An incident may be as simple as a telephone call. In isolation an incident intervention has little meaning. However, when linked the Tactic intervention, Strategy intervention and Game Plan it is the initial step or action taken which may lead to an outcome.

Tactic - An overt manifestation of the incident intervention.

Strategy - The reasons underlying the action or event.

Game Plan - The outcomes of tactics or strategy as determined by the teacher or school psychologist. The Game Plan is concerned with an outcome which may be educational or social and involves the role responsibilities of the teacher or School Psychologist.

Techniques employed for the coding of data followed the conventional "field" arrangement conventions suggested by Hyde (1984) and Miles and Huberman (1985). Data mapping techniques were employed which showed the relationships (time) of frames of reference with the categories and sub categories.

The intervention maps, constructed for each student were used to determine both typical and atypical

provisions. The maps presented an individual profile on each student comprising such information as:

1. A time line showing the dates of: (a) exclusion from school, (b) panel meeting, (c) Ministerial decision, (d) enrolment at Distance Education Centre and (e) exit from Distance Education Centre.
2. The interventions at Distance Education Centre that contributed to the education of the student were categorised under the headings of Incident, Tactic, Strategy and Game Plan. All incidents were ordered chronologically to show the frequency and type of teacher/student contact that occurred over a period of time. Alongside each Incident were placed the interventions of Tactic, Strategy and Game Plan.

These categories were useful for the determination of eventual outcomes, and to show the extent of teacher and student interaction. The interventions were coded (see Figure 6) which allowed the researcher to sort, categorise and reduce the data in the student files. An example of a Student Profile is seen in Figure 1.

Figure 1 shows that for this student the Incident was a phone call. The Strategy underlying the phone call was to help the student with his/her work. The Tactic employed was for the student to come into the Centre and discuss his/her work. The Game Plan in this case was the role responsibility of the teacher, and the outcome was instruction for the student.

Figure 1. Example of a Student Profile

CATEGORY: C

Code: C1

Status:

Age at time of exclusion:

Sex:

Ethnicity:

Country/Metro

Time Line:

Date of exclusion from school -

|

Date before Exclusion Panel -

|

Date of Minister's decision -

|

Date of enrolment at DEC -

|

Date of exit from DEC
Intervention Map -

Incident----->	Tactic----->	Strategy----->	Game Plan
I1	T1(I1)	S1(I1,T1)	GP1(I1,T1,S1)

3.8.91

Phone call
to student

Invitation
for student
to come into
Centre

To assist

Role of
teacher
instruction

Initially, students' files were sorted into three categories: A, B and C. At this stage, files were sorted on an informal basis, that is, sorting took place based

on what appeared to be each student's achievement. It was not until individual intervention maps were constructed and the data coded that a clear picture of each student's achievement began to emerge.

The construction of intervention maps led to the re-allocation of some students to different categories. The number of Incidents, Tactics, Strategies and Game Plans were then tallied to give an overview of each student's achievement in their relevant category. Once the individual intervention maps were constructed, the researcher was then able to cross check information acquired from teacher and student interviews with data in students' files.

5.6 Quality Control Procedures

The techniques proposed by Guba (1977) were used in this study for the quality control of qualitative data collection. Guba (1977) identified three major considerations, or sets of problems which confront naturalistic inquiry which relies upon qualitative data. These are discussed below under the headings of Boundary Problems, Focussing Problems and Problems of Authenticity. Essentially, the strategies proposed by this author were the ones adopted in the present study.

Boundary Problems

Guba (1977, p. 42) defined the term boundary as "the boundary of the inquiry as a whole". In naturalistic inquiry the boundaries can be ill defined and the researcher has to be make a decision what to include and exclude in the study. Guba (1977, p. 42) asserted that "the parameters of that problem serve to determine the inquiry limits".

The parameters for this study were set by the research problem and the conceptual framework. Initially, the boundaries in the original conceptual framework were vague and ill defined. It was not until the research had commenced and the conceptual framework reshaped that the boundaries became clear and definite.

Focussing Problems

Guba (1977) maintained that focusing problems are likely to arise when the data is collected and analyzed. He delineated two sub categories of problems:

problems of convergence, involving the development of categories within which data may be assimilated, and the problems of divergence, involving the 'fleshing out' of categories with whatever additional information is required for completeness and thoroughness. (p. 49)

The use of intervention maps and interview schedules aided the researcher in overcoming the problems of convergence. The categories of Incident, Tactic, Strategy and Scenario provided a structure to sort, and analyze the data. Responses by interviewees were categorised according to common themes which emerged during the analysis.

The strategies adopted by the researcher to overcome the problems of divergence are listed in Table 6. Essentially, these comprised strategies of extension, bridging, automatic inclusion of information and limitation of data sources.

Authenticity

Problems arise in naturalistic research in relation to the study's authenticity. Traditionally, the authenticity of a naturalistic study has been viewed through the rationalistic terms "internal validity", "external validity", "reliability" and "objectivity". Guba (1977) questioned the suitability of using these terms to confirm the authenticity of naturalistic research. He advocated instead, the terms intrinsic adequacy, extrinsic adequacy, replicability and impartiality. These terms have been adopted in the present study.

Table 6

Problems of Divergence and Strategies Adopted

Problems of Divergence:	Strategies Adopted
1. The search for relevant information	1. Extension: A known item forms the basis for further questions. 2. Bridging: The connection of two known items. 3. The proposition and verification of new information.
2. Criteria for Inclusion and Exclusion of data.	1. Automatic inclusion of information that: (a) extends an area, (b) bridges existing items, (c) identifies important items 2. Addition of items which reinforces existing information, but omit if reinforcement approaches redundancy. 3. Addition of items which explains existing information. 4. Addition of information which exemplifies the nature of a category or evidence within a category. 5. Addition of information which tends to disconfirm existing information.
3. Criteria for closure:	
1. Exhaustion of sources	1. The limitation of new data sources. 2. Verification through triangulation.
2. Saturation	1. When new information tends to yield redundancy.
3. Emergence of regularities	1. When there is a sense of regularity in the new information.
4. Overextension	1. The researcher's judgement about information which lies outside the boundaries of the research.

Quality Control

As the study relied upon qualitative data the terms pertaining to rationalistic studies were deemed inappropriate. Hence the terms used by Guba are more suitable and they and their associated techniques have been adopted to explain and clarify the authenticity of the data collection.

1. Intrinsic adequacy (internal validity).

Guba (1977) defined intrinsic adequacy as:

The degree of isomorphism that exists between the study data and the phenomena to which they relate is an important factor in establishing the intrinsic adequacy of a naturalistic inquiry. (p. 62)

Table 7 highlights four factors put forward by Guba as potential invalidating factors in naturalistic research and the strategies adopted by the researcher to safeguard against these invalidating factors.

The researcher's position as a member of the teaching staff was an important factor in maximising the intrinsic adequacy of the study. Being on site enabled the researcher to give a detailed explanation to participants about the aim, purpose and audience for the study. Participants were kept informed about the progress of the research, and this helped to establish a relationship of trust and goodwill between the researcher and participants. The researcher was able also to cross check data sources, confirm statements made by key

participants and trial interview schedules.

Table 7

Intrinsic Adequacy Problems and Solutions.

Factors causing invalidation	Solutions
1. Presence of the researcher.	1. Clear explanations of researcher's role, purpose, and rationale of research. 2. Cross checking of data sources. 3. Prolonged engagement at setting.
2. Involvement with subjects.	1. Cross checking of data sources. 2. Monitoring of researcher's interactions with participants.
3. Researcher and participant bias.	1. Prolonged engagement at setting. 2. Cross checking of data sources. 3. Triangulation of data sources. 4. Awareness and sensitivity exercised by researcher.
4. Distortions arising from data collection techniques.	1. Testing of data gathering instruments. 2. Cross checking of data sources re subject credibility. 3. Confirmation from key participants. 4. Careful tabulation and recording of data.

2. Extrinsic Adequacy (external validity).

Extrinsic adequacy is symbiotic with the notion of generalisability. The limitation of the generalisability of the "bounded case" chosen for this study has been noted earlier in the chapter. However, this does not mean that the research has no extrinsic adequacy. Generalisability in this study is limited to the "bounded case" which is the Western Australian Distance Education Centre. As stated previously the Distance Education Centre operating in Western Australia is unique; therefore, any generalisations will be limited to the case itself.

To ensure extrinsic adequacy Guba (1982) suggested techniques that should be used by researchers. These techniques are presented in Table 8 along with strategies adopted by the researcher.

The three sampling techniques were chosen because of the nature of the bounded case. For example, excluded and at risk students are enrolled throughout the year; therefore a decision was made to include those students already enrolled and to pick up students as the study progressed.

A thick description of the bounded case was obtained through primary and secondary sources. Transcripts of interviews were compared with documentation from policy documents, students' files and researcher observations.

Table 8

Techniques for Extrinsic Adequacy.

Techniques to ensure extrinsic adequacy	Strategies adopted by researcher
1. Theoretical/purposive sampling.	Three sampling techniques were used: (a) automatic inclusion, (b) snowball and, (c) searching.
2. Thick description	Thick description was provided from primary and secondary sources. Transcripts of interviews, document analysis, students' profiles and observations.

3. Replicability (reliability).

The concept of replicability refers to the way in which a study can be repeated. That is, given the same conditions and the same research methodology another study would yield the same results. Problems arise in naturalistic research with respect to replicability in that the behaviour of humans is never static and interaction between and among individuals will differ according to the personalities of the people involved.

Taking into account the dynamic nature of naturalistic research, Guba (1982) recommended: (a) the use of overlap methods, (b) stepwise replication, and (c) the dependability audit. The use of overlap methods has

been noted in Table 7 and relates to the use of triangulation in the collection of data.

Guba's suggestion of (b) stepwise replication pertains more to teams involved in naturalistic research rather than the individual researcher. Nevertheless, stepwise replication can be guaranteed if all steps in the research are documented. The researcher has attempted to do this by dividing the study into the three phases of Preliminary, Exploratory and Investigative, and clearly describing what steps were taken in each phase. The researcher also relied heavily on the strategies outlined by Guba (1977) to ensure quality control of the study.

Likewise, the dependability audit relies on the researcher documenting all processes of the research undertaken. Guba (1982) chose the analogy of the fiscal audit to explain the dependability audit:

In a fiscal audit, the first concern of an auditor is whether the accounts were kept in one of the several modes that constitutes 'good', or acceptable, professional practice; to reach that judgement the auditor must of course be supplied with an 'audit trail' which delineates all methodological steps and decision points and which provides access to all data in their several raw and process stages. (p. 248)

4. Confirmability (objectivity).

Guba (1982) noted the unsuitability of the term objectivity for naturalistic research. Table 9 lists the strategies suggested by Guba, and adopted by the researcher to ensure confirmability (Guba, 1982, p. 248).

Table 9

Techniques to Ensure Confirmability.

Techniques to ensure confirmability	Strategies adopted
1. Triangulation.	1. Use of multiple sources.
2. Practicing reflexivity.	2. Keeping a journal in the field.
3. Confirmability audit.	3. The verification that each finding can be traced back to original data.

The triangulation procedures and the reason for the selection of the bounded case have been noted earlier in this chapter. The collection and the analysis of data have been documented throughout this chapter, and additional information is included in the appendices.

5.7 Role of the Researcher

The role of the researcher in the study was characterized as the main data collecting instrument. The researcher's position in the Centre, as a member of

the English Department, enabled the researcher to build a rapport with key players long before interviews took place, and observe day to day interactions. A major advantage of being on staff was the researcher was not seen as an intruder. Therefore, teachers were amicable about participating in the study and, apart from a few, were happy to give the researcher documentation and student files.

Being on site for a prolonged period allowed the researcher to interact with the teachers involved in the Referral Program and verify interviewee responses. Observations were able to be carried out in the natural setting and the researcher was privy to comments made by teachers about the Referral Program. In relation to the role of the researcher, Duignan (1981) made a pertinent and astute comment:

However, no matter what precautions the ethnographer may take he can never be sure that his presence is not affecting the situation he is observing.

Ethnographers, and indeed all field observers, would do well to remember this fact. (p. 291)

Duignan's terse reminder was borne in mind throughout the study and the following steps were taken to minimise the effects of the researcher's presence:

1. All participants were informed about the rationale, purpose and audience for the study.

2. Observations were cross checked with participants.
3. Confidentiality and anonymity were assured.
4. Permission was sought before attending formal meetings or enrolments concerning referred students.
5. When casual comments were made by teachers about referred students, permission was sought from the teachers as to whether the researcher could use the information.

5.8 Ethical Issues

Before the preliminary phase of the research began written approval by the Principal of Distance Education Centre was sought. The Principal's written approval together with an application to conduct research was then lodged with the Ethics Committee. On receipt of approval from the Ethics Committee the preliminary phase of the research commenced.

It needs to be stressed that ethical considerations were a continuous concern and did not cease once the early negotiations had been made. Due to the sensitive nature of the research and the fact that the students could be seen as a captive audience, it was important that those participating were informed of the nature of the study and the right to choose not to participate or withdraw from the study at any time. Hyde (1988) aptly stated, "The welfare and integrity of the individual or a

collectivity must prevail over the advancement of knowledge . . . " (p. 3).

Ethical considerations included:

1. Confidentiality and anonymity,
2. Informed consent,
3. Privacy and
4. Consent from the Principal.

Permission was sought from all participants including parents or guardians. Before interviews took place with people the researcher did not know, a letter was forwarded explaining the nature of the research together with a copy of the pro forma entitled Guidelines (see Appendix I). This gave the recipient time to reflect if they wished to participate.

Confidentiality and anonymity were stressed to all participants and interviews were only taped when the interviewee gave permission. The researcher emphasised to parents/guardians and students that the researcher was interested in the student's involvement with Distance Education Centre not the reasons why the student was enrolled. Students were informed that they only had to answer those question they wanted to. The "Checklist for Ensuring the Ethics of an Evaluation" by E. Davis (1981) was a useful guide for the researcher. The list is by no means exhaustive; however, it did serve the purpose of making sure that ethical considerations were adhered to throughout the study.

5.9 Problems Encountered in the Research

A number of problems were identified during the preliminary and investigative stages of the research. These varied from simple to difficult. An example of a simple problem was a mother who informed the researcher that her child would not speak on the telephone nor fill out a questionnaire. The researcher suggested that a tape could be sent for the student to tape responses. This proved to be a suitable alternative.

A more complex problem for the researcher in constructing an interview schedule for students and carrying out the interviews was the low level of literacy of the majority of the individuals concerned. This was evident in students' responses to the questionnaire and telephone interviews. The researcher used the technique of active listening to encourage students to talk over the telephone. Students were also encouraged to expand their answers. Prolonged silences during the telephone interviews were uncomfortable for the students. Although the researcher told students to "take their time" during the interview this proved to be difficult. The problem of interviewing inarticulate students has been well documented by Simons (1978).

Negotiating times for the interviews was another difficult problem for the researcher. The researcher's hours of duty were 8:15 a.m. to 4:30 p.m. with a lunch hour of 45 minutes. The majority of interviewees were not available before 8:15 a.m. or after 4.30 p.m. For those

participants on-site most interviews were conducted over lunch. Some of the interviews were arranged during school holiday periods or if it suited the interviewee after 4:30 p.m.

In March 1992, an interview was conducted with the Senior Consultant for Student Welfare at the Ministry of Education. The researcher was guaranteed access to information kept on file in the Ministry pertaining to excluded students. After two reminder letters sent by post another sent by fax the researcher was told that the information was being compiled and was given the name of the person who was gathering the information required. After talking to this person by telephone and in person, it became evident that the data on excluded students were in disarray and the person concerned had some difficulty collating the information. However, despite numerous reminders over the telephone and in person all the requested information was not forthcoming.

Collection of data from students' files proved difficult for the researcher. Some of the files were incomplete or could not be located at all, and inaccuracies were found in the files kept in Central Records. Some of the teachers were reticent about handing over files and prefaced their remarks with:

Well, you know what it is like with referrals they never do anything.

I have . . .'s file but there's not much there, what a waste of time.

There's no point in taking . . .'s file, there's very little there.

Although this problem prevented the researcher from providing a complete profile on the achievement of particular students in the Referral Program, it was still possible to draw conclusions and make assumptions.

5.10 Summary

This chapter has been concerned with the research design and accompanying strategies adopted for this study. The "bounded case" was deemed to be the most appropriate research mode for the purposes of the study, although the limitations of this mode have been acknowledged. Details of the techniques used in the collection and analysis of data were specified.

The terms and strategies advocated by Guba (1977) pertaining to quality control of qualitative data were described. In addition, issues relating to the role of the researcher, ethics and problems encountered in the research were described briefly. The results of the findings of the research are presented in the next chapter.

CHAPTER 6

RESEARCH FINDINGS

Overview

The purpose of this chapter is to present the research findings which emerged during the three phases of the research. Section one reviews the recent legislation regulations in relation to exclusion procedures. Section two displays the numbers, characteristics and of excluded students in Western Australia for 1990 and 1991, and the Minister for Education's decisions about these students. The third section deals with information concerning off-campus programs. Sections one, two and three formed the context of the study.

The fourth section presents findings which describe the Setting, Scene and Scenarios related to the Referral Program at Distance Education Centre. The final section focuses on the development of a model for the involvement of excluded and "at risk" students in the Referral Program. The findings are discussed in detail in Chapter 7.

6.1 Contexts of the Study

The recent legislation regulations on exclusion procedures, data from the Ministry of Education on excluded students and off-campus programs were used to establish the contexts for the study. These data were deemed to be important because they highlight the number,

characteristics, and provisions in place for excluded students.

Legislative Regulations

In 1990 the Ministry of Education in Western Australia released the document Procedures for Student Exclusion Review Panel. The document set out succinctly the procedures for student exclusion and the relevant sections of the Education Act Amendment Act (1982) and the Regulations relating to exclusion and suspension.

The composition of the exclusion review panel takes into account the principle of natural justice pertaining to impartiality of the decision-maker (see Chapter 3). Section 3.2 of Procedures for Student Exclusion Review Panel stated that:

The Panel will be composed of the following members: (a) a community member, who is not closely associated with the school, who will act as *chairperson* [sic]; (b) a nominee of the Western Australian Council of State School Organisations (Inc.); and (c) a senior employee of the Ministry of Education, who will also act as *executive officer* [sic] . . . 3.3.1 Where the student is a member of a minority, ethnic or social group, consideration should be given to selecting a community member from that group for the Review Panel. (p. 3)

However, section 4.6 gives cause for concern. This section 4.6 states that:

The student's parent(s) or guardian(s) will be given the opportunity to address the panel and to respond to questions put by Panel [sic] members.

The principle of natural justice which requires that the person involved be given an opportunity to put forward their case (see Chapter 3), was not addressed. There is no provision in these guidelines that give the student who is facing expulsion from school the opportunity to put forward his/her case. Provision is made for the parent(s) or guardian(s), but there is no guarantee that the interests of either will coincide with those of the student. In fact there is more likely to be a conflict of interests.

A letter from the Western Australian Crown Law Department stated " . . . once the correct procedures have been followed then there is no longer any requirement on the part of the Ministry of Education to educate the child, nor is there any compulsory requirement that the child attend school" (E. Vickers, personal communication, April 24, 1991). The fact that the Ministry still chooses to take responsibility for the education of the child by referring certain students to Distance Education Centre is in fact creation of a precedent.

It would appear that, providing the correct procedures are followed when excluding a student from a

Government, the Minister for Education would be immune from any legal action questioning his or her decision.

Numbers, Characteristics and Recommendations for Excluded Students

In 1990, 43 students attended District exclusion panels. Of these students, 38 were excluded from school. Of this total, nine were excluded from all Government schools and 29 were excluded from one Government school. Details of the number and characteristics of the students concerned are shown in Table 1.

Table 1

Numbers and Characteristics of Excluded Students for 1990

Characteristics	Number N=38	Age						
		11	12	13	14	15	16	17
Male	29	2	3	8	11	3	1	1
Female	9			4	5			
Country	13							
City	25							
Non Aboriginal	22							
Aboriginal	16							

The data on excluded students received from the Ministry of Education were incomplete see Chapter 5 (section 5.9). Out of the 43 students listed, there were no data on three individuals. Therefore, the total number of exclusions for 1990 may have been 41 not 38. The majority of excluded students in 1990 were male and came from the metropolitan area and near suburbs. Fourteen year olds represented 42.1 percent of the total

exclusions. There was an over representation of male and Aboriginal students in this group. In 1990, boys made up 78.9 percent of total exclusions, and Aboriginal students constituted 42.1 percent of these.

In 1991, a total of 74 students appeared before District exclusion panels and 53 were excluded. Of this number, nine were excluded from all Government schools, and 44 were excluded from single Government schools. The numbers and characteristics of the 53 students are shown in Table 2.

Table 2

Numbers and Characteristics of Excluded Students for 1991

Characteristics	Number N=53	Age						
		11	12	13	14	15	16	17
Male	50	3	5	12	17	11	4	1
Female	3			2	1			
Country	31							
City	22							
Non Aboriginal	37							
Aboriginal	16							

The majority of excluded students were male and from country areas. It was significant that only three female students were excluded from school in 1991. Out of the 53 exclusions, 43 were aged 13 to 15. Almost 44 percent of students were in the 14 year age group. For 1991, boys made up 94.3 percent of total exclusions, and Aboriginal students constituted 30.1 percent of this total. There has been an increase in the number of boys

excluded, from 29 in 1990 to 50 in 1991. The number of Aboriginal students for both years remained static at 16.

The Minister for Education's decisions for the years 1990 and 1991 are presented in Table 3.

Table 3

Decisions by the Minister for Education for 1990/1991

Minister's Decisions	1990		1991	
	Freq.	Percentage N=38	Freq.	Percentage N=53
Another school	8	21	17	32
Counselling	9	23.6	8	15.1
DEC	8	21	7	13.2
Agricultural school	3	7.8	5	9.4
Off-Campus education	2	5.7	5	9.4
No decision recorded	3	7.8	5	9.4
TAFE	1	2.6	4	7.5
Employment	4	10.5	2	3.7

Of the nine students excluded from all Government schools in 1990, five were recommended to seek counselling, two to find employment, one to enrol at Distance Education Centre, while one student was given the option of Distance Education Centre or employment. Out of the nine students recommended for counselling, four were given the facility to apply for entry to another school, and one was returned to the same school.

One of the recommendations for a student in 1990 was exclusion until the end of Term four and enrolment at Distance Education Centre in the meantime. At the start of Term one in the following year, the student was intended to enrol in an appropriate school of the

parents' choice. This student has been enrolled at Distance Education Centre for 25 months and is still there. Out of the eight students recommended to enrol at Distance Education Centre three did not do so. There were no records available for these three students.

Of the nine students excluded from all Government schools in 1991, three were to undergo counselling. There was no decision recorded for three students, two were recommended Distance Education Centre, and one was recommended to enrol at TAFE. Out of the eight students recommended to undergo counselling, three were permitted to return to the same school. Two students were allowed to seek employment, one because of his age and the other student was given the option of returning to the same school if he could not find employment. There was no record of enrolment for two of the students required to enrol at Distance Education Centre.

Off-Campus Programs

Aspects of the preliminary, exploratory and investigative phases of the research involved trying to piece together a comprehensive set of contextual features which surrounded the Referral Program at Distance Education Centre. These features were deemed to be important in the explanation and understanding of the Referral Program at the Centre. References to other programs had been made in initial interviews with the School Psychologist at Distance Education Centre. However, it was not until contact had been made with

education officers at the Department of Community Development that the extent of these other programs began to emerge.

Summary data gained from interviews concerning off-campus programs are presented in Tables 4 and 5. These data do not comprise an exhaustive list of programs either currently in operation or planned. For example, at the time this present research was concluded a feasibility study (Cotton, 1992) had been completed with the view to establishing a Suspension Withdrawal Centre for the Thornlie District. However, no action had been taken as a result of the report.

Table 4 shows that the majority of off-campus programs were established from 1989 onwards. Of the 13 programs concerned, 12 took at risk students, nine catered for suspended students, six were intended for truants, five took excluded students, and one program took repeat juvenile offenders. All programs were run by Government departments with the Department of Community Development having the most involvement.

Despite numerous inquiries, the researcher was unable to obtain the exact year of commencement of the Parkerville Employment, Education and Training Program and St Clare's School for Girls. The reason for this was that both programs had been in operation for many years and their foci had undergone several changes in recent times. For example, St. Clare's School for Girls had been in operation for at least 30 years. Originally a residential school, it is now a day school.

Table 4

Off-Campus Day Programs for Secondary Students

Program	Year of Commencement	Funding	Category of Student
Joondalup Off-Campus	1992	DCD/ Ministry of Education	At risk / suspended
ATPAS	1992	DCD/ DEET Ministry of Education	At risk/ suspended/ truants
BALI	1991	DCD/ Ministry of Education	At risk/ suspended/ truants
Kalgoorlie Breakaway Group	1991	DCD/ Community of Policing/ Ministry of Ed.	At risk/ repeat offenders
BYO	1990	DCD/ Ministry of Education/ C'Wealth	At risk/ suspended/ truants/ exclusions
Secondary Annexe	1990	DCD/ Ministry of Education/ C'Wealth	At risk/ suspended/ truants
SPYE	1989	DCD	At risk/ suspended
Balga Off-Campus	1989	DCD/ Ministry of Education/ C'Wealth	At risk/ suspended/ exclusions
Suspended Students Program	1989	DCD	Suspended
Community Based Ed. Program	1987	DCD	Suspended/ truants/ exclusions

(table continues)

Table 4 Cont'd.

Program	Year of Commencement	Funding	Category of Student
Employment Education and Training Program	-	DCD/DEET/ Ministry of Education	At risk/ suspended/ exclusions
Referral Program DEC	1983	Ministry of Education	At risk/ exclusions
St Clare's School for Adolescent Girls	-	State & C'wealth/ Order of Good Shepherd	At risk/ truants

Note. The researcher was told by an education officer in the Department of Community Development that the BALI program was aimed at suspended and at risk students, not excluded students. However, one student who was attending this program and enrolled at Distance Education Centre for one subject was an excluded student. Also a recommendation for one student by the exclusion panel was that the student attend the BALI program.

Funding of Off-Campus Programs.

The Ministry of Education is listed in Table 4 as the sole funding source for the Referral Program at the Centre. However, the Centre also receives additional funding from the Commonwealth through the Priority Country Areas Program. The Referral Program which has just evolved as part of the service Distance Education Centre provides, attracts no supplementary resources.

All other programs, apart from the Referral Program and St. Clare's School for Girls were found to be funded by the Department of Community Development. Until

recently, St. Clare's School for Girls received funds from the Department of Community Development but now the Order of the Good Shepherd has the financial responsibility.

The BALI program, which was begun in late 1991, received its initial funding from a variety of sources including a single grant from the Lotteries Commission of Western Australia, the Local Offender Program and three high schools in the Cockburn District. Continued funding for the program will be by the Department of Community Development and the Ministry of Education. The extent of the Ministry of Education's involvement is the payment of the salary of one full-time teacher.

The Balga Off-Campus program fared slightly better than BALI in funding from the Ministry of Education. Funding from the Ministry of Education included rental and utilities of a Government house plus a full-time teacher. Originally, one full-time teacher aide was employed also but this is no longer the case. Both Balga Off-Campus and the Bayswater Youth Option programs receive Commonwealth Government funding.

Until 1992, the Employment, Education and Training Program at Parkerville was funded jointly by the Department of Community Development and the Department of Employment, Education and Training. The Ministry of Education became involved in support only after the State Premier gave a directive to the Minister for Education that the program be funded by the Government.

Funding of programs for excluded and at risk students was found to be a contentious issue. On the one hand, the Department of Community Development considered that the Ministry of Education should contribute more funds. On the other hand, the Ministry of Education perceived these programs as necessary but not high on its list of priorities. Evidence for this came from the Senior Welfare Consultant in the Ministry of Education who gave the following opinion about off-campus programs:

The Ministry's line is that the best education for the student is the school; however, we recognise that there is a need for programs such as BALI. I see BALI as a transitional program . . . If we are going to set up programs like this we need to be clear that they are there to slide kids in not out. Programmes tend to be dumping grounds rather than education programs. I've got concerns with some of the DCD alternative programs are of a short lived variety. Certainly they keep kids off the street but if you are going to break the welfare dependency cycle you actually need to have bits of paper from schools and I'm including Distance Ed. Centre. The fact you have done a very good six week stint on the CBEP program isn't the same as getting a Certificate of Secondary Education. . . . If what they achieve in the six weeks is a change in the kids attitude I'm all for it.

Curriculum Offered by Off-Campus Programs.

One of the arguments against off-site centres in the United Kingdom was that students do not have access to a wide curriculum. The limited amount of subjects available to students appeared to be a feature of the off-campus programs visited during the course of the present study.

The Balga Off-Campus program was described in a media report entitled "Outstanding Work" (Education News, 1992). The report presented the program in a favourable light:

Those who have difficulty handling standard classes join the Off-Campus program to learn not just the three Rs but confidence, concentration and social adjustment. . . . Off-Campus lessons concentrate on numeracy, literacy and social skills. "Reward" subjects such as ceramics - a favourite - must be earned by diligently working through the timetable to gain the necessary entry points. (p. 5)

When the researcher visited the off-campus program, the teacher in charge appeared to have a good relationship with the students although she seemed stressed. The teacher told the researcher that it was a demanding and difficult job as she was the only full-time teacher employed. If she happened to fall sick there was no one to take her place, and she felt obliged to come to work.

The article gave the impression that the students' literacy and numeracy needs were catered for, and students had access to other subjects within the curriculum. This view contrasted sharply with that observed by the researcher. The teacher in charge told the researcher that other teachers did visit the program. However, this was on an irregular basis and these teachers were not timetabled regular time spots. The researcher was also asked if materials produced by Distance Education Centre could be sent for English and mathematics.

This request for these materials was not unusual. The materials are not available to teachers within the school system, and all teachers know this. The result is that in the past there has been a "black market" in Distance Education Centre's instructional materials. It must be stressed that these written are designed for students learning in the distance mode. The materials are not suitable for students with numeracy or literacy problems.

Requests for learning materials often are made by those in charge of off-campus programs. The newly appointed primary trained teacher of the BALI program had an appointment with the School Psychologist to view the written materials. This appointment was at the discretion of the School Psychologist. The School Psychologist believed that the materials should be made available to those in off-campus programs. Given that the official policy is that they should not, it would

appear that the distribution of materials to off-campus programs is at the discretion of the School Psychologist.

Residential off-campus programs.

The residential off-campus programs for secondary students are shown in Table 5.

Table 5

Residential Secondary Programs

Program	Year of Commencement	Funding	Category of Student
Crossways West	1991	DCD/ Salvation Army	Youth with family problems
Catherine McCauley Centre	-	DCD/ C'wealth/ parent contribution	as above
Tardun Agricultural School	-	Parents/ Application for C'wealth funding	At risk/ youth with family problems
Gnowangerup Agricultural School	-	Ministry of Education	At risk/ exclusions

The programs shown in Table 5 have been listed separately because although they may include excluded and at risk students, they are not their target groups. However, Gnowangerup Agricultural School is an exception. The main clientele at this school is comprised of excluded and at risk students. Referrals are made by

school psychologists, Department of Community Development and district exclusion panels. At present there are 140 students on the waiting list for entry to the school.

It was not seen as necessary to include the year of commencement for the residential programs except for Crossways West. The reasons for this are: (a) The residential programs have been in existence for many years, and (b) their clientele and aims have changed over the years. Hollywood Children's Home was the previous name of Crossways West.

The Department of Community Development provides part funding for Crossways West and the Catherine McCauley Centre whereas Tardun Agricultural school relies entirely on contributions from parents. Gnowangerup Agricultural School is funded as a Government school although the school is trying to raise its own funds and has applied to the Lotteries Commission of Western Australia for a grant.

Residential programs in the main provide for students who are experiencing family difficulties. However, often students who face continual suspension from school are referred to these programs. The reason for this is that there is a strong correlation between students experiencing family difficulties and learning related problems at school. It may be accepted that the residential programs, as contextual features in the present study are important for the following:

1. They provide a valuable service to young people in need of out of home care or unable to live in a family environment.
2. They highlight the number of programs in existence for excluded and at risk students.

6.2 Setting

Administrative and Organisational Structures of the Referral Program

The data for this section were obtained from interviews with teachers, the Deputy Principal, the School Psychologist; and analysis of relevant documents. The administrative structure of Distance Education Centre and the organisational structure of the Referral Program, constituted the Setting in the Frames of Reference for the study (see Chapter 4).

Administrative structure.

Distance Education Centre has a line management structure similar to those in other Government schools. The administrative team is made up of the Principal, who is responsible for both secondary and primary sections, a Vice Principal, together with a Deputy Principal of upper secondary, a Deputy Principal of lower secondary, and a Deputy Principal of primary. Regional Coordinators are responsible for the enrolment and pastoral care of students in their region. The position of Regional

Coordinator is equivalent to the role of a Year Coordinator in Government schools.

School decision-making groups include, the Finance Committee, Resource Development Advisory Group and Professional Development. The main aim of the school decision-making groups is to "...assist schools to set their performance indicators and establish their current priorities for school development" (Ministry of Education, 1989).

The School Council consists of the Principal, Vice-Principal, one representative of the Isolated Children's Parents Association, three staff representatives, three parents, and two students. The main function of the School Council is to be involved in the formulation of the School Development Plan which according to the Ministry of Education (1989):

A development plan should be a working document that helps to focus teachers' efforts constructively. It is produced by a school's staff and community in order to guide decision making. . . . The school development plan is a public statement which the school makes available to anyone interested in its performance. (p. 3)

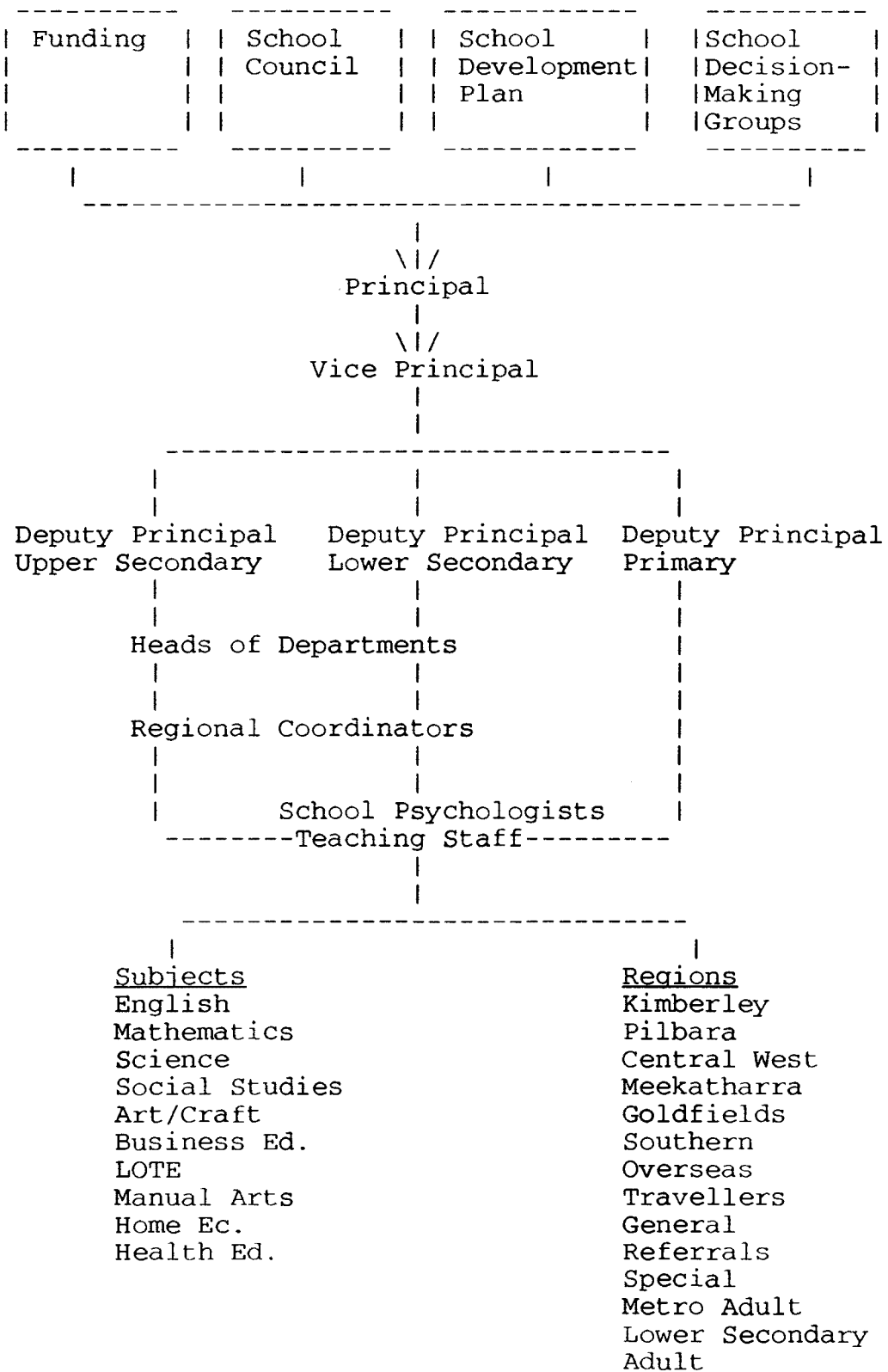
Heads of Department are responsible for the day to day running of subject departments. Teachers are allocated students on a regional basis. For example, there may be two teachers in a department who are allocated students in the Pilbara region. However,

student numbers tend to fluctuate and teachers may be allocated students in other regions to "top up" their numbers. The administrative structure of Distance Education Centre is shown in Figure 1. There are a number of non-teaching staff employed at Distance Education Centre. However, they are not included in Figure 1.

Although Referrals are shown in Figure 1 as a region within the Centre, they do not constitute a geographic region as such. The reason for is that not all students enrolled at the Centre are isolated because of geographic reasons. These individuals make up a region known as Referrals. The school psychologists are the regional coordinators of the referral region. They are responsible for all enrolments, counselling and allocation of units to the students.

The Deputy Principal of Lower Secondary, as shown in Figure 1, is responsible for this region. Although the Referral Region spans both primary and secondary school, the majority of referral students are in lower secondary school. The number of students in the Referral Region is restricted to 170 places. The reason for this quota on numbers is because of staffing restrictions.

Figure 1. Administrative structure of Distance Education Centre.



Funding of the Referral Program

The "Budget Summary 1992-93" in the School Development Plan and Maintenance Program 1992-93 (1992) lists the annual budget for "Providing Services to Other schools" as \$600. The Referral Program is classified as Services to Other Schools and is not the only program in this category. Included are students classified as Mode A and XS (Mode A and XS cater for those upper and lower school students respectively who are unable, for whatever reason, to obtain their subject choice in local schools).

The School Grant is a sum of money allocated by the Ministry of Education to each school. The amount of money is dependent on the number of students enrolled and the number of staff. Each school is responsible for the allocation of money within the school.

When the School Psychologist was asked the question: "What proportion of the \$600 is allocated to the Referral Program?" she replied: I am not aware of any budget for the program, but when I have requested money in the past it has always been given.

A breakdown of funding of the "School Grant" is as follows:

	\$	\$
<u>School Grant</u>		90158
<u>Priority Programs</u>		
Literacy		
Language Year 1-3	4000	
Numeracy		
Mathematics Year 8-10	1300	
Mathematics Year 11-12	1300	
Post Compulsory School		
Early Childhood Year 11	700	
Senior Science Year 11	500	
Health Year 12	700	
LOTE		
French Year 11-12	5700	
Social Justice		
Literacy & Numeracy K-3		Commonwealth Funded
<u>Maintenance Programs</u>		
Improve Attrition Rates	6200	
Support for Home Tutors	600	
Preparation of Lesson Materials	14700	
Provision for		
Aboriginal Students		Commonwealth Funded
Computer Education, K-12	1900	
Physical Education	600	
<u>School Grant Cont'd</u>	\$	\$
Automated Resource		
Management System	1900	
Foster School Spirit and		
Community Links	12800	
Multi Media Technology	12800	
Provide Services to Other Schools	600	
School Council	2600	
Professional Development	9200	
Other Resources	8500	
Reserve Fund	3558	
Total	90158	90158

It is clear from the administrative structure of Distance Education Centre and the organisational structure of the Referral Program that this program is considered as one region within the Centre. The difference between this region and other regions is that the students are not geographically isolated. A breakdown of funding provided in the School Grant shows that the program does not receive extra funds.

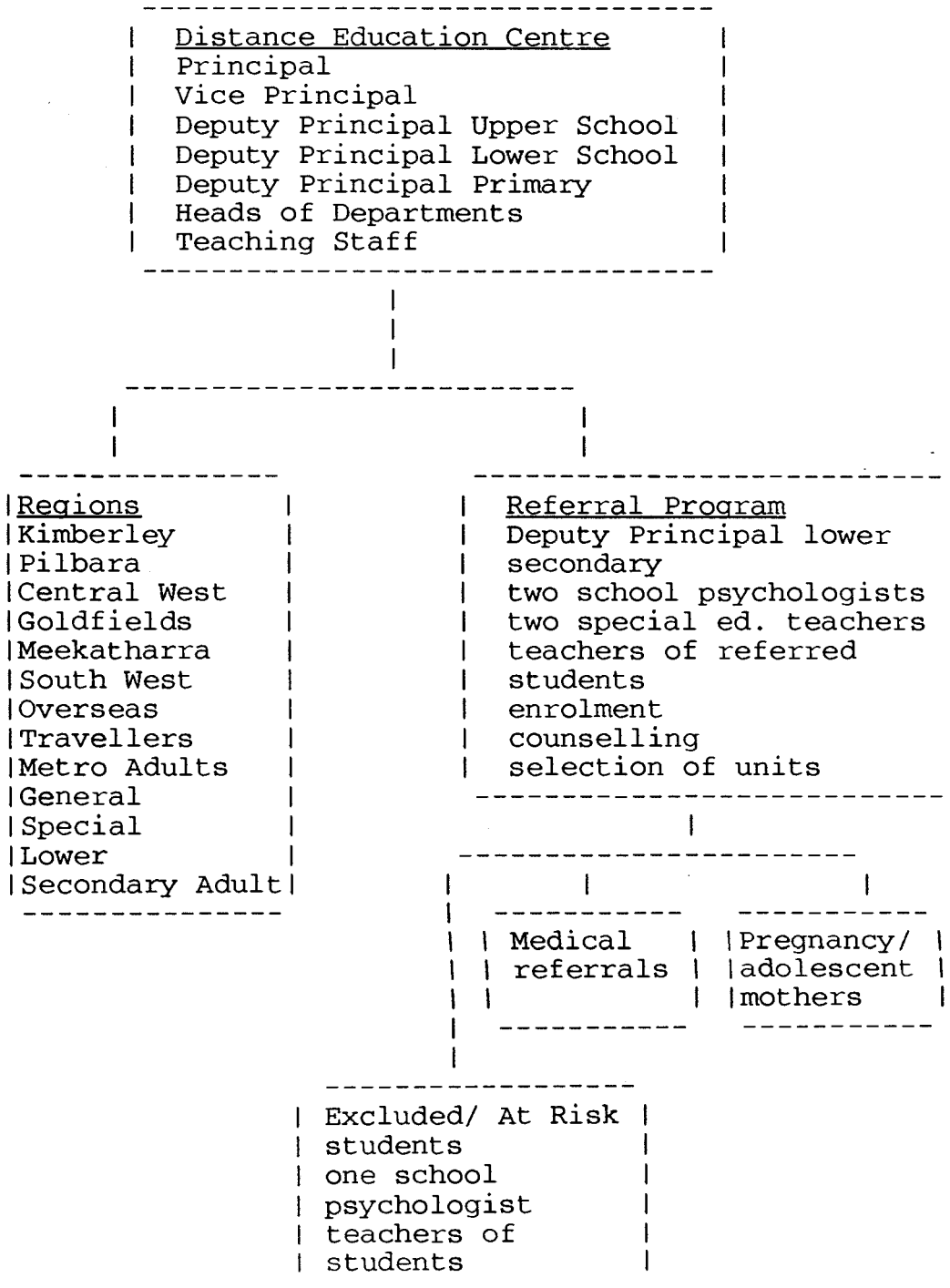
Organisational structure.

As can be seen in Figure 7, excluded and at risk students are one part of the Referral Program. Other referrals include individuals with medical problems, adolescent mothers and pregnant teenagers. The Program consists of two school psychologists, teachers in subject areas, and two special education teachers. Individuals who have learning difficulties are referred to the special education teachers who then place these students on a modified program of work. Enrolment of students and is handled by the school psychologists. When students come into the Centre for enrolment selected teachers are contacted by telephone to meet the individuals. This does not always happen, and depends upon the discretion of the School Psychologist and the availability of the teachers.

The Deputy Principal of lower secondary was included under the heading of the Referral Program because this individual is responsible for the program. The school psychologists are answerable to the Deputy Principal, who

is in turn answerable to the Principal. The organisational structure of the Referral Program is set out in Figure 2.

Figure 2. Organisational structure of the Referral Program.



Although Figure 2 indicates that there are two school psychologists, only one is involved with at risk and excluded students.

6.3 Scene

The category labelled the Scene in the Frames of Reference (see Chapter 4) encompassed the day to day operation of the Referral Program.

Allocation of Referred Students

The allocation of students is made by Heads of Departments and is based on teacher workload. The workload for a secondary teacher consists of 50 upper school students and 75 lower school. However, regional coordinators and teachers involved in writing course materials are allocated fewer students. Teachers tend to be allocated students according to geographic regions. For example, a typical teacher's lower school allocation of students could include 30 individuals in the region of the Goldfields, 20 in the Pilbara, and 25 referred students. In large subject departments referrals are usually allocated to three or four teachers. Each subject department has an allocator whose job is to notify the teachers in their department of new enrolments and to monitor the number of students per teacher. The line of authority for the allocation of students is shown in Figure 3.

Figure 3. Line management for the allocation of excluded and at risk students.

Head of Department

- Allocates the number of students each teacher will have based on regions.
- Notifies the allocator the name of the teachers for the region.

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School Psychologist

- Enrols the student.
- Notifies allocator of enrolment.
- Allocator informs school psychologist the name of teacher.

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Teacher

- Notified of enrolment either by allocator or school psychologist.
- May or may not meet the student.
- Contacts the student.

The procedure for the allocation of students is similar to the allocation of classes in a Government school. Teachers who have been at Distance Education Centre the longest tend to be given students in a region of their preference, whereas new teachers have little if any say about the regions to which they are allocated.

The special education teachers take referred students who have literacy and numeracy problems. The other referred students are allocated to teachers by the Head of Department. In response to the question in the interview schedule, on student allocations, nine

teachers replied that they were given referred students by the head teacher to make up their workload. The researcher found that two teachers had offered to take referrals because the others did not want them and one teacher had been forced to take referred students because their original teacher had become involved in writing instructional materials. Typical comments made by teachers in interviews and informal situations about student allocation included:

Head teachers usually allocate referrals to new teachers because the majority of others do not want them.

Allocation of referral students should be based on interest and expertise. Teachers should have a choice not just be allocated referrals because you are the new teacher.

Few teachers want referrals the majority do not.

The data displayed in Table 6 supports the contention by teachers that referred students are usually allocated to new teachers.

Table 6

Allocation of Referred Students

Subject Department	No. of Teachers of Referred Students	No. of new Teachers
English	3	2
Mathematics	4	3
Science	2	2
Social Studies	2	1
Manual Arts	1	0
Home Economics	1	0

Nine of the 12 teachers who were allocated referred students were new appointments to Distance Education Centre. None of these teachers was asked whether they had any experience in teaching low achieving students or students with behaviour difficulties. The teacher in the Manual Arts Department had been at Distance Education Centre for a period of four years and had many years of experience in dealing with low achieving students.

Course Selection

Students enrolled in lower secondary are given existing course units from the Unit Curriculum. The units for all subjects are graded in difficulty on a continuum from stage one, the least difficult to stage six, the most difficult. The Unit Curriculum is divided into seven components:

1. English, Languages and Communication
2. Mathematics
3. Personal and Vocational Education
4. Physical Education
5. Practical and Creative Arts
6. Science and Technology
7. Social Studies

The basic philosophy of the Unit Curriculum is that it allows students to progress through the stages of work at their own pace and in accordance with their abilities. Units are designed to be of 40 hours duration with set learning objectives. However, study time can be extended according to the ability level of the student. Distance Education Centre allows students the flexibility to work simultaneously on a number of units at different stages because, unlike other Government schools, the Centre is not constrained by timetabling requirements.

Upon the completion of a unit, each student is given a grade of A, B, C, D or F. Students who wish to enrol in Tertiary Entrance Subjects in upper secondary school are expected to have completed stage five and six units. At the completion of year 10 students are given a Certificate of Lower Secondary Studies, issued by the Secondary Education Authority, which lists the number and grades of units studied in lower secondary.

The instructional materials produced at the Centre are based on the assumption that students are literate. Students who have literacy or numeracy problems are

allocated by the School Psychologist to the special education teachers. These students are set an individualised program of work and study what are known as modified units. These units of work are not part of the Unit Curriculum. Students enrolled in the units of work receive progress reports, but they are not subject to formal assessment. Modified units are not recognised by the Secondary Education Authority and do not appear on the Certificate of Lower School Studies.

The School Psychologist selects the units for referred students based upon information received from the students' previous school. Referred students in the metropolitan area, along with their parent(s) or guardian(s), are contacted by the School Psychologist to visit Distance Education Centre for an interview on enrolment. Enrolment of referred students in country regions is usually conducted over the telephone. Arrangements about unit selection and despatch of materials are made between the School Psychologist and the relevant personnel at the local level, such as the District Superintendent or a DCD education officer. The stage of units selected for students in this study is set out in Table 7. Student A5 is not included in this table because this individual was enrolled in year four at primary level.

Table 7

Level of Units Selected for Referred Students.

Student	Country/ City	Year	Personal interview	Total Units	Stage
C1	Country	9	No	2	Mod.
C2	City	9	Yes	4	3/4
C3	City	9	Yes	1	3
C4	City	8	No	2	Mod.
C5	City	9	No	2	Mod.
C6	Country	8	No	4	1/2/3
B1	City	9	Yes	4	Mod./3
B2	City	10	Yes	4	3/4
B3 ^a	Country	9	No	4	4/5
B4	Country	8	No	5	1/2/3
B5	Country	9	No	4	Mod.
B6	City	9	Yes	4	Mod./2/3
B7	City	9	Yes	2	2
B8	City	10	No	6	2/3/5
B9	Country	9	No	4	3
B10	City	10	Yes	3	2/4
B11	Country	9	No	3	2/3/4
B12	Country	8	No	4	1/2/3
B13	Country	9	Yes	6	2/3/4
A1	City	10	Yes	7	2/3/4
A2	City	9	Yes	7	1/2/3/4
A3	City	8	No	3	Mod.
A4	Country	8	No	2	Mod.

Note. The abbreviation Mod. stands for Modified Units.
^aStudent B3 was enrolled at Distance Education Centre twice. The first time was in 1991 and she was enrolled in five stage three units.

Students enrolled in the Referral Program are not required to undertake a full study load. The decision not to enrol students on a full work load appears to have been made when the program commenced. The reasons given were that excluded and at risk individuals usually have a history of not working in mainstream schooling so there is little point in allocating students a full workload; and Distance Education Centre cannot offer the range of subjects that other Government schools can.

Of the 23 students listed in Table 7, eight were of Aboriginal descent. Five of these were enrolled in modified units. Of the remaining 15 Non-Aboriginal individuals, one student, C5, was given a modified program. The exceptions were B1 and B6 whose workload included modified units as well as other units. Student B1's study program included modified English, Mathematics, Social Studies and a Stage 3 unit for Manual Arts; and B6 who was enrolled in modified English and Stage 2 Mathematics, and Stage 3 Science and Health Education.

Apart from those students studying modified units, the majority were enrolled in subjects at different levels. The exception to this were C3, B7 and B9. The anomaly is student C3. This person was also attending the BALI Program, and was only studying one unit with Distance Education Centre.

The School Psychologist reported that there was no formal testing of students in modified units due to a lack of resources. Those who appeared to have learning difficulties were referred to the special education teachers.

When teachers were interviewed they were asked: "Who chooses the units for the students? Are you satisfied with this arrangement?" Ten teachers replied that they were happy with this arrangement and said there was room for negotiation. One teacher was adamant that the selection of English units by the School Psychologist led to complications. The teacher concerned thought the

School Psychologist was not competent enough to make judgements about this subject and would have preferred to do some diagnosis of ability levels before deciding on units for the student. Another teacher stated that the selection of units was not always appropriate but that was more the fault of Unit Curriculum.

Contact with Students

A more detailed account of the frequency of contact with students is reported later in this chapter in the section on Scenario. The majority of teachers interviewed said contact varied depending on the students. However, teachers were inclined to telephone the School Psychologist first to check whether they should contact the student. One teacher replied that contact was infrequent and another stated that a month could easily slip by without any contact at all. There was an expectation among teachers that referred students do very little work anyway during their period of enrolment.

One manual arts teacher who had been involved in teaching referred students for four years was instructed by the School Psychologist not to contact a particular student. According to this teacher, the inference was that he would do more harm than good and this had put him off contacting others. In the previous year he had visited students at home but had been criticised by the Head of Department. This teacher believed that arrangements should be made for excluded and at risk

students in the metropolitan area to come into the Centre for tuition.

Contact with students enrolled at the Distance Education Centre, traditionally, is by means of the telephone, written correspondence, audio and audio visual material, telematics and regional visits. Three such visits are organised throughout the year by Regional Coordinators to visit individuals within their region. Excluded and at risk students are not visited during these regional trips, and the main form of contact for them is written correspondence and telephone contact.

This decision not to include excluded and at risk students on regional visits is recent, made by the incumbent School Psychologist. The reason given to the researcher for the decision was that the visits could not be justified because of the lack of financial resources made available for activities such as this.

Supervision of Students

Not all students work in isolation at home. Aboriginal students are entitled to a tutor. The supervision arrangements for students included in this study are shown in Table 8.

Table 8

Supervision of Students

Students	Country/ City	Ethnicity	Tutor
C1	Country	Aboriginal	Yes
C2	City	Aboriginal	No
C3	City	N. Aboriginal	BALI
C4	City	Aboriginal	No
C5	City	N. Aboriginal	No
C6	Country	N. Aboriginal	No
B1	City	N. Aboriginal	No
B2	City	N. Aboriginal	No
B3	Country	N. Aboriginal	No
B4	Country	N. Aboriginal	No
B5	Country	Aboriginal	Yes
B6	City	N. Aboriginal	No
B7	City	N. Aboriginal	No
B8	City	N. Aboriginal	No
B9	Country	N. Aboriginal	No
B10	City	N. Aboriginal	No
B11	Country	N. Aboriginal	No
B12	Country	Aboriginal	No
B13	Country	N. Aboriginal	No
A1	City	N. Aboriginal	No
A2	City	Aboriginal	Yes
A3	City	Aboriginal	Yes
A4	Country	Aboriginal	Yes
A5	City	N. Aboriginal	Yes

Of the eight Aboriginal students, four had tutors. Student C3 was enrolled in the BALI program, and A5, a primary aged student, was supervised by an Education Officer from the Department of Community Development.

Tutors of Aboriginal students in country areas are employed by the Department of Employment, Education and Training (DEET) - a Commonwealth Government agency. Jerendine Consultancy Agency, which is funded by DEET, was established in 1991, and employs tutors for Aboriginal students in the metropolitan area.

Application for a tutor is usually made by parents or guardians. If a person of Aboriginal descent is excluded from school the Department of Community Development will make an application for a tutor.

Qualified teachers and undergraduate students can register as tutors. The stipulation for undergraduates is that they must have completed two years of study to register as a tutor. In 1991, the hourly rate for a qualified teacher was \$31.80 and an undergraduate \$22.50. In most cases, the tutors visit homes, and all are required to submit progress reports at the end of each school term.

Tutors are employed to help the students with their school work. The tutor of student A4 believed there was a conflict between what she was contracted to do and what Distance Education Centre expected of her. She commented: "On contract I am to teach, not babysit. However, according to Distance Education Centre I should just supervise, but the materials are unsuitable and I cannot do this."

This tutor had been approached by the Principal of the local primary school to assist student A4. The student had already had two tutors and at this stage was without assistance. The tutor saw this individual twice a week for two and a half hours per session. This tutor voiced her disapproval that the student had been out of mainstream schooling for almost a year. She believed that this child was too young to be excluded for such a long time and needed social interaction with his peers.

Teachers at Distance Education Centre were divided about how well these individuals worked in isolation. Five teachers thought that some worked well in isolation but this depended on parental support. One teacher believed that, on the whole, the students work better because they cannot function in the school system and at Distance Education Centre they receive more encouragement and they are not pressured.

Six teachers concurred that it depended on the individual; however, if the student was not working in the school system under supervision then there was little hope of this person being able to work in isolation.

All teachers agreed that students with tutors worked more effectively than others. However, not all teachers agreed with the appointment of tutors. One teacher made the following comment:

The question is how much is done by the tutor or the kid. It's political, tutors are assessed and if a tutor can spoon feed a kid and get the work in then everyone is happy.

Teacher Induction to the Referral Program

A week long induction program is held for new staff at the beginning of each year. New staff are introduced to administrators, regional coordinators and the day to day operation of the Centre. The school psychologists invite new teachers of referred students to a morning tea

to introduce themselves and to give information about the Referral Program.

When teachers were asked the question in the interview schedule: "Were you given any introduction or background information on the Referral Program?" Eight teachers replied "yes" and four said "no". Typical comments by teachers included the following:

Information came in bits and pieces. Helpful information came from a teacher who had taught referrals previously. He explained from his point of view. Sometime after the school psychologists had a meeting with teachers of referral students. It would have been better had this been earlier.

Little information given on referrals. I made my own enquiries so I did not write anything detrimental on the student's work.

The previous School Psychologist gave a monthly update. Not the case now. Much more contact is needed with School Psychologist.

Teachers of referred students tend to fluctuate throughout the year. For example, if a teacher had twenty referred students and this teacher was allocated writing time in the year, then the teacher's students would be allocated to other staff members in the subject department. If teachers are given students throughout the year to "top up" their workload, it is unlikely that they will receive any induction to the Referral Program.

Therefore, induction to the Referral Program is very narrow and limited to new staff at the beginning of the year.

6.4 Scenario

The Scenario included the factors that contributed to and influenced the excluded and at risk students education while enrolled at the Distance Education Centre. This section is divided into two parts. The information in Part One came from interviews with teachers at Distance Education Centre. The information in Part Two came from the analyses of students' files.

Part One:

Teachers' Attitudes to Working with Referred Students

The comments from teachers were varied. Overall, they were positive. Typical comments included the following:

I enjoy it. I use to teach basic level students and I find I can build a rapport with these students.

Not much different from others . . . more aware that I need to be sensitive to problems. They tend too give up too easily. Most teachers don't like having referrals because of the drop out rate.

There is an expectation by teachers that the students won't work or have learning difficulties.

I find working with referrals interesting. There is a variety in characteristics and ability range. I enjoy having the bright and motivated student but I also like having those on the other end of the spectrum.

It can be rewarding; however, on the whole draining and time consuming.

Referrals do very little work and I find this frustrating.

Little satisfaction from referrals in the country. They rarely send anything in and they just drift away.

I love working with referrals, my teaching background is with problem students.

When I was told I had referrals, the implication was they were the dregs and nobody wanted them. For me, there is no problem, the variety of students makes it a challenge.

Although ten of the teachers interviewed were positive about working with referred students, they all agreed that the belief that referred students do little work was widely held. Comments made by teachers at informal gatherings supported this view. These comments included: "she (the teacher) couldn't possibly be

overloaded, she only has referrals" and "well, you know referrals they never do any work".

Teachers' Attitudes to the Success of the Referral Program in Providing an Alternative to Mainstream Schooling

Three teachers were adamant that the Referral Program was not successful. Their comments were:

No. Kids need to come into the Centre for lessons, they are too isolated. Referrals are not included on regional trips. Doing lessons in isolation does nothing to help develop their social skills.

No. The presence of Distance Education Centre is nothing more than a face saving device.

No. Not when you consider the amount of time invested in enrolling students and chasing them up.

One teacher thought that the program was successful and said: Yes, because it gives a kid a chance. A lot of kids don't take the chance but the chance is there. There is positive interaction with teachers which is something most of these kids haven't experienced.

The remaining nine teachers responded positively but were non-committal about the success of the program.

Their comments were:

. . . depends on what you mean - it varies.

Successful with some and not with others. How do you judge, work output? Some students who are having success with Distance Education Centre do not see a need to return to school. It does not rehabilitate the students.

I think so when you consider in some cases we are the last resort. Some kids don't work but most do. Hard to know at times if it is all the child's work.

Successful in that the child is in a learning institution but not overly so. I say this because so many drop out, they are disaffected by education. However, I have one student who has done well but with a lot of parental support. I tend to be lenient with marking because I feel a moral responsibility in educating these kids and I know for some of them this is their last chance.

Apart from three teachers who believed the Referral Program was unsuccessful, the others thought that the Program had limited success.

Teachers' Opinions on Changes to the Referral Program

Nine of the teachers interviewed indicated that they would like more contact with the students. Typical comments included:

More contact in the beginning with kids and going through the units when they are enrolled. More

information is needed on these kids, occasionally a note is attached to an enrolment slip but this is not enough.

Teachers should be given more information about students. Metro students should have regular visits.

Quality could be improved if more support was provided and more contact.

Perhaps change the name. The name referral suggests the kids are going to be problematic. There should be more contact and units designed for students with learning difficulties. The main aim should be integration, as it stands Distance Education Centre is a dumping ground.

When the school psychologists ring, teachers are expected to drop everything and go over. Some teachers are really busy and it is not always convenient. If you do not go then you do not meet the student.

Contact between teacher and students is important and integral to the success of any individual who is studying in the distance mode. It would be logical to assume that those who are unmotivated and severe behaviour problems need more contact than the average student.

Pastoral Care Arrangements for Referred Students

Pastoral care of students in general at the Centre rests with individual teachers. Teachers are encouraged by Regional Coordinators to share ideas about motivating students learning in the distance mode. However, teachers in the past have not been given any guidelines or inservice training on pastoral care. The school psychologists are available to counsel students and there is a widespread belief in the Centre that pastoral care is the domain of the school psychologists.

Seven teachers believed that the pastoral care arrangements depended on individual teachers. Three teachers stated that Distance Education Centre provided more care than the schools because teachers invested more time and effort into students. Other comments were:

Pastoral care tends to be dictated by the school psychologists. You have to follow their suggestions.

Pastoral care - hard to say. Teachers are encouraged to be positive by the school psychologists. Often we are not told the background information, I can remember asking about one student and I was told it was private. I was left in the dark.

Pastoral care arrangements vary with individual teachers. At present there are no written guidelines or policy about pastoral care.

Part TwoCharacteristics of Excluded and At Risk Students

An examination of students' files revealed they fell into three broad categories. The first category labelled Category A, included those who appeared to have worked consistently while they were enrolled. Category B encompassed individuals who had gaps in their work patterns and achievements or had submitted little work. Students in Category C were those who had been enrolled but had submitted no work for assessment. Details of student characteristics in each category are shown in Table 9.

Table 9

Characteristics of Excluded and At Risk Students

Characteristics	Category A	Category B	Category C
Number	5	13	6a
Exclusions	3	6	4
At Risk	2	7b	2
Male	4	12	4
Female	1	1	2
Country	1	6	2
Metropolitan	4	7	4
Aboriginal	3	2	3
Non-Aboriginal	2	11	3

aOne student in Category C has since been re-enrolled and, according to the School Psychologist, is handing in work.

bOne student in Category B had appeared before the Exclusion Panel and the documentation from the panel had been forwarded to the Ministry of Education. The documentation subsequently was lost and the student was enrolled at Distance Education Centre as an "unofficial exclusion".

Thirteen students fell into Category B. All individuals with the exception of one in Category A, were enrolled at secondary level. Overall, there was an over representation of male and Aboriginal students.

Ages of students ranged from 9 to 15. The majority were in the 13+ age group with eight students aged 13, 10 aged 14 and, three aged 15. The exception was the primary school boy who was 9 years of age.

Individual Student Profiles

Individual profiles constructed for each person provided a detailed analysis of their achievements, student and teacher interaction, and the nature and extent of the education provided at Distance Education Centre. It needs to be emphasised that not all of the students' files could be located, and therefore some profiles are incomplete. Each individual was given a number in the category in which they were placed to comply with ethical considerations of confidentiality and anonymity.

Categories A, B and C show a time line for students who have been excluded from school, from the time of the exclusion from school to enrolment at Distance Education Centre. The tables in each category contain information on student characteristics, achievement and contact.

Category C Students

The individual profiles for Category C students are provided in Appendix J.

Time line.

There are three important dates for students officially excluded from school. The first date is the date of exclusion from school, the second is the date of appearance before the Exclusion Panel, and the third date is that of enrolment at Distance Education Centre. The point of interest for this study was the time lapses between the three dates. These delays are presented in Figure 4.

Figure 4. Time line for Category C students

	Exclusion from school	Exclusion Panel	Minister's decision	Enrolment at DEC

<u>Student</u>	<u>Time</u>	<u>Time</u>	<u>Time</u>	<u>Time</u>
C1 =	2 days	18 days	6 months	
C2 =	9 days	60 days	14 days	
C3 =	no date for panel hearing		6 months	
C4 =	13 days	64 days	57 days	

Students C1, C2, C3 and C4 were official exclusions. The length of time between their official exclusions from school and enrolments at Distance Education Centre was found to range from two weeks to nearly six months.

Student C3, was an exception in that he was enrolled at an alternative learning centre before entering at Distance Education Centre. The time lapse between an appearance before the Exclusion Panel and the Minister for Education's decision for these individuals ranged from 18 days to 64 days. The six month period from the Minister for Education's decision to enrolment at Distance Education Centre for Student C1 encompassed the Christmas holiday period.

The personal characteristics of Category C students are shown in Table 10.

Table 10

Characteristics of Category C Students

Students	Exclusion/ At Risk	Age	Male/ Female	Country/ City	Ethnicity
C1	Exclusion	14	Female	Country	Abor.
C2	Exclusion	15	Male	City	Abor.
C3	Exclusion	14	Male	City	N:Abor.
C4	Exclusion	13	Male	City	Abor.
C5	At Risk	14	Male	City	N:Abor.
C6	At Risk	13	Male	Country	N:Abor.

Note. The abbreviations are as follows in Table 25:
N:Abor.= Non Aboriginal and Abor.= Aboriginal.

Four out of the six students in Category C were excluded students. All students with the exception of one were male and were aged between 13 and 15. Four out of the six students were from the metropolitan area and two were from the country. Aboriginal students made up half of the students in Category C.

Table 11 shows the extent of teacher interaction with students enrolled in the Referral Program. For data analysis purposes these interactions was categorised as Incidents (see Chapter 5).

Table 11

Contact with Students in Category C

Students	Period of Enrolment	Incidents		
		Telephone Contact	Written Contact	In Person
C1	10 months	0	0	0
C2	6 weeks	1	2	0
C3	5 months	1	0	3
C4	6 months	0	2	0
C5	7 months	0	0	0
C6	8 months	3	0	0

Files for C1 and C5 were not located. Student C2 was enrolled in four subjects; however, only the English file could be found. Teacher student interaction comprised one telephone call initiated by C2 and two letters from the teacher over a period of six weeks.

Student C3 was listed as enrolled in the BALI program, but was studying mathematics through Distance Education Centre at the same time. The mathematics teacher had been informed by the School Psychologist that the boy had an aversion to the subject and needed assistance. This individual was intended to make weekly visits to the Centre for tutoring from his teacher. According to the teacher and the student's file, C3 made

only three such visits to Distance Education Centre during a period of eight weeks.

Student C4 was studying modified units and had the one teacher for both subjects. Two letters were written by the teacher, one letter was a letter of introduction, and one letter offered assistance. Student C6 was enrolled in four subjects. No record was found for social studies. Two telephone calls were made by the English teacher; one requested work, and one sought an explanation by the parent about this individual's work output. There was no written information on the student's record card for mathematics except a grade F for one unit. The science teacher telephoned C6 about non-receipt of work.

Incidents.

The incidents for this category were minimal and consisted of attempts to contact four of the individuals by telephone and written correspondence. One student who was enrolled for a period of five months had personal contact with his teacher on three occasions and one telephone call.

Tactics.

The major tactics for telephone calls and letters were enquiries about the tardiness of students' work and requests for work to be sent. There was one letter of introduction written by the teacher in C4's file.

Strategies.

The strategies employed by the teachers for students in Category C were mainly to establish contact, motivate and encourage. The strategies underlying the telephone calls for C6 were to seek an explanation as to why no work had been received from this individual.

Game Plan.

It would appear from the information in the students' files that the responsibility of maintaining contact falls to the teachers. The main role responsibilities of the teacher are to instruct, motivate and monitor receipt of work. There were two memos in the file of C3 from the School Psychologist. These memos concerned the whereabouts of this person and arrangements that had been made for his weekly visits. There were no academic outcomes for students in this category, and there is no evidence of any outcomes pertaining to social development.

Table 12 illustrates the work completion and achievement of Category C students.

Students C1, C2, C3 and C5 were in year 9 and C4 and C6 in year 8. Students C1, C4 and C5 were studying modified units; while C3 and C6 were working on units that were not equivalent to their year level. One individual, C3, was enrolled in a mathematics unit equivalent to his year level. Although the enrolment

form for student C3 showed that he was enrolled in three subjects, the student was only enrolled in mathematics.

Table 12

Work Completion/Achievement of Students in Category C

Students	Units Enrolled	Modified Units	Units Completed	Period of Enrolment
C1	2	2	0	10 months
C2	4	0	0	6 weeks
C3	1	0	0	5 months
C4	2	2	0	6 months
C5	2	2	0	7 months
C6	4	0	0	8 months

Category B Students

The individual student profiles for Category B students are provided in Appendix K.

Time line.

The length of time from exclusion from school to enrolment at Distance Education Centre is shown in Figure 5.

The time taken for the documentation to be forwarded to the Ministry of Education and a decision to be made by the Minister for Education took from four to nine weeks. The 111 days from the time of the Minister for Education's decision to enrolment at Distance Education Centre for student B8 encompassed the Christmas holiday period.

Figure 5. Time line for Category B students

	Exclusion from school	Exclusion Panel	Minister's decision	Enrolment at DEC

<u>Student</u>	<u>Time</u>	<u>Time</u>	<u>Time</u>	
B3 =	3 days	67 days	34 days	
B5 =	7 days	35 days	25 days	
B8 =	23 days	28 days	111 days	
B11 =	3 days	46 days	30 days	
B12 =	40 days	36 days	11 months	
B13 =	55 days	63 days	13 days	

The length of time for a student officially excluded from school to enrolment at Distance Education Centre ranged from two to 13 months. The characteristics of students in this Category are shown in Table 13.

Table 13

Characteristics of Category B Students

Students	Exclusion/ At Risk	Age	Male/ Female	Country/ City	Ethnicity
B1	At Risk	13	Male	City	N:Abor.
B2	At Risk	14	Male	City	N:Abor.
B3	Exclusion	14	Female	Country	N:Abor.
B4	At Risk	12	Male	City	N:Abor.
B5	Exclusion	14	Male	Country	Abor.
B6	At Risk	13	Male	City	N:Abor.
B7	At Risk	15	Male	City	N:Abor.
B8	Exclusion	14	Male	City	N:Abor.
B9	At Risk	14	Male	Country	N:Abor.
B10	At Risk	14	Male	City	N:Abor.
B11	Exclusion	14	Male	Country	N:Abor.
B12	Exclusion	13	Male	Country	Abor.
B13	Exclusion	15	Male	Country	N:Abor.

Six of the 13 individuals in Category B were exclusions. Five of these were from country areas. As with Category C, with the exception of one, all were male. The ages of these students ranged from 12 to 15, with seven students aged 14 years. Two of the 13 were of Aboriginal descent and lived in the country.

The amount of teacher contact with students in Category B is shown in Table 14.

Table 14

Contact with Students in Category B

Students	Period of Enrolment	Incidents		
		Telephone Contact	Written Contact	In Person
B1	17 months	2	7	0
B2	8 months	1	9	1
B3	13 months	1	9	0
B4	18 months	7	27	0
B5	5 months	0	5	0
B6	8 months	0	9	0
B7	3 months	0	2	0
B8	6 months	2	1	1
B9	2 months	0	4	0
B10	3 months	3	3	1
B11	2 months	0	3	0
B12	11 months	0	3	0
B13	10 months	16	12	3

Student B1 was enrolled in four subjects; however, his record card for manual arts showed no record of work or assessment. The remaining three subjects were modified units. Of the two telephone calls; one was from the teacher and one from B1 who had sought assistance. All written contact was by the teacher in response to work sent.

Student B2 was studying four subjects. No record card was located for manual arts. Contact between teacher and student in science was initiated by the teacher. Seven letters were written by the science teacher in response to work sent. One telephone call by the English teacher was to encourage this individual to come into the Centre, but this did not eventuate. There was no record of written contact by the English teacher. One letter was written by the mathematics teacher and one letter was written by the School Psychologist enquiring about B2's whereabouts.

B3 was enrolled twice at Distance Education Centre. The first time this individual was classified as at risk and the second time as a school exclusion. During the first period of enrolment the student was enrolled in five subjects. No record cards could be located for mathematics, social studies and business education. Contact during this period consisted of one letter each from the English and science teachers in response to work sent. Two work reminder slips were sent by the science teacher.

During this person's second period of enrolment she was studying four subjects. No record card was located for vocational education. Contact between the English teacher and the student consisted of one telephone call by the teacher to make initial contact and three letters in response to work sent. Two letters were written by the mathematics teacher, and four letters by the health education teacher in response to work sent by B3.

The person in the Program for longest period of time in this category was B4. This individual was studying five subjects, but did not submit any work for manual arts. A letter of introduction was written by the English teacher and two telephone calls were recorded but no contact was made. Of the 11 letters written by the mathematics teacher, nine were in response to work sent, one requested the student to telephone the teacher, and one requested the parents to contact the School Psychologist. Thirteen letters were written by the science teacher in response to work sent by B4.

The teacher of business education wrote one letter of introduction and made six telephone calls to the student. None of the telephone calls were answered. This individual did not initiate any contact with the teachers.

Student B5 was studying four modified units for mathematics, English, science and social studies. Of the five letters written by the teacher, one was a letter of introduction and, one was in response to work sent.

B6 was enrolled in four subjects and had the one teacher for all subjects. This individual was also doing a modified English unit. Six letters were written by the teacher. Of the six letters written by the teacher, four were in response to work sent, one was to maintain contact with the student, and one letter was to the parents which informed them of a change of English program.

B7 was studying English and mathematics. Of the two letters written by the teacher, one was a letter of introduction, and one was in response to work received. A telephone call was made by the teacher, but was not answered.

Student B8 was enrolled in six subjects. No file were found for English and mathematics, and no work was submitted for social studies. A letter of introduction was written by the science teacher and the individual made two telephone calls seeking advice. The science teacher met the student at enrolment time. One letter was written by the health education teacher in response to work received.

B9 was enrolled in four subjects. No file was found for health education. The English teacher wrote one letter in response to work sent, and the mathematics teacher wrote one letter of introduction. The science teacher forwarded one letter of introduction.

B10 was studying in three subjects. No file could be located for social studies. Initial contact was made between the English teacher and the individual on the day of B10's enrolment. Three subsequent telephone calls were made by the English teacher, requesting work from B10. Three letters were written by the mathematics teacher in response to work received.

Student B11 was enrolled in three subjects. One letter was written by the English, mathematics and science teacher in response to work sent by the student.

B12 was studying four subjects. No contact was made either by the teacher or B12 in social studies. One letter of introduction was forwarded to B12 by the English teacher. Work was received by the mathematics teacher, but the work was incomplete and returned by the teacher. Of the two letters written by the science teacher, one was a letter of introduction, and one stated the reasons why the student's work was returned unmarked.

Student B13 was enrolled in six subjects. No files were found for science and metalwork. This individual had the one teacher for English and mathematics. Five letters were written by this teacher in response to work sent by B13. The student wrote one letter to the teacher, and also sent the teacher a Get Well card. Of the eight telephone calls initiated by the teacher, seven concerned work submitted by the student, and one was a discussion with the mother of B13 concerning his progress. Five letters were written by the home economics teacher. Seven telephone calls were made by this teacher; four were to the student to discuss the student's work, two were to the individual's parents to discuss his progress, and one was not answered. One telephone call was from the student promising to send in work.

Incidents.

Incidents in this category consisted of telephone calls, written correspondence, report cards, slips pertaining to the despatch of materials and on a few

occasions person to person contact. The incidents were similar to those in Category C with the exception of memos, report slips and the despatch of materials. Apart from three individuals, B7, B11, B12 there was more contact with students. Contact appeared to be on a more frequent basis than in the previous category.

Tactics.

The tactics by teachers in the main, were to establish and maintain contact, and respond to work received. It was evident from C13's file that the tactics relating to the telephone calls were to discuss the student's work and maintain a rapport. Tactics for B8 and B10 included the students coming into the Centre for enrolment.

Strategies.

The strategies in this category were akin to those strategies for students in Category C. The main difference was that the teachers were able to give positive feedback and instruction. The reasons for this were that contact had been established and the students were sending in their work, albeit irregularly.

Game Plan.

The findings for Category B students were similar to Category C. Teachers had the major role responsibility for maintaining contact with students, instruction and assessment. The file for the individual B2, contained a

copy of a letter from the School Psychologist to the student's parents requesting information on his whereabouts. Files for B8 and B9 showed notes from the School Psychologist updating teachers on personal information. The educational outcomes for these individuals is shown in Table 15.

Table 15

Work Completion/Achievement of Category B Students

Students	Units Enrolled	Modified Units	Units Completed	Period of Enrolment
B1	4	3	1	17 months
B2	4	0	3	8 months
B3	4	0	1	*13 months
B4	5	0	4	18 months
B5	4	4	0	5 months
B6	4	1	2	8 months
B7	2	0	1	3 months
B8	6	0	0	6 months
B9	4	0	0	2 months
B10	3	0	1	3 months
B11	3	0	0	2 months
B12	4	0	0	11 months
B13	6	0	0	10 months

Out of the 12 individuals in Category B, two were year 8 students, seven in year 9, and four in year 10. Three were studying modified units, eight were working on units recommended for weak students, and one individual was enrolled in units equivalent to his year level. An exception was a boy in year 9, B11, who was studying a year 9 English unit and a year 8 mathematics unit.

Six students; B5, B8, B9, B11, B12 and B13 did not complete any units. The length of enrolment for these

individuals ranged from two to six months. Students B3, B7 and B10 finished only one unit of work, the latter two over a period of three months. The anomaly was B5 who did not finish any units during her first enrolment of nine weeks, but during a subsequent re-enrolment in February 1992 she completed one unit of work. Student B2 completed three units during a period of eight months and B4 completed four units over 18 months.

Category A Students

The individual student profiles in Category A are provided in Appendix L. There were five students in Category A and all of their files were located.

Time line.

Figure 6. Time line for Category A students

	Exclusion from school	Exclusion Panel	Minister's decision	Enrolment at DEC

<u>Student</u>	<u>Time</u>	<u>Time</u>	<u>Time</u>	
A2 =	3 days	21 days	16 days	
A3 =	21 days	27 days	6 months	
A4	documentation no received			

The time taken for the documentation to be forwarded from the Exclusion Panel to the Minister for Education's decision ranged from 21 to 27 days. The length of time between their exclusions from school and enrolment at Distance Education Centre ranged from 40 days to 8

months. Student A3 was excluded from school in September 1990 and was enrolled at Distance Education Centre in early June 1991. Student A1 was enrolled for a period of 10 months and completed six units.

The characteristics of Category A students are presented in Table 16.

Table 16

Characteristics of Category A Students

Students	Exclusion/ At Risk	Age	Male/ Female	Country/ City	Ethnicity
A1	At Risk	14	Male	City	N:Abor.
A2	Exclusion	13	Female	City	Abor.
A3	Exclusion	13	Male	City	Abor.
A4	Exclusion	11	Male	Country	Abor.
A5	At Risk	9	Male	City	N:Abor.

Of the five individuals in Category A, three were exclusions. The ages of students ranged from nine to 14. Unlike Categories C and B13 there was no one above the 14 age group. As with Categories C and B the majority were male with one female. Four out of the five came from the city. Aboriginal students were over represented in this category.

The extent of teacher contact, written and by telephone is shown in Table 17.

Table 17

Contact with Students in Category A

Students	Period of Enrolment	Incidents		
		Telephone Contact	Written Contact	In Person
A1	10 months	2	21	1
A2	16 months	0	30	1
A3	25 months	0	29	0
A4	27 months	0	71	0
A5	5 months	2	7	2

Student A1 was enrolled in five subjects. Contact recorded in his English file indicated the teacher had written four letters. This individual had telephoned the teacher and the teacher had telephoned him on one occasion. The mathematics teacher had written five letters and the science teacher 10 letters. The home economics teacher had met the student on enrolment and had written six letters.

Teachers' letters to A4 were in response to work received. No contact was recorded for metalwork; however, the teacher concerned did speak highly of this student.

Student A2 was enrolled in four subjects. No file was located for health education. This student did not have a telephone so contact was by letter or the teachers could contact the her tutor by telephone. The English and home economics teachers appear to be the only two teachers who contacted the tutor concerning this

individual's progress. The English teacher had written 21 letters in response to work received.

There were no letters recorded between the mathematics teacher and student, although the student's record card listed comments by the teacher about her work. The home economics teacher met the student on enrolment and there was telephone contact between the teacher and the individual's tutor. Nine letters were written by the teacher. Two letters requested work and seven were in response to work received.

Student A3 was enrolled in three modified units and had the one teacher and a tutor. Out of the 29 letters written, 16 were written by the teacher to the student, one letter was written from the teacher to the tutor and 12 letters were written by the tutor to the teacher updating the teacher on the A3's progress. The letters from the tutor concerned the student's progress, erratic behaviour and attendance. Student A4 was studying two modified units and had three different tutors. The correspondence for this student is shown in Table 18.

Table 18

Number of Written Contacts for Student A4

Tutor	Incidents			
	Teacher to Student N=29	Teacher to Tutor N=16	Tutor to Teacher N=20	Student to Teacher N=6
1	3	16	3	1
2	16	0	7	4
3	10	0	10	1

There was no telephone contact between the teacher and the student. This individual was the second youngest exclusion and had been enrolled for the longest period of time. When the researcher contacted Tutor Two by telephone, the tutor expressed dissatisfaction with what the tutor perceived as the childish level of materials sent to A4 and the length of time that he had been excluded from mainstream schooling. Extracts from three of the letters written by tutor two to the teacher confirm the tutor's disgruntlement expressed to the researcher:

Enclosed is . . . written work. I have given him pages to finish off at home, but it doesn't come back, so I won't do that with your sheets now. . . . There is resistance to the to the infants phonic book e.g. Prim is not in the vocabulary of an Aboriginal boy!

. . . is making reasonable progress though often it's like wringing blood from a stone.

The past few weeks has seen a deterioration in his application to his work, as can be seen by the neatness. His exclusion has enforced a limited social circle of undesirable types which appears to be adversely affecting his behaviour.

A5 was the youngest student in the Referral Program. Out of the seven letters written, three were from the teacher in response to work from A5, one was a personal

letter from A5 to the teacher, one letter was from the tutor to the teacher, one letter was from the teacher to the tutor, and one letter was from the teacher to the parents thanking them for assisting the student. The teacher had met this individual on enrolment and his tutor had called in to see the teacher. One telephone call was made by the student and one telephone call was made by the Department of Community Development checking on his progress.

Incidents.

The incidents comprised mainly written correspondence. This category, like Category C appeared to be characterised by limited telephone and personal contact. Other incidents included report slips and the occasional memo from the School Psychologist.

Tactics.

The tactics for this category were similar to the tactics for Category B students. An exception was the correspondence between the teacher and Tutor One of A4. The tactics were written instructions on how the tutor could help the student work through the unit materials.

Strategies.

The main strategies by teachers in Category A were to maintain contact, motivate and to give positive feedback. The exception was student A4. The majority of letters were between the teacher and the tutor. There

were no strategies listed for this correspondence as the content of the letters concerned the individual's progress, teaching strategies for the tutor and assessment of work sent by Distance Education Centre.

Game Plan.

The teachers' role for Category A students coupled with the School Psychologist were similar to Category B and C students. The major difference was that there was more interaction with the tutors of students A3, A4 and A5.

The number of units completed by each student in Category A, and period of enrolment are presented in Table 19.

Table 19

Work Completion/Achievement of Category A Students

Students	Units Enrolled	Modified Units	Units Completed	Period of Enrolment
A1	7	0	6	10 months
A2	7	0	6	16 months
A3	3	3	2	25 months
A4	2	2	2	27 months
A5 ^a				5 months

^aStudent A5 was enrolled for a period of five months at primary level. Unlike lower school students, primary students do not complete units of work for each subject.

Two individuals, A3 and A4, were enrolled in modified units and completed two units each. Students

enrolled in modified units do not receive credit with a grade, but obtain a progress report.

Student A1 was enrolled in units in English, Mathematics and Science not equivalent to year 10 level. For example, originally he was enrolled in English Unit 1141. This unit is usually completed in year 9. However, he was then sent out materials for English unit 1121 which is a unit usually completed in Year 8. A1 did not complete any units of English. Student A2 was studying English units not equivalent to year 9 level.

6.5 Students' Perspectives

A total of 15 students responded to the questionnaire or were interviewed over the telephone. Eight of the interviews were by telephone. Eleven students were sent a questionnaire and seven were returned.

The items in the questionnaire were grouped under the headings of Student Contact with Teachers, Student Work Habits, Student Attitudes and Perceptions. Items 1 and 3 were not included as these items were designed to put the students at ease and confirm that the researcher was as good as her word by asking questions only relating to the student's involvement with Distance Education Centre.

Contact with Teachers

Students' contacts with teachers are summarised in Table 35. Item 2 in the questionnaire concerned enrolment at Distance Education Centre and the data are included under that heading. It is important to note that not all students who are enrolled at the Centre meet the School Psychologist or prospective teachers.

Enrolment at Distance Education Centre

Nine students came in to the Centre to enrol. All of these individuals stated they were given books and met their teachers. Four of the nine students stated they were accompanied by a parent. The remaining six gave the following replies:

I was enrolled through the Department of Community Services (B3).

No, my parents organised the enrolling (B4).

No (B11).

No, my mother enrolled me (B6).

I was enrolled at Geraldton (C1).

One of my friends got me into it (C6).

Table 20 shows students' responses to Items 4a and b, and 7 in the questionnaire. Responses from 10 out of the 15 students to these items indicated that they had contact with their teachers "now and again", three stated

they had contact and two claimed never to have made contact.

Table 20

Student Contact with Teachers

Student	Item 4a Frequency of contact	Item 4b Initiation of contact	Item 7 What do you do if you have a problem?
C1	Now and Again	Teacher	Ask tutor
C3	Often	Teacher	Ring teacher
C5	Now and Again	Teacher	Ring teacher
C6	Now and Again	Teacher/student	Ring teacher
B2	Now and Again	Student	Ask parents
B3	Now and Again	Teacher	Wait until teacher rings
B4	Now and Again	Teacher	Ring teacher
B7	Now and Again	Teacher	Ask sister
B8	Often	Teacher	Ring teacher
B11	Now and Again	Student	Ring teacher
B13	Now and Again	Student	Ring teacher
A1	Often	Teacher	Ask parents
A2	Now and Again	Student	Ask tutor
A3	Never	Teacher	Ask tutor
A4	Often	Teacher	Ask tutor

According to the individuals' files and interviews with teachers, Category C students in general had little or no contact with teachers. The exception was C3, who visited the Centre on three occasions.

Student B8 circled "often" to the question of contact. However, this was not substantiated by teacher reports and documentation. Student A3 had no contact with the teacher. This person had a tutor and the contact was between the tutor and teacher.

Seven out of the 15, contacted the teacher when they had a problem with the work, four asked their tutors,

three asked members of the family and one individual waited until the teacher telephoned.

The amount of time students claimed to have spent on their schoolwork is shown in Table 21.

Table 21 shows students' responses to Items 5, 10 and 11 in the questionnaire. All individuals studying at Distance Education Centre are given a work schedule which shows dates when work is due. Students are expected to spend four hours a week on a unit. Nine of the 15 students said "yes", they had a work schedule, five said "no", and one person had lost the work schedule.

Seven students claimed they spent between three to six hours a day on schoolwork, four spent three to five hours a week, one spent one to two hours a day, one did a paper every fortnight and, one student didn't know. C3 spent 1.5 hours a week; however, he was also enrolled in an off-campus program.

Activities for individuals varied when they were not doing schoolwork. Although four students stated they watched television, others rode bikes, read, surfed or played with a computer. One person went to Skillshare which is a training program, designed to help young people enter the work force.

Table 21

Student Work Habits

Student	Item 5 Work Schedule	Item 10 Time Spent on Schoolwork	Item 11 Activities other than Schoolwork
C1	Yes	3 hours a week	Watch television
C3	No	1.5 hours a week	Anything/computer
C5	Yes	3 hours a week	Surf
C6	Lost	Don't know	Ride horses/bike
B2	No	1/2 hours a day	Watch television
B3	Yes	6 hours a day	Watch television/ read a book
B4	Yes	4/6 hours a day	Work and read magazines
B7	No	1 paper every fortnight	Look for work/ fix bike
B8	Yes	6 hours a day	Hang around friends
B11	Yes	3 hours a day	Go to Skillshare
B13	Yes	6 hours a day	Ride bike/ Get the wood
A1	Yes	6 hours a day	Out with friends/ work with parents
A2	Yes	5 hours a day	Play ball
A3	No	5 hours a week	Play video games/ Go to shops
A4	No	5 hours a week	Play/Ride bike

Student Attitudes to Working in Isolation, Units of Work,
and Enrolment at Distance Education Centre

Table 22 shows students' responses to Items 9, 13 and 14 in the questionnaire which relate to working in isolation, units of work, and whether these individuals felt it had been worthwhile enrolling at Distance Education Centre.

Table 22

Students' Attitudes

Student	Item 9 How do you find working on your own?	Item 13 Opinion of units	Item 14 Has it been worthwhile enrolling at DEC?
C1	Better than school	Good	Yes
C3	Good, no one to bug me	Hard	Yes
C5	Good, not hassled by teachers	Basic	Don't know
C6	Better than school	Easy	Yes
B2	I work more	Easy	Yes
B3	Boring	Easy	Yes
B4	Lonely	Easy	Don't know
B7	Rather be at school/ lonely	Maths easy/ English hard	Yes, a good idea
B8	Better than school	Easy	Yes
B11	Boring	Too hard	No
B13	Better than school	Different	Yes
A1	Better than school	Good	Yes
A2	Better than school	Hard, but interesting	Yes
A3	Better than school	-	Yes
A4	Don't know	-	-

In response to Item 9, seven students stated that working on their own was better than being at school.

Their reasons for this preference were similar:

I can work at my own pace with no one telling you to hurry. At school they didn't teach decimals but I've got it now (C6).

It is easier, no one is hassling you and there are no distractions (B8).

It can be hard at times but there are no distractions like there are in school (A1).

Much better, there were disturbances in the classroom (A2).

Its [sic] better than going to school and doing work why because there is [sic] no other kids to annoy [sic] you (A3).

Two students (B3, B11) found working in isolation boring and two (B4, B7) found it lonely. C3 and C5 were happy not to be "hassled" by anyone.

Four people in Category B and one in Category C found the units of work easy. One individual, B7, thought mathematics was easy, but not English which may partially explain why he did not complete any English units. Two students, B11 and A2, thought the units of work hard, and individuals, C1 and A1, stated the units were good while A3 and A4 did not comment.

In response to Item 14, whether it had been worthwhile enrolling at Distance Education Centre, 11 students - four in Category A, five in Category B and three in Category C - replied yes, two (C5, B4) did not know, one stated no (B11) and one did not comment (A4). Three out of the four individuals in Category C responded with a yes but did not complete any units of work while enrolled.

Students' Perceptions of their Achievements

Students' perceptions about their achievements while they were enrolled in the Program were generated by Item 8:

What do you think you have learned since enrolling at Distance Education Centre that you did not know before?

Four students (A3,A4,B8,B11) replied they had learned nothing, and three were not sure, their comments included:

Not much as I have learned most of it in the school education atmosphere (B2).

Not much, not really, a couple of things with maths (B7).

It was like any other course. You take the information in but you don't use it until you need it (B4).

Eight students replied positively to this question:

Learned how to make things, maths, vocabulary expanded, achieved a lot (A1).

At school didn't teach decimals but I've got it now (C6).

Don't know really but I learnt about different foods from Home Ec. and I learnt some more in Maths (B13).

Writing got a bit better (C5).

Almost everything I did I now know a lot more. The Maths, English and Health/Ed (A2).

A lot. Learned a lot in Maths, not much in English cause I knew it before (C1).

In Maths I learnt how to bisect angles. In English I learnt how to write summary's [sic] and essays. In Social Studies I learn't [sic] about Asia and it's [sic] climate, religion ect [sic] (B3).

Learning the right way to do maths and every other subject (C3).

Student Aspirations

Item 12 in the questionnaire was concerned with what students saw themselves doing once they were no longer enrolled in the Program. The responses to Item 12 are shown in Table 23.

In response to Item 12, nine students wished to return to school, three claimed they would look for work, and one believed she would be working. One individual wanted to enrol at TAFE, and one person circled both a. back at school and b. looking for work.

The dashes in column two indicate those students who were not interviewed, and in column three, those individuals whose whereabouts have not been accounted for. Of the nine students who indicated that after

Distance Education Centre they hoped to be back at school, only two returned to school.

Table 23

Student Responses to Item 12 in the Questionnaire

Student	a.back at school b.looking for work c.working d.other	Exit from DEC
C1	back at school	TAFE
C2	-	back at school
C3	back at school	-
C4	-	-
C5	back at school	employed
C6	back at school	re enrolled DEC
B1	-	school exemption
B2	back at school	-
B3	back at school	employed
B4	back at school	back at school
B5	-	-
B6	-	-
B7	back at school	-
B8	looking for work	back at school
B9	-	-
B10	-	-
B11	back at school	-
B12	-	-
B13	TAFE	Gnowangerup Ag.
A1	looking for work	-
A2	working	employed
A3	looking for work	school exemption
A4	-	still enrolled
A5	-	back at school

Other Comments made by Students, Parents and Tutors

Two parents and two tutors took the opportunity to comment about any aspect of Distance Education Centre in the space provided in the questionnaire. Their comments along with those of students were included in the following:

Students.

I enjoyed doing Distance Ed. The teachers always made sure you send your work in (A2).

I never got to finish any units because I got them late (B3).

Really good, stopped me from being bored and doing things I shouldn't be doing. I'd recommend Distance Education Centre to other kids who did not want to be at school (A1).

Good idea I suppose but it would be better if you didn't have to do English (B7).

I enjoyed the time I spent on Distance Education Centre (B4).

Tutors.

The following comments have been edited to include the relevant information for this study.

Tutor of student A3 - I'm not sure if all students such as . . . receive tutoring or supervision, but I don't think this type of work would have much value to an unsupervised 13 year old. . . . I also think that of equal or greater importance than the raw educational value has been the stabilising influence of the tutorial time and a chance to see education in a situation separate from the school/teacher conflict circumstances.

Tutor of student A4 - I've found that most of the work sent to . . . is unsuitable, it is either too childish or too hard. . . . is basically illiterate but needs to be treated as an adult illiterate. . . . should have face to face contact with his peers, he has been out of the school system for too long.

Parents.

Parent of student B4 - The period on DEC was helpful when . . . did the work, the teacher support was excellent. When . . . was ready . . . went back to school but the same results have been achieved which is lack of work, due to lack of attitude.

Parent of student B11 - Children like . . . have only their parents to stand by them. The education system requires them to be out of sight out mind. . . . We as parents feel the education system needs shaking up and children doing DEC need to have the same opportunities a child has at school. I mean he can't do Woodwork, Metalwork or sports and there is a lot more I could mention.

6.6 Summary

This chapter presented the findings from the research. The first section of the chapter provided information on the legal aspects of the process of exclusion, numbers and characteristics of students excluded from schools in Western Australia in 1990 and 1991, and included decisions made by the Minister for

Education. This was followed by a brief commentary on the characteristics and sources of funding of some of the off-campus programs that are operating for students and at risk students.

The third section detailed the organisational and administrative structure of the Referral Program. The final section was devoted to: (a) the characteristics and other details of excluded and at risk students, and (b) student perceptions of the provisions of the Referral Program. These findings are discussed in detail in the following chapter.

CHAPTER 7

DISCUSSION OF RESEARCH FINDINGS

Overview

The purpose of this chapter is to discuss the findings of the research presented in Chapter 6. This chapter is structured in two parts. The first part focuses on the contextual factors surrounding the exclusion of students from school. The second part offers a model to explain involvement of at risk and excluded students in the Referral Program.

7.1 Contextual Factors

The first contextual factor to be commented upon is the legislation regulations which defined the legal parameters of the study. Discussions of the other contextual factors are presented from the perspectives of the role of the Ministry of Education in respect of "at risk" and excluded students and its relationships with other agencies which provide services for these students.

Legislative Regulations

The absence of an American equivalent of a Bill of Rights has ensured that the legality of excluding individuals from mainstream schooling in Western Australia has not been questioned in the courts (see Chapter 3). Although the Education Act Amendment Act (1982) and the Regulations relating to exclusion and

suspension seem to be beyond question, this is not the case for section 4.6 in the document entitled, Procedures for Student Exclusion Review Panel issued by the Ministry of Education.

It would appear that the principle of natural justice (see Chapter 3) has been overlooked. There is no provision for the excluded individual to put forward his/her case. This brings into question the contention by the Western Australian Crown Law Department that there is no obligation on the part of the Ministry of Education to educate the child once correct procedures have been followed.

The point is that the procedures set down by the Ministry of Education may have been followed, but the procedures do not take into account the principle of natural justice. Although Birch (1990) stated that there is a lack of school related law cases in Australia this does not mean the trend will continue. If the Ministry of Education wishes to ensure immunity from future court cases which question the exclusion of students from mainstream schooling, then an urgent review of section 4.6 is needed.

The Ministry of Education

Although the information on excluded students received from the Ministry of Education was incomplete it is still possible to make some pertinent observations. Student exclusions from school in Western Australia appear to have increased since 1987. While Bain &

Macpherson (1990) found that an average of 20 students per year were excluded from Western Australian Government schools, figures from the Ministry of Education in the present study indicate that this had increased to an average of 45 students per year in 1990 and 1991. In effect, 53 of the total of 91 students were excluded in 1991. One possible explanation for the increase is, that since the abolition of corporal punishment in 1987, exclusion is now the ultimate sanction for student miscreant behaviour.

Role of the Minister for Education

Analysis of exclusion figures by Bain & Macpherson (1990) revealed that 37.9 percent of the students concerned between the years 1984 and 1989 were excluded from attending all Government schools. In 1990, 23.6 percent of students were excluded from further entry to all Government schools and in 1991 this had decreased to 16.9 percent.

This decrease appears to substantiate the Senior Consultant of Student Welfare's claim that in future fewer students will be excluded from all Government schools. The onus will be on the District Superintendent to find places for the excluded students in other schools. However, this policy advocated by the Senior Consultant has not, as yet, been introduced formally. As this officer was at great pains to claim:

Distance Education Centre should only be a last resort option . . . it will be policy that if a child is excluded from school it will be the responsibility of the District Superintendent to find a suitable educational placement for that student within the district.

According to the School Psychologist at the Centre, some District Superintendents are unaware of the programs available for at risk and excluded students. If this is true, then it is likely that these officers will put pressure on other schools within their districts to accept miscreant students.

While this may be justified on the grounds that schools are diverse institutions and a student who does not fit in at one school may do so in another, there are counter arguments:

1. Goodwill among schools in a district may decline if they find that, increasingly, they are required to enrol problem students from other schools.
2. This could result in a situation where the school accepting the miscreant student feels that it is "owed a favour" by the District Superintendent.
3. Finding alternative placements for disruptive students may not be a high priority for many District Superintendents. Hence students may be "overlooked" and eventually exit the system altogether.

The implications are that the relationships between District Superintendents and principals may become strained, and the placement of individuals with behaviour problems in an alternative school setting may not be in the best interests of the student.

Decisions made by the Minister for Education

Recommendations by Exclusion Panels are only that - recommendations. It is the Minister for Education who determines " . . . the final action to be taken by the Ministry" (Ministry of Education, 1990, p. 6). Exclusion panels may make recommendations about counselling or enrolment of an individual in a DCD program. However, unless these fall under the jurisdiction of the Ministry of Education, then the Minister cannot force parents to adhere to those courses of action.

It would appear that when parents or guardians receive notification of the Minister's decision, no other contact is made with them from a system level. Once the students are enrolled at Distance Education Centre, there are no enquiries by the Ministry of Education about progress, length of enrolment or what has happened to the student once they have left Distance Education Centre. If the Ministry of Education either has no role in the follow-up of students who have been referred to Distance Education Centre, then the Centre appears to be nothing more than a receptacle for individuals whom the schools cannot handle.

An anomaly which emerges from the present findings

relates to the students who are recommended to enrol at Distance Education Centre and who do not enrol. In 1990 and 1991 there were five such individuals. Two were each aged 13, and 14, and one aged 15. Despite enquiries in this study, no one seems to know what happened to these students. Effectively they disappeared from the education system and, it must be assumed failed to continue with their education. It would seem logical to propose that the Ministry of Education must be accountable to some extent for the educational provisions for these students. In this context, recommendations by the Minister for Education appear to be hollow statements. They are little more than a procedural requirement set down by statute law.

Numbers and Characteristics of Excluded Students

The features of student exclusion from school for the years 1990 and 1991 in Western Australia agree with research findings within Australia and from overseas. Research from elsewhere indicates that boys and minority groups are over represented in exclusion numbers. In Western Australia, the numbers of boys and Aboriginal students excluded from Government schools for the years 1990 and 1991 are shown in Table 1.

Table 1

Number of Boys and Aboriginal Students Excluded from
School for 1990 and 1991

Total Exclusions	Year	Boys	Aboriginal Students
38	1990	29	16
53	1991	50	16

These findings, like the over representation of 14 year students, is not new, but what is disturbing is that the trend continues. Literature from overseas during the 1970s and 1980s had revealed phenomena similar to these. However, there appears to be no attempt by the Ministry of Education to either acknowledge, analyze or take measures to halt this continuing trend.

The Select Committee on Youth Affairs (Watkins, 1992, p. 68) failed to mention the imbalance of males in suspension and exclusion figures; although, the Committee did acknowledge that cultural differences between Europeans and Aboriginal people led to the suspension and exclusion of Aboriginal students. The Committee believed, "This problem is being addressed, at least in part, by the extension of the Aboriginal Studies Program". This program will not be available to all schools until 1996. Perhaps in the long term this program may contribute to a decrease in exclusion figures among Aboriginal students. In the short term, the problem remains.

This over representation brings into question the principles of equity underlying the Ministry of Education's Social Justice Policy (1990), and is in sharp contrast to the broad intentions of the Statement of Ethos & Purpose (Ministry of Education, 1991):

To ensure that our students develop the understandings, skills and attitudes relevant to individual needs, thereby enabling them to fulfil their potential and contribute to the development of society.

Students excluded from mainstream schooling are unlikely to attain the educational and social competencies needed to contribute to the development of society. Until there is an acknowledgement by the Ministry of Education that the disproportionate number of males and Aboriginal students is an equity issue that needs to be addressed this trend will continue.

Off-Campus Programs

Since the late 1980s, there has been a proliferation of off-campus programs. The 17 programs described in Chapter 6 represent neither the total number of programs currently in operation nor those in the planning stages. While research from overseas and within Australia has indicated clearly that off-site centres are philosophically, socially and educationally unsound, the trend to establish these programs as a means of dealing with difficult students continues in Western Australia.

Increasingly, researchers have questioned the continued use of the crisis-management approach to discipline. The off-campus programs perpetuate the belief that the problem is within the child and once the child is removed from the school situation the problem is solved. Those involved in the setting up of these programs should reflect on Lloyd-Smith's (1987) statement:

This fact raises the important question of whether it is possible that the expansion of provision for deviant youngsters has itself contributed to the increased incidence of deviance. Superficially, the expansion would seem to be a simple response to increased demand but there are two ways in which the reverse relationship might operate. Firstly, the very existence of a form of provision, coupled with increasing capacity, might discourage the use of alternative ways of dealing with the problem which may not have led to formal identification. . . . Secondly, the facilities themselves may unintentionally constitute part of a socialization process which confirms and strengthens a young person's deviant identity . . . (pp.47-48)

The suggestion by Lloyd-Smith that the proliferation of programs such as these may discourage alternative ways of dealing with deviant behaviour appears to have some foundation. Increasingly, off-campus programs are seen as a legitimate way of disposing of miscreant students.

Of the 17 programs identified in Tables 4 and 5 (Chapter 6), 10 have been established since 1989.

Expansion of off-campus programs is indicative of quick-fix responses; and administrators and governments who disregard the literature both from within Australia and overseas. Decisions made by the Minister for Education in 1990 and 1991 indicate that these programs are seen as viable alternatives in which excluded students can continue their education.

In 1990, these programs constituted 34.5 percent of Ministerial decisions, and 33 percent in the following year. These are substantial proportions and indicate the Minister for Education's endorsement of such programs. If these trends increase in the future this will endorse further the existence and increase of off-campus programs.

7.2 The Setting

The administrative and organisational elements of the Referral Program for excluded and "at risk" students constituted the "Setting" within Distance Education Centre (see Chapters 4 and 6).

Administrative Structure

The line management structure of Distance Education Centre (see Figure 1, Chapter 6) signifies that its main function is to provide a service for geographically isolated students. Although individuals who are isolated, other than geographically, are enrolled they

are not the main focus of the Centre. This is indicated by:

1. The division of the state into geographic regions for administrative purposes.
2. Appointment of regional coordinators.
3. The allocation of students from all regions to each subject area.
4. The inclusion on the School Council of a representative from the Isolated Children Parents Association.
5. Restriction of places in the Referral Region.

The implication is that the special needs of referred students are not catered for in the administrative structure of the Centre. For example, neither of the school psychologists, who are the regional coordinators for the Referral Region, is a member of the major decision-making body in the school, the School Council. The funding of the Referral Program is another indication that referred students appear to be an appendage rather than an integral part of the administrative structure.

Funding of the Referral Program

The allocation of \$600 from the School Grant (refer to Chapter 6) is hardly a substantial amount of money for an annual budget for the Referral Program - being only 0.6 percent of the total. When this amount has to be shared with another program the amount seems negligible.

The disturbing aspect is that the School Psychologist was unaware of the budget allocation for the program in the School Development Plan, and had never questioned the Finance Committee about the funding of the program. This indicates that either the School Psychologist is unaware of how the School Grant is dispersed within the school, or she feels that the Referral Program has adequate funding. However, it could also be concluded that the Referral Program is not a high priority for the Distance Education Centre. There is no indication in the current School Development Plan that funding is likely to increase in the future.

Organisational Structure

Although the Referral Program caters for a variety of individuals such as those who have medical problems, pregnant teenagers, adolescent mothers, as well as at risk and excluded students, the conditions of enrolment are the same. That is, students must be isolated and are required to send in work on a regular basis. While it may be beneficial for pregnant teenagers and students with medical conditions to work in isolation it is questionable whether these conditions are suitable for miscreant students. If these group of students have difficulty in working in a structured environment then their chances of succeeding in an unstructured environment are limited unless adequately supervised.

Liaison between the School Psychologist and the Deputy Principal of lower school occurs when the former

needs a second opinion about an enrolment, the quota has been exceeded or an anomaly has occurred. The day to day running of the Referral Program is left to the school psychologists.

When the School Psychologist was appointed in 1990 she found it difficult at first because there were no guidelines or policy. She informed the researcher that the enrolment of students was left to her discretion and if she was in doubt she would confer with the Deputy Principal of lower school or the Senior Welfare Consultant in the Ministry of Education.

The School Psychologist appears to have an unusual amount of discretionary power. This is confirmed further as she makes the majority of decisions concerning referred students and only consults with the Deputy Principal of lower school on exceptional cases. Although decision-making structures are in place, the Referral Program seems to operate outside of these structures.

Reference to the Referral Program is found under the heading "Provide Services to Other Schools" in the School Development Plan and Maintenance Programs 1992-93 (1992):

The Referral Program has been monitored and has had Ministry of Education support. However, there is a perceived need for the Ministry of Education, district offices and schools to be made more aware of the functioning of the program and the conditions under which it operates. New programs are being developed by the Ministry of Education,

Department of Community Services and other bodies and it is felt that DEC should have an association with these groups. (p. 10)

The perplexing aspects about this account are that it raises more questions than it answers about the Referral Program, and is contradictory. The first question is when has the Program been monitored? To the researcher's knowledge there has been no formal monitoring or evaluation of the Referral Program. The second question is, what association is DEC likely to have with these groups? It would be hoped that the association is not one of a mere supplier of materials.

The contradiction is that if the Ministry of Education supports the program then surely the Ministry must be aware of how it functions. The extent of the Ministry's support has been a verbal acknowledgement by the Senior Consultant of Student Welfare that the Referral Program exists. There is no central policy on the Referral Program and, from the evidence, it is quite likely there is not going to be one.

The absence of guidelines and policy, coupled with the limited amount of funds, reinforces that the Referral Program is not a high priority for the Ministry of Education and Distance Education Centre. It would appear that once miscreant students are enrolled the Ministry of Education and Distance Education Centre. What happens after enrolment will be discussed in the section entitled Scenario.

7.3 The Scene

As indicated in Chapters 4 and 6 the "Scene" refers to the day to day operation of the Referral Program. All referred students are enrolled by the School Psychologist who is also the Regional Coordinator of the program.

Allocation of Referred Students

Currently, the key people in the Referral Program are the School Psychologist, 12 teachers and 23 excluded and at risk students. Allocation of students is simply based on teacher workload. No consideration is given as to whether teachers have qualifications or experience in dealing with low achieving students or students with learning difficulties.

Two special education teachers are employed to teach students with learning difficulties; however, students enrolled in the Referral Program are not tested formally. Unless a student's school report indicates that he or she has a learning difficulty it is unlikely that they will receive any special tuition throughout their enrolment.

Table 6 in Chapter 6 showed that 75 percent of teachers allocated referred students were new to the Centre. Only one out of the 12 teachers concerned had substantial experience in dealing with low achieving students. Comments by teachers such as "new teachers are allocated referred students because the majority of more experienced teachers do not want to teach them" appear to be substantiated. There is a widespread belief among

teachers at the Centre that these individuals are a "waste of time" because they do not do any work.

The allocation of referred students to teachers is little more than an administrative process carried out by the Head of Department. Unless a teacher specifically requests to teach these individuals they are likely to be allocated to new teachers or to teachers who have not reached their quota of students.

Logically, referred students might be expected to be allocated to teachers who have experience with, and an interest in, low achievers - given their special needs. The allocation of referrals to new teachers perpetuates the present system. New teachers soon realise that they have been allocated the students because other teachers do not want them. The negative view held by the majority of experienced teachers that these children do not do any work is also passed on to new teachers, which in turn clouds their expectations of what these students will, and will not do.

Course Selection

Course selection for excluded and at risk students is at the discretion of the School Psychologist who bases her decisions on school reports. The majority of teachers interviewed were satisfied with this arrangement. The point is that teachers are the subject specialists and should be consulted before a decision is made. Although the school report is helpful in the selection of units for the student problems can arise as

many of these students have gaps in their learning and the school report may not be an accurate indication of the individual's ability level.

Students who are identified as having learning difficulties should have diagnostic tests carried out by the School Psychologist. If the person is in the country arrangements could be made with the district office for the formal testing to be done.

It would seem logical to suppose that when students are enrolled they are allocated units at appropriate levels. However, this was found not to be the case. Furthermore, students in the country areas without access to tutors were found unlikely to contact the School Psychologist or the teacher to say that the unit is too difficult. Whereas tutors of students would be more likely to contact the School Psychologist if the units were inappropriate. Contact between tutors and the Centre will be discussed further under the heading of "Scenario".

Inappropriate selection of units may be a possible reason why students do not send in the work. The print materials at Distance Education Centre are designed for students learning in the distance mode and are based on the assumption that all students can read and are literate. However, without formal testing this cannot be taken for granted.

One perturbing aspect of the course selection for referred students, was found to relate to those students who were working on modified units. These students

receive no accreditation for modified units. Their programs of work are designed by the special education teachers for students with literacy or numeracy problems. The modified programs differ from the unit curriculum units in that: (a) they are not published units of work and, in some cases, may only consist of a series of worksheets, (b) they are not recognised by the Secondary Education Authority or any other organisation outside of Distance Education Centre.

The main argument for modified units is that the work is designed to meet the needs of students who cannot cope with the unit curriculum. However, there are three major concerns about modified units. The first concern is that the stated aim of the Referral Program is reintegration into schools. For those students who have been working on modified programs of work, the transition back to school and to continue with unit curriculum must be extremely difficult if not impossible.

One of the arguments against off-site centres in Great Britain was the poor rate of integration of students back into mainstream schooling. Although there were no figures available within Western Australia to substantiate or refute this, it could be assumed that the successful reintegration of students back into mainstream schooling would be unlikely.

Another factor working against the reintegration of students is that more than 50 percent of excluded and at risk students were enrolled in units at different stages in the unit curriculum. Although Distance Education

Centre allows this flexibility, problems arise when students return to school. The majority of schools are unable to offer students units at different stages in the unit curriculum because of timetabling constraints.

The second concern is that if students do not return to school they have little chance of continuing their education in TAFE or gaining meaningful employment. As stated in Chapter 2, the focus of TAFE has changed. Now, students are expected to have completed year 12 before they apply for entry to courses. The educational and social implications of young individuals excluded from mainstream schooling, TAFE and employment are disturbing.

The third concern is the over representation of Aboriginal students enrolled in modified units. Out of the eight Aboriginal students studied, five were enrolled in these units. The number of Aboriginal students enrolled in modified units contradicts Objective 1 in the "Guidelines for the Education of Aboriginal and Torres Strait Islander Students" in the Ministry of Education's Social Justice Policy (1991, p. 5): "Continuing improvement in the educational outcomes of Aboriginal students from K-12".

Supervision of Students

All of the teachers interviewed in this study agreed that students worked best when they were supervised. Out of the five Aboriginal students who had tutors, three were in Category A. These were individuals who had worked consistently throughout their enrolment.

Supervision arrangements for Non-Aboriginal students are left to parents or guardians. The exception was student A5 who was supervised by an education officer from the Department of Community Development. The reason for this involvement was that the family were experiencing difficulties and the young age of student. When the students are enrolled in the Referral Program no stipulations are made by the School Psychologist about the supervision of students' work.

In general, it is difficult for even the most motivated of students to work on materials in isolation. To expect individuals who are not motivated to work in isolation is unrealistic. Also, to expect unmotivated students to work in isolation on materials that may not be suitable is only placing students in situations of failure and perpetuating a negative cycle.

The officer at Jerendine Consultancy was adamant that tutors were employed to teach not supervise. Alternatively, Distance Education Centre views the role of the tutor as one of supervision. It is clear from the correspondence in students' files that tutors take an active part in students' learning. The expectation that tutors should supervise only is naive. As noted previously, the majority of Aboriginal students were working on modified units. Therefore, these students need teaching, not supervising to assist them with their learning.

As Aboriginal students are entitled to tutors who are employed to teach, not supervise, then the referral

of these individuals to Distance Education Centre needs to be questioned. The expectation that tutors will teach surely must involve the designing of individual programs suitable for these students. If this is the case then there is no need for students to be studying Distance Education Centre materials.

Teacher Induction to the Referral Program

The extent of teacher induction into the Referral Program was found to comprise a morning tea to welcome new staff, and updates from the School Psychologist to teachers throughout the year. These updates were in the form of written memos to teachers of referred students about a change in address, a change in work habits or a notice of withdrawal.

Staff who are allocated referred students throughout the year because their workload has decreased are unlikely to be given any introduction or background information on the Referral Program. The implications are that:

1. The special needs of these students are overlooked.
2. Staff are not given any instruction or inservice on how to approach the teaching needs of these individuals.
3. Staff are not warned about any problems that may arise.

4. Staff could perceive that the Program has little relevance.

These staff usually rely upon what other members of staff tell them about their experiences of working with referred students. As there is a negative perception among teachers about these individuals, this sentiment tends to be perpetuated.

It is evident that staff are not given an adequate introduction to the Referral Program. There is a self-evident need for them to be made aware of what is involved in working with referred students. Staff need strategies to cope with low achieving students or unmotivated students who may be experiencing difficulty in working in isolation without appropriate supervision.

7.4 The Scenario

The "Scenario" were the factors that contributed and influenced the at risk and excluded students' education. These factors were categorised further under the categories Incident, Tactic, Strategy and Game Plan. This section is divided into two parts. The findings from interviews with teachers will be discussed in Part One. Part Two will focus on the findings derived from students' files.

Part One:

Teachers' Attitudes to Working with Referred Students

As stated earlier there appeared to be a belief that referred students were "a waste of time", the majority of teachers interviewed had a positive attitude toward working with referred students. Teachers acknowledged the negative feeling amongst teachers that these students completed little work. This negative attitude appeared to be directed at teachers of referred students. Comments made by other teachers inferred that these teachers of had a relatively light workload because of the tardy return of work by students.

On the one hand, the negative view about these students appeared to be justified. Referred students who worked consistently were in the minority. Alternatively, this negative view may be in part a contributing factor why the majority of these individuals do not send in the work. The expectation by teachers that students will not work may affect their approach and be self fulfilling.

Teachers' Attitudes to the Success of the Referral Program in Providing an Alternative to Mainstream Schooling

The reticence shown by the other teachers about committing themselves to the success or otherwise of the program was interesting and somewhat enlightening.

The non-committal attitudes shown by the majority of teachers could be interpreted in two ways:

1. The difficulty for teachers in measuring and defining success. For example, if enrolment in the Referral Program gives the student a chance for positive interaction with teachers, but does not achieve anything in educational terms then the program could not be classified as totally unsuccessful.
2. Teachers realise the "political" implications of stating that the Referral Program is unsuccessful. An acknowledgement by teachers that the program is unsuccessful could lead to disbandment which in turn could lead to a cut in staff numbers. Stakeholders such as the School Psychologist and teachers have a vested interest in this program.

Teachers' Opinions about Changes to the Referral Program

One key to success in learning through the distance mode is regular contact with teachers. The majority of teachers would like to see more contact with the student at enrolment time and throughout their time on the program. One way of accomplishing this for metropolitan students is to bring them into the Centre for regular tuition. The country students are disadvantaged unless they are allocated a tutor. Enrolment of at risk and excluded students from country regions should be contingent upon adequate supervision arrangements.

The physical separation of the School Psychologist from other members of staff is a problem at enrolment time. When students come into the Centre to be enrolled

the School Psychologist rings the teachers concerned, and they are asked to go over to Construction House to meet the student. Construction House is situated across the road from the main Centre. If staff were given advance notice of a student's pending enrolment this inconvenience could be avoided.

Two pertinent points about changes to the Referral Program included a change of name and units designed for students with learning difficulties. There is no doubt that the word "referral" has negative connotations and the name should be changed. The number of students enrolled in modified units, which has been discussed earlier supports teachers' contentions that there is a need for programs to cater for students with learning difficulties.

Pastoral Care Arrangements for Referred Students

Pastoral care arrangements are left to individual teachers and the school psychologists. There are no guidelines in place for new teachers. However, at the beginning of the year as part of the induction program for new teachers a session is held on "Motivating Students". This session is run a teacher who has an interest in motivating students and does not cover such areas as the reluctant learner or students with learning difficulties.

There are no formal pastoral care arrangements within the Centre. The allocation of referred students to new teachers who have not been given any guidelines or

in service is a clear indication that pastoral care arrangements will only ever be mere rhetoric. If the Centre was serious about pastoral care then formal structures would be in place.

Part Two

Characteristics of Excluded and At Risk Students

The over representation of males and Aboriginal students enrolled in the Referral Program is consistent with research findings from overseas. All Aboriginal students were official exclusions. Research from other countries indicates that a disproportionate number of males and minority groups are found in off-campus centres.

Although the majority of excluded and at risk students were placed in Categories A and B, 30.7 percent of school exclusions were in Category C. This high percentage, coupled with actual achievement, would appear to indicate that learning in the distance mode is unsuitable for these individuals.

Time line for excluded students in Categories A, B and C.

A time line for school exclusions in all categories is shown in Figure 1.

Figure 1. A time line for excluded students enrolled in the Referral Program.

Exclusion from school	Exclusion Panel	Minister's decision	Enrolment at DEC
2-55 days	18-67 days	13 days- 11 months	

According to the Senior Consultant of Student Welfare, the maximum length a child can be suspended from school is 15 school days. If the Minister for Education has not made a decision after 15 school days, the child is entitled to return to school. However, this is rarely, if ever, the case.

The Senior Consultant of Student Welfare explained in an interview with the researcher that the reason why the Minister's decision took so long was that this particular Minister took each exclusion case very seriously and would not make a decision unless she was satisfied that she had all the appropriate and relevant information on which to base her decision.

The length of time from exclusion from school to enrolment at Distance Education Centre, and the procedure followed once the Minister for Education has made a decision raises a number of grave concerns:

1. It is unlikely that disaffected students who have been out of mainstream schooling for this period of time will be motivated to work in isolation, on Distance Education Centre materials.

This appears to be the case for students in Categories B and C.

2. It is commendable that the Minister for Education takes each case seriously, but since the student has been through the formal procedure of exclusion it is logical to suppose that all the relevant documentation has been considered by all parties before it reaches the Minister.

3. The length of time that students are out of mainstream schooling raises questions about their activities and who is responsible if these individuals fall short of the law. One of the concerns highlighted in the Select Committee for Youth Affairs Report (see Chapter 2) was that excluded and suspended students were susceptible to involvement in juvenile crime. Surely this situation is aggravated if juveniles are outside of mainstream schooling or alternative educational settings for periods as long as 13 months.

4. As exclusion is legal process surely documentation such as the letter forwarded to parent(s)/guardians by the Minister for Education should be dated and all parties affected by the decision informed.

The procedure for excluding students from mainstream schooling needs to be reviewed urgently. A time frame should be stipulated from exclusion from school to the Minister for Education's decision and enrolment in an

alternative education setting. Although the formal structures are in place, they appear to be a veneer for ad hoc procedures.

These ad hoc procedures bring into question advice from the Crown Law Department to the Ministry of Education (refer Chapter 3) that the Ministry of Education had no responsibility to educate the child once the correct procedures had been followed nor was the compulsory attendance requirement binding. The point is whether correct procedures have been followed when students are out of mainstream schooling for as long as 67 days while they await a decision from the Minister for Education.

Once the Minister for Education has made a decision, the parent(s)/guardian(s) are notified by letter. The onus is then on the parents to contact the District Superintendent in their region to make further arrangements. For example, if the Minister's decision is that the student enrol at Distance Education Centre, the parent(s)/guardian(s) would contact the Superintendent at the District Office who then would contact the School Psychologist at Distance Education Centre. Until this point of contact has been made, the School Psychologist at DEC is unaware of the impending enrolment.

It is then left to the School Psychologist at the Centre to arrange an appointment to enrol the student. At enrolment the parent(s)/guardian(s) are asked to bring the letter informing them of the Minister's decision.

The School Psychologist has never seen a date on any of these letters.

Individual Student Profiles

The individual student profiles were divided into three categories. Category A comprised students who appeared to have worked consistently. Category B included individuals who had worked inconsistently, and Category C encompassed those who did not submit any work for assessment.

Category C Students

It is apparent that students in this category were academically weak, and in the case of those three enrolled in modified units, in need of specialist tuition. The poor academic achievement of these students suggests that either the units were unsuitable for these individuals or working in isolation was not a suitable mode of study.

Not all files for students in this category could be found. From the files located, the documentation shows that little contact was made between teachers and students. Apart from initial forms of contact by letter or telephone by the teacher, there was little contact during the students' period of enrolment.

As the majority of individuals in this category were academically weak it is logical to assume that more contact would have been initiated by the teachers to make sure that the students were coping with the units of work. It is also questionable whether students who are

in need of remedial tuition should be enrolled at all, unless they are able to come into the Centre on a regular basis for tuition.

A disturbing feature of this category was the period of enrolment which ranged from 5 to 10 months. The fact that individuals were enrolled for this period of time without completing any work is unacceptable and appropriate measures should have been taken. This may have meant notifying the Senior Consultant of Student Welfare that enrolment at Distance Education Centre was not suitable for particular students.

Tactics.

The tactics adopted by teachers were mainly to make initial contact with the students. Apart from written and telephone contact to request work, no other tactics were adopted by the teachers. For academically weak individuals, other tactics needed to be adopted. For example, audio tapes could have been sent, along with materials which are visually appealing, and regular visits arranged for individuals in the metropolitan area.

Strategies.

Strategies used by teachers were designed to motivate and encourage students. It is very clear that these strategies were unsuccessful.

Game Plan.

The Game Plan for teachers was to initiate and maintain contact with students through receipt of work and motivation. There was little evidence in files to support this actually occurred. The extent of teacher involvement appeared to have been initial letters and telephone calls to make contact and inquire about receipt of work.

There was no documentation to suggest teachers continued to maintain contact once initial overtures had been made. Apart from two memos from the School Psychologist in one person's file, there was no documentary evidence to suggest that she sought any further contact with students.

It would appear that excluded and at risk students in this category needed more support than the average person enrolled at the Centre. Early intervention is needed by teachers and the School Psychologist when it is apparent that individuals are not sending in work. Unmotivated students and those who have been out of mainstream schooling for as long as six months are unlikely to respond to a letter or telephone call.

Category B Students

Similar to Category C students, most individuals apart from one, were found to be working on units below their year level. The major difference between Category

C and Category B was that some students completed units of work.

Contact between teachers and students was more prolific than in Category C. Student, B4 was enrolled for the longest period of time and had the most contact with teachers. This person also completed four out of five units. The amount of contact is important. Teachers need to establish a rapport with students if they hope to receive any work from these individuals.

Tactics.

Contact between teacher and student did not necessarily equate with work completion. For example, B13 had more contact with teachers than other student, apart from B4, but did not complete any units. According to the special education teacher this individual had a very negative view of teachers, but during his enrolment he initiated telephone calls and sent the teacher a "Get Well" when she was on sick leave. Although he did not achieve academic success, his enrolment provided a positive interaction with the teacher.

Apart from two individuals, B4 and B13 there was little contact between teachers and students. One person who had been enrolled for 11 months was only contacted three times, another student who was enrolled for five months had only been contacted five times. Both of the these individuals were Aborigines and one had a tutor. It would seem that having a tutor, does not always guarantee success on the Referral Program.

Only four students had any personal contact with teachers during their enrolment. This personal contact was at enrolment time. The exception was B13 who was lived in the country and had on three occasions met with his teachers. Considering that the majority of students in this category were from the metropolitan area it would be logical to assume that there would be more personal contact. However, this was not the case. Like those in Category C the tactics used by teachers were mainly telephone calls or letters.

Strategies.

The strategies employed by teachers were wider in this category than in Category C. The main reason for this was that these individuals had started to send in work, and some teachers were able to build a rapport with some of their students by responding positively to their efforts.

Although teachers were able to use other strategies, the work completion rate was poor. Responding positively to student's work and instruction by letter and telephone may have resulted in a change of attitude for some, but other strategies are needed if students are to achieve academically.

Game Plan.

The files for these individuals indicated that the major role of the teachers was to maintain contact, instruct, motivate and assess. The School Psychologist

appeared to have a minor role once students were enrolled in the program. Her role consisted of occasionally updating teachers on a student's whereabouts.

Similar to Category C, there was no evidence to suggest that students received any counselling. Pastoral care appeared to be a positive response to work received by the teacher or initiation of a telephone call to inquire about the tardy return of work.

If achievement is measured by the completion of units, then overall the academic achievement for these individuals for the period of their enrolment seems to be poor. Enrolling students for periods as long as 17 months cannot be justified if students are not working. However, work completion while enrolled in the Referral Program needs to be compared with students' academic records from the schools at which they were enrolled previously before a judgement can be made.

Category A Students

The perturbing finding in this category were the two Aboriginal students, A3 and A4, who were enrolled for the longest period of time and had completed two modified units each. The completion of modified units does not equip students to enter the workforce, enrol at TAFE or reintegrate into mainstream schooling.

Much of the contact for individuals in this category was by letter. Similar to other categories there was little if any personal contact. Most of the written contact was in response to work received by the teacher.

Tactics.

Out of the 29 letters for student A3, 12 were from his tutor to the teacher. This student was in the metropolitan area and there was no personal contact during his enrolment period of 25 months. The written contact was 16 letters by the teacher over this period.

Student A4 was enrolled for the longest period and most of the contact was between the tutor and the teacher. Over a period of 27 months the teacher had written 29 letters to the student. Although the tutors were able to be contacted by telephone, there was no documentary evidence that telephone contact was made between the tutors and the teacher, or the teacher and the student. It would seem for this individual that his tutor was the "teacher" and the teacher at Distance Education Centre was no more than a supplier of materials, and an advisor to the tutor.

For those enrolled in modified units, correspondence by letter seems an inappropriate means of maintaining contact. The question also needs to be raised as to the social development of students who have behaviour problems working in isolation for periods as long as two years.

Strategies.

The strategies for students in this category, were similar to those for students in Category B. Individual differences were not taken into account. Strategies

remained static regardless of whether students were working on modified units or units appropriate to their year level. The ability of individuals in this category to send in work consistently was due to the support they received from their tutors, and in the case of A1, family, rather than the strategies employed by teachers.

Game Plan.

Teachers of four out of the five students in this category were able to liaise with tutors of the students. Therefore, while the role of the teacher was not extended, students were able to receive support from their tutors. There is no doubt that without the support of the tutors, these Category A individuals could well have been in Category C.

The overall involvement of at risk and excluded students is shown in the next section.

A Framework for the Involvement of Students in Categories A, B and C

The descriptors Incident, Tactics, Strategy, and Game Plan enabled a framework to be constructed for excluded and at risk students involvement in the Referral Program. The Game Plan shows the phases of involvement in the Referral Program, the Tactics the major routines, and the Strategies the supporting routines. The framework is shown in Figure 2.

Figure 2. A framework for the involvement of students in Categories A, B and C.

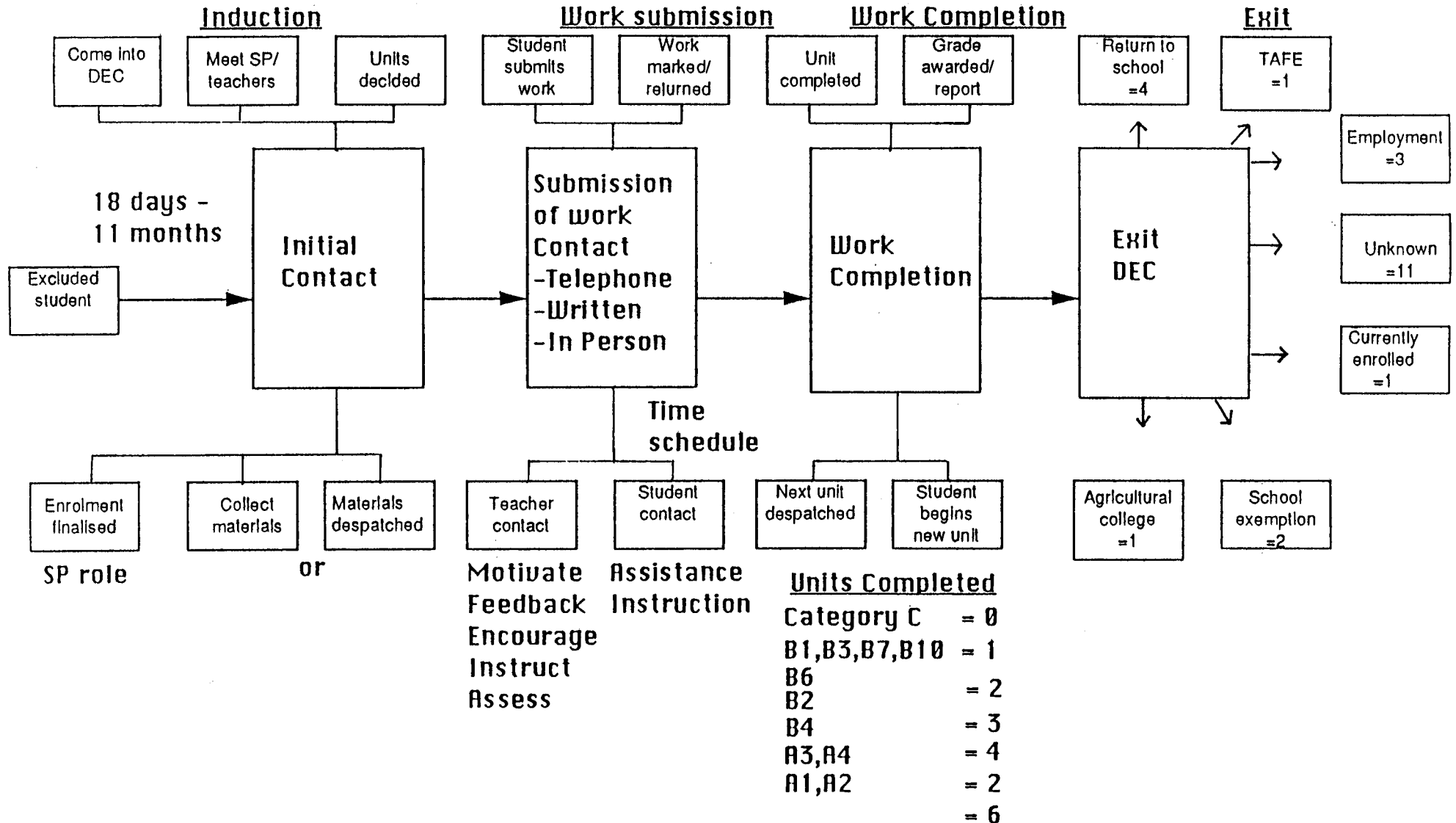


Figure 2 indicates that the same routines are used for all category of students whether they are achieving or not. These routines are similar to those students who are isolated geographically except these students are included on regional visits and invited to participate in camps. No such provision is made for miscreant students which seem to emphasise further that the special needs of these students are not catered for.

At risk students achieved more while enrolled in the Referral Program than did official exclusions. For example, B3, was the only official exclusion in Category B who completed a unit of work. The one exception was A2, who completed six units. Of the 11 at risk individuals, only two were placed in Category C.

One possible reason why at risk students achieved more than those who were official exclusions may have been that they were enrolled in the Referral Program without any delay. Whereas the majority of official exclusions were out of mainstream schooling for too long a period.

Aboriginal students made up 61.5 percent of official exclusions and it is evident that their achievement has been limited. It is questionable whether these individuals, the majority of whom were in need of remedial tuition, should have been enrolled in an educational setting that relies solely on print materials.

Much of the contact between teachers and students is by letter. Although all teachers have access to a

telephone this is not the case for all students. Written contact for individuals with low levels of literacy and working in isolation is inappropriate. It is not surprising that many do not complete the amount of work required.

The length of enrolment in the program is another area of concern. There can be no justification for students enrolled for periods as long as 11 months without sending in work, nor the enrolment of individuals on modified units for as long as two years. According to the School Psychologist that if a student is not working then the only recourse Distance Education Centre has is to notify those involved, such as the District Superintendent or withdraw the student from the Referral Program. The Ministry of Education does not contact the School Psychologist to inquire about the student's progress. There is a need for the involvement of individuals in the program to be monitored and assessed to ascertain whether learning in the distance mode is a suitable alternative to mainstream schooling.

7.5 Students' Perspectives

Student perspectives will be discussed under the same headings as in Chapter 6.

Contact with Teachers

It is interesting to compare the students' perceptions with the documentation in their files. Student A3 maintained he had never had contact any

contact with his teacher, but his file contained 12 copies of letters sent him. Student A2 stated she usually contacted the teacher, whereas her file showed that most of the contact was between the tutor and the teachers.

For Category B students B11 and B13 said that they usually contacted the teachers, but documentation in their files showed that most of the contact was initiated by the teachers. Student B8 described contact with teachers as often though the documentation in the file did not support this statement. Student B2 stated that he had initiated the contact and again this was not substantiated by the documentation.

One person in Category C described contact as often, but the file for this individual showed very little contact.

There is a discrepancy between what some students have said and what is recorded in their files. There are two possible reasons for this. The first is that not all subject files for students could be located. Second, it is quite likely that the documentation in the files is incomplete. Teachers are required to document all contact, but this does not always happen. Therefore, students may well have rung the teachers, but the telephone call was not recorded.

Overall, responses by students show that there is not a lot of contact between students and teachers. Only seven individuals out of the 15 interviewed stated that if they had a problem they contacted their teachers. The

remaining eight sought assistance from tutors or members of the family which further diminished any form of contact.

Enrolment at Distance Education Centre

Enrolment at Distance Education Centre for at risk and excluded students is done through the School Psychologist. Those in the metropolitan region are expected to come in to the Centre to enrol and obviously for people in the country regions this is not always plausible. Two students from the metropolitan region stated that they did not come into the Centre to enrol and that their parent(s) organised the enrolment.

It is important for individuals to come in to the Centre to enrol. During enrolment students are introduced to teachers and instructed how to organise themselves while learning in the distance mode. Initial contact is important and if students are unable to come to the Centre for enrolment, alternative arrangements need to be made.

Students' Work Habits

Three out of the six students in Category C spent less than one hour a week on school work, and one person didn't know. It is not surprising then that students in this category did not complete any units.

Six out of seven individuals in Category B worked from one to six hours a day on school work, and one

student sent a paper in every fortnight. This student completed one unit during the period of enrolment.

There were inconsistencies about the time that some students stated they spent on schoolwork and their actual achievements. B3 stated that she spent six hours a day on schoolwork yet during her enrolment period of 13 months she only completed one unit. Student B2 spent four to six hours a day on schoolwork yet after being enrolled for 18 months he had only completed four units. Other individuals, B8, B11 and B13 all claimed to spend six hours a day on school work, but none of them completed any units.

Category A students' statements were more consistent with their achievements. For example, A1 stated that he spent six hours a day on schoolwork and during his enrolment period of 10 months, he completed six units. A2 claimed she spent five hours a day on schoolwork and this student completed 6 units.

The tutors of A3 and A4 were employed for five hours a week, and apart from these five hours these individuals did not do any school work. It is disturbing that these students were enrolled in modified units and only received five hours tuition a week. According to these individuals when they were not doing schoolwork they were playing, riding a bike and playing video games. The amount of time spent on schoolwork ensures that these students will never be able to reintegrate into the school system successfully.

All students working in the distance mode need support to organise a timetable and work for a set period each day. Those in the Referral Program need more support than the average person as the majority of these individuals are unlikely to have the self discipline and motivation to work in isolation or for a set period of time. It is apparent that the work schedules did not achieve the purpose for which they were designed and as such alternative arrangements need to be made.

The activities of individuals other than schoolwork is a point of concern. The likelihood of suspended and excluded students becoming involved in juvenile crime has been documented (see Chapter 2). To place these individuals in an unstructured learning environment may increase their chances of becoming involved in juvenile crime.

Students' Attitudes

Four out the six students in Category C responded positively to working in isolation and three thought it had been worthwhile enrolling at Distance Education Centre. One person in this category found the units of work hard. Although the four students responded positively, the reality is they did not achieve anything during their enrolment. Contact was minimal, and not one person completed a unit of work.

The responses for those in Category B were varied. B2 claimed that he worked more and did in fact complete three units. B3 and B11 found working in isolation

boring, B3 completed only one unit in 13 months and B11 completed no units. Two people, B8 and B13, believed it was better than being at school and both of these students did not complete any units. B4 and B7 thought working in isolation was lonely. B4 completed four units whereas B7 completed one.

For Category A, three out of four students thought that working in isolation was better than school. All four thought it had been worthwhile enrolling at Distance Education Centre.

Overall, those individuals who were interviewed or sent questionnaires had a positive opinion about working in isolation, the units of work and that it had been worthwhile enrolling at Distance Education Centre. Two students found the units hard and one had difficulty with the English unit. One person replied that it had not been worthwhile enrolling at the Centre.

The students' positive attitude is in sharp contrast to their achievements while they were enrolled at the Centre. In terms of academic achievement, only two individuals in Category A managed to complete a total of six units. Students in Category C had a positive attitude, but they did not complete any work. Three people in Category B were positive about DEC, but failed to complete any units.

It is pleasing that Distance Education Centre has provided some of these students with an opportunity for positive interaction with teachers, and eight of the individuals believed that they had learned things since

their enrolment. However, in educational terms very little has been achieved for any of them apart from two students in Category A.

Students' Aspirations

The major concern is those individuals whose whereabouts was unknown. Students either lose contact with the Centre, apply for a school exemption, return to school or find employment. Once students are no longer enrolled in the Referral Program there is no follow up by the School Psychologist or the Ministry of Education. The absence of any follow up either by Distance Education Centre or the Ministry of Education appears to belie the main aim of the Referral Program.

Although the main aim of the program is reintegration, it would appear that this is rarely the case. This finding is consistent with research from the United Kingdom and North America which found that reintegration rates of excluded students into mainstream schooling were low.

Other Comments by Students, Parents and Tutors

The five individuals who responded to this question were positive about their time spent on Distance Education Centre, except one student who stated that he did not receive the units until late.

One tutor thought that working with the student on a one to one basis created a positive learning experience for the student, but thought the work needed to be

supervised if the student was to gain anything. One of the tutors of A4 thought the work was unsuitable and was concerned that he was isolated from his peers.

One parent thought that the teacher support was excellent, while another parent thought her son was disadvantaged by being enrolled at Distance Education Centre because of the limited curriculum.

7.6 Summary

This chapter has discussed the findings of Chapter 6. The first section centred on the legislation regulations relevant to excluded students. Findings from the Ministry of Education pertaining to numbers and characteristics of excluded students were analyzed along with decisions made by the Minister for Education.

The section was concerned with the proliferation of off-campus programs, and discussed the some of the more controversial aspects of off-campus programs such as the curriculum offered and the funding of programs.

The second section was divided into two parts and focused on the Referral Program at Distance Education Centre, under the headings of "Setting" "Scene" and "Scenario". The findings from individual students profiles were analyzed and conclusions drawn from interviews with teachers and students.

The following and final chapter contains conclusion and suggestions from this study.

CHAPTER 8

CONCLUSIONS OF THE RESEARCH

Overview

The final chapter of this study will focus upon the conclusions to be drawn from the research. The chapter is presented in two parts. The first part will focus upon the contextual factors that were investigated during the exploratory phase of the research. The second part is devoted, more precisely, to the Referral Program in operation at Distance Education Centre.

8.1 Contextual Factors

Legislative Regulations

The provisions for excluding students from Government schools are set out in the Education Act Amendment Act (1982). At present, a problem seems to exist in section 4.6 of the Procedures for Student Exclusion Review Panel (Ministry of Education, 1990). This section overlooks the principle of natural justice and, in its present form could render the exclusion procedure invalid because there is no provision for the excluded individual to put forward his/her case. It is recommended that section 4.6 be reviewed.

The Ministry of Education

The evidence suggests that, since the abolition of corporal punishment in 1987, there has been increase in

the use of exclusion from school as a sanction against serious miscreant behaviour. Data provided by the Ministry of Education for 1990 and 1991 indicate that the number of exclusions has increased significantly compared with the previous year. However, in themselves, these figures relate to a period of time which is too short to determine significant trends. More data are required before any firm conclusions can be drawn. Data for 1992 were unavailable at the time of conclusion of the research.

One disturbing aspect of the findings from the data provided by the Ministry of Education was the over representation of males and Aboriginal students in the exclusion figures. Over representation of minority groups is not a new phenomenon, but was detected as early as 1970 by researchers from overseas in their own countries. One implication that may be drawn from the disproportionate number of excluded Aboriginal students may be that these students are being discriminated against, albeit unintentionally. The underlying philosophy of the Social Justice Policy (1992) is the achievement of optimum educational outcomes for all students. At present, exclusion figures seem to contradict this philosophy.

The point to be made is that the number of student exclusions from school needs to be monitored carefully to determine emerging trends. Then, it would be logical to assume that preventative or corrective action might be

applied. However, there appears to be no effort by the Ministry of Education to act on this basis.

Role of the Minister for Education

The Minister for Education makes the final decision about the education of an excluded student. The claim made by the Senior Welfare Consultant in the Ministry of Education, that in future, fewer students will be excluded from Government schools and the onus will be on District Superintendents to find places in other schools for these individuals, may well have been the Minister's response to public pressure about juvenile crime which occurred in 1991 (see Chapter 2).

At present, there is no formal Ministry policy which indicates that the responsibility for placing miscreant students in other schools in the future will lie with the District Superintendent. Should this be the case, then there will be a shift in power from the Minister for Education to the District Superintendent and, increasingly, schools may find themselves receptacles for problem students from other schools. This may be acceptable on political grounds, but it is likely to be unacceptable either on educational grounds or by teachers.

Decisions made by the Minister for Education

Once the incumbent Minister for Education has made a decision about the future education of an excluded student, the parents/guardians are notified by mail. The

onus then is on the parents to contact the District Education Office and make the appropriate arrangements to enrol the child in the recommended program. Essentially, they are left on their own to make the arrangements.

This study found that the time taken for the Minister for Education to make decisions about exclusion has been as long as 67 days - more than one school term. In some cases, subsequent enrolment at Distance Education Centre has taken as long as 13 months.

The point is that miscreant students who have been out of mainstream schooling for this period of time are unlikely to be motivated to work on Distance Education Centre materials. There is a likelihood that these individuals will become involved in juvenile crime the longer they remain outside of an educational setting.

According to the Senior Welfare Consultant in the Ministry of Education, the incumbent Minister takes all exclusion cases seriously and will not be rushed into making a decision. However, for a decision to take as long as 67 days raises grave concerns about the exclusion process as a whole and the Minister for Education's role.

It is logical to suppose that all relevant documentation would have been considered by all parties before the recommendation is forwarded to the Minister. If a decision takes as long as 67 days then, logically, the whole procedure needs to be reviewed.

Once the Minister has made a decision one assumption that the Minister or the Ministry of Education then would ensure is that the decision is being acted upon by those

responsible. This does not appear to happen in practice. There is no point in having the structures in place if the whole process fails to come to an intended conclusion. Appropriate strategies would include follow up procedures which ensure that the decision by the Minister has been carried out, and that regular progress reports on the student are made, with the facility to review this progress.

Off-Campus Programs

Coupled with the increase in the number of student exclusions has been the proliferation of off-campus programs for at risk, suspended and excluded students. The increase in numbers of these programs provides cause for concern when the literature from overseas has found off-site centres to be philosophically, socially and educationally unsound.

While, for over 20 years, the literature has advocated that schools look inward for solutions rather than outward, it appears that the Western Australian Government, at present, favours off-campus programs. Although there appears to a move towards keeping miscreant individuals in schools there is no indication that the demand for these programs is decreasing. Unless administrators, educators and governments take notice of research findings about off-site centres, these programs will continue to flourish and students will be denied places in appropriate educational settings. If Australians had a Bill of Rights or the Federal

Government enacted the United Nations Declaration of Human Rights, the previous sentence would read "denied a rightful place in appropriate educational settings".

If the literature from overseas and within Australia concerning off-campus programs continues to be ignored and these programs are seen to be suitable alternatives for miscreant students, then the following should be taken into consideration:

1. The purpose of each program should be defined clearly and structures set in place to evaluate whether the program has achieved its purpose.
2. The programs need to be given adequate funding. One off funding grants leave these programs floundering when source of funds has run out.
3. All programs should be coordinated from a central base and the progress of students monitored.
4. Teachers in charge of programs should have the necessary training and qualifications. Teachers in these programs should not be using materials from Distance Education Centre which are designed for students working in isolation. These materials are not suitable for students who may have learning difficulties or behaviour problems.
5. An appropriate curriculum would have to be designed.

8.2 Setting

At risk and excluded students constitute just one part of the Referral Program. This section of the Program is in need of review and, given the findings of this research, it is questionable whether Distance Education Centre should be involved with these students at all.

Although referred students are alluded to in the Centre's School Development Plan, there is no written policy which governs their involvement. The program receives no extra funding and it appears that it operates simply as an adjunct to other services. A written policy is important for all parties involved in the operation of the Referral Program. The Ministry of Education should expect all aspects of the program to be consistent with the central policies and priorities. There should be clear guidelines for the role of School Psychologist, and staff members who are appointed to the Centre should have an understanding of how the program operates and expertise in its implementation.

There is an obvious need for the Centre to evaluate the program to find out if the aim, as stated in previous School Development Plans, is being achieved in terms of efficiency and effectiveness. If the aim is not being achieved then perhaps it is the responsibility of the executive of Distance Education Centre to inform the Ministry of Education that the service is no longer viable without substantial review.

8.3 Scene

Allocation of Referred Students

The day to day operation of the Referral Program involves the School Psychologist and those teachers who are allocated referred students. As at risk and excluded students have special needs it would be appropriate to allocate students to teachers with the necessary expertise and experience in dealing with difficult students. This does not happen. The allocation of these students on the basis of workload, rather than expertise, fails to consider the special needs of these students.

Course Selection

The research evidence reveals that students are not always allocated units of study appropriate to their present levels of education and attainment. Decisions based on school reports alone are not always valid and, in some cases, diagnostic tests seem not to be carried out. Teachers in specialist subject areas generally are not consulted about courses for referred students. This seems illogical given the situation in which these students are placed.

The enrolment of students with literacy and numeracy problems in modified units which receive no accreditation cannot be justified. Enrolment of students in these units does not prepare them for reintegration into the school system or for enrolment in other educational institutions such as TAFE. In fact, it is questionable

whether students who have literacy and numeracy problems should even be enrolled in the Referral Program.

The over representation of Aboriginal students enrolled in modified units is contrary to the principles espoused in the Ministry of Education's Social Justice Policy, and is indicative of a school curriculum that is not suited to the needs of Aboriginal students.

Supervision of Students

Adequate supervision arrangements for students are essential if students are to achieve any degree of success. This was found to be an area of weakness in the operation of the Referral Program. Unmotivated students are unlikely to work consistently in isolation. The most successful students in the study, were those who had a tutor or firm family support. Essentially, one of the conditions of enrolment should be that there is satisfactory arrangements for the supervision of students.

Teacher Induction to the Referral Program

Teachers of referred students were found to receive a minimum of induction to the Referral Program. A morning tea at the beginning of each year, and occasional memos updating teachers on students from the School Psychologist cannot be regarded as adequate induction procedures given the special needs of the students with whom they will be involved.

Ideally, teachers should be given regular updates on students and help with strategies on how to approach and motivate disaffected students. These essentials seem to be absent from the Referral Program. Furthermore, there appeared to be little if any professional contacts between teachers of referred students and others. Regular meetings with other teachers could result in sharing of ideas and strategies that teachers have found to be successful.

8.4 Scenario

The analysis of interview data from the survey of teachers and students' profiles indicated the following areas of concern:

1. There was a widespread belief among teachers that referred students do not work, and the Referral Program had limited success.
2. Teachers of referred students believed that more contact was needed between teachers and students.
3. Pastoral care arrangements for these students are inadequate.
4. The over representation of Aboriginal and male students in the program is of serious concern.
5. The length of time that elapsed from exclusion from school to enrolment at Distance Education Centre warrants serious investigation.
6. The referral of at risk and excluded students to Distance Education Centre is inappropriate.

Unmotivated, miscreant students are unlikely to work in isolation which was shown to be the case for the majority of students.

7. The success of a small number of students does not justify the running of the Referral Program.

8. The enrolment of students in modified for units for as long as two years cannot be justified on educational, philosophical or social grounds.

Each of these concerns has direct and self-evident implications for the education of the students concerned. Hence, a review of the Referral Program by the Ministry of Education seems to be warranted.

8.5 Students' Perspectives

Contact with Teachers

Despite the perceptions of some students, contacts initiated by referred students were minimal. To expect unmotivated, miscreant individuals to contact teachers about schoolwork for assistance is unrealistic.

Enrolment at Distance Education Centre

Students in the metropolitan area tend not to visit the Centre for enrolment. It is important for students to meet their teachers and gain an understanding of how to organise themselves for study in the distance mode. Similar support structures for individuals in country areas are imperative. Enrolment by telephone for country students is unacceptable.

Student Work Habits

The work habits for the majority of students indicated that studying in isolation was inappropriate. These individuals clearly are disadvantaged for entry into vocational studies or reintegration into schools.

Students' Attitudes

The main achievement of the Referral Program is that it allows miscreant students the potential for positive interaction with teachers. Although this is extremely important it is offset by their poor academic achievement and social and educational isolation.

Students' Aspirations

The aim of the Referral Program needs to be reviewed and compared to the aspirations of the individuals enrolled. At present there is a discrepancy between what the Referral Program wishes to achieve and the hopes of students. Reintegration into schools is rarely achieved.

8.6 Summary

This study has raised serious concerns about exclusion procedures and the enrolment of at risk and excluded students in the Referral Program at Distance Education Centre. Although these miscreant students are in the minority, there are grave concerns regarding issues of education, equity and social justice.

At present, the main response both of schools and the Ministry of Education towards disaffected students is to establish off-campus programs, despite substantial evidence which, over the past twenty years, has warned of the ineptitude of such programs.

Politicians, Government administrators, educators and in fact society as a whole must question what happens to students once they have been excluded from mainstream schooling. Programs such as the Referral Program for at risk and excluded students have become a convenient receptacle for these students without any thought being given about their future. The placement of students in a program that is designed solely for students learning in the distance mode may be acceptable politically, but certainly is not acceptable educationally, philosophically or socially.

Appendix A

MINISTRY OF EDUCATION, WESTERN AUSTRALIA

Distance Education Centre

PARLIAMENT PLACE,
WEST PERTH, W.A. 6005
Telephone: (09) 480 4222
Facsimile: (09) 480 4320**TO WHOM IT MAY CONCERN**

Iyleen Vickers has asked for my permission to conduct research at Distance Education Centre.

I give permission for her to conduct research, consult teachers and have access to student files.

Iyleen has assured me that all information will be treated as confidential and no names will be used.

✓
GRAEME BENSON
A/Principal

November 1991

Appendix B

JACKIE WATKINS J.P., M.L.A.
Member for Wanneroo

Electorate Office:
Suite 6, 939 Wanneroo Road,
Wanneroo, W.A. 6065
Phone: 306 3666. Fax: 405 1399

Iyleen Vickers
Distance Education Centre
Parliament Place
WEST PERTH WA 6005

Dear Ms Vickers,

I write further to your letter of 8th December concerning your Master of Education thesis and information from my Select Committee on Youth Affairs.

I am happy to see you studying to this level on such an important issue and I hope I can be of assistance to you.

Your best move at this stage would be to contact the researcher for the Committee, Dr Quentin Beresford. Quentin has access to the wealth of information which we dealt with when researching the education, employment and training section of the report.

Quentin can be contacted at the Parliament House annex at 34 Parliament Place or on 222 7222.

I hope Quentin will be able to assist you.

Kind regards and best wishes,

JACKIE WATKINS, MLA
MEMBER FOR WANNEROO

11th December, 1991

Appendix CStudent Questionnaire

1. How long have you been enrolled at Distance Education Centre?
2. Did you come into Distance Education Centre to enrol? If you did, can you tell me what you did on the day you were enrolled?
3. What subjects are you doing?
- 4a. How often do you have contact with your teachers?
Please circle:
 - a. Never
 - b. Now and again
 - c. Often
- 4b. Do you usually contact your teachers or do they contact you?
5. Do you have a work schedule that tells you when to send in work?
6. What do you do if you fall behind in your work?
7. If you have a problem, for example, one of the questions in the unit isn't clear, what do you do?
8. What do you think you have learned since enrolling at Distance Education Centre that you did not know before?
9. How do you find working on your own instead of in a classroom?
10. How long do you spend on schoolwork each day?
11. What do you do when you aren't doing schoolwork?

12. What do you hope to be doing when you are no longer enrolled at Distance Education Centre? Please circle:

- a. back at school
- b. looking for work
- c. working
- d. other - please state

13. What is your opinion of the units of work provided by Distance Education Centre?

14. Do you feel it has been worthwhile continuing your education through Distance Education Centre? Why/Why not?

15. Other comments:

Appendix DTeacher Questionnaire

1. Can you tell me about your involvement with referrals?
2. How are the students allocated in your department?
3. Who chooses the units for the students? Is this negotiable?
4. Are you satisfied with the present arrangement?
5. How often do you contact the students? Do you contact them or do they contact you?
6. How do you find the students work in:
 - a. isolation
 - b. supervised by a tutor?
7. What do you do when a student simply does not send in any work?
8. Were you given any introduction to or background information about the Referral Program?
9. Do you have much interaction with the School Psychologist?
10. How do you find working with referrals?
11. Do you feel that the Referral Program is successful in providing an alternative to mainstream schooling?
12. Are there any changes you would like to see?
13. What pastoral care arrangements are there for students?
14. Are there any aspects of your involvement in the Referral Program that you would like to comment on?
15. Are there other questions that you feel I need to ask?

Appendix ESchool Psychologist Questionnaire

1. What steps are involved once a student has been recommended by an Exclusion Panel to enrol at Distance Education Centre ?
2. How are students who are classified as "at risk" enrolled?
3. How are students in the country enrolled?
4. What are the criteria used to decide whether a student will be accepted at Distance Education Centre?
5. Does Distance Education Centre and the Ministry of Education have a policy on referred students?
6. How are student workloads decided?
7. What is the main aim of the Referral Program? Do you think this aim is being achieved?
8. What proportion of the \$600 listed in the School Grant is allocated to the Referral Program?
9. Do you think Distance Education Centre is a suitable alternative for students who are excluded from mainstream schooling to continue their education?
10. Are there any changes you would like to see?

Appendix FSample Letter Requesting an Interview

Dear

My name is Iyleen Vickers and I am a teacher at Distance Education Centre. At present I am completing my Master of Education degree at Edith Cowan University, Churchlands. My supervisor is Dr. Norm Hyde. The title of my thesis is, Exclusion: Procedures and provisions in Western Australia with special reference to the role of Distance Education Centre in the accommodation of excluded students.

My main interest is in those students who are enrolled at Distance Education Centre. However, as background information to my thesis I wish to table other programs which are operating for suspended/excluded or "at risk" students.

I would like to arrange a time that is convenient for you when I could telephone or meet with you in person. I realise you are very busy and any assistance you could give me would be appreciated.

Yours faithfully

Iyleen Vickers

Distance Education Centre
Parliament Place
WEST PERTH 6005
Telephone: (W)
(H)

Appendix GQuestionnaire for Education Officer Involved in the BALI
Program

1. Can you tell me about the origins of the Bibra Lake Program?
2. Who were the parties involved in the setting up of the Program?
3. Who will be funding the Program?
4. Where does the Program operate? Can you describe the physical environment?
5. What are the aims of the Program?
6. Is the Program modelled on any other program that is currently in operation?
7. Who are the clientele? Is there a quota?
8. Can you tell me how the teacher was employed and what is the teacher's role?
9. Will there be any follow up when students leave the Program?
10. Are there any plans for evaluation of the Program?
If so what are they?
11. What provisions will there be for those with severe learning difficulties?

Appendix HQuestionnaire for the Senior Consultant for Student
Welfare

1. DEC provides for "at risk" and excluded students, what other programs are in operation?
2. To what extent is the Ministry of Education involved in these programs, that is, funding, deployment of staff?
3. Has the Ministry of Education a policy on the Referral Program at DEC?
4. Do you see that DEC will have a bigger role to play in the future or a lesser role in regard to excluded students?
5. Is it possible to have access to the number of students who were officially excluded in 1991?
6. The Ministry of Education has sanctioned a number of off-site units yet the literature from the USA and the UK indicates that in-school suspension programs are preferable. Would you like to comment on this?
7. Has the Ministry of Education any future plans in respect to excluded students?
8. Does the Ministry of Education intend to evaluate any of the programs currently in operation for excluded students?
9. Alan Bain, in his article implied that students with severe learning difficulties were being discriminated against by being excluded from school. Would you like to comment?
10. In your opinion how effective are the exclusion panels?

Appendix IResearch Guideline Pro FormaGuidelines

The purpose of this study is to research the nature and extent of the educational provisions at Distance Education Centre for those students excluded from Government schools.

To carry out this research it is necessary to interview those involved in the referral programme at Distance Education Centre such as staff, students and parents/guardians.

The time allocated for interviews will be negotiated. All information will be treated as confidential and no names will be used on tape, in notes or in the student profiles. Telephone interviews will not be recorded electronically; notes only will be taken.

The decision to participate or not participate will be respected.

Any questions concerning the project titled Exclusion: Procedures and provisions in Western Australia with special reference to the role of Distance Education Centre in the accommodation of excluded students can be directed to:

Dr. N. Hyde (principal investigator) of Edith Cowan University, School of Education Studies, telephone 3838400

I (the participant) have read the information above and any questions I have asked have been answered to my satisfaction. I agree to participate in this activity, realising I may withdraw at any time.

I agree that the research data gathered for this study may be published provided my name is not used.

Participant

Date

Researcher

Date

Appendix JStudent Profiles Category C

CATEGORY: C

Name: C1

Status : Exclusion

Age at time of exclusion: 14

Sex: F

Year: 9

Ethnicity: Aboriginal

Country/Metro: Country

Time Line:

Date of exclusion from school:	— 25/9/90
Date before Exclusion Panel:	- 27/9/90
Date of Minister's decision:	- 15/10/90
Date of enrolment at DEC	- 19/4/91
Date of exit from DEC	- 13/2/92

Enrolled in:

English - Modified

Mathematics - Modified

No records found

Intervention Map

Incident----->Tactic----->Strategy----->Game Plan

CATEGORY: C
 Name: C2
 Status: Exclusion
 Age at time of exclusion: 15
 Sex: M
 Year: 9
 Ethnicity: Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school	- 3/9/91
Date before Exclusion Panel	- 12/9/91
Date of Minister's decision	- 11/10/91
Date of enrolment at DEC	- 1/11/91
Date of exit from DEC	- 12/12/91

Enrolled in: Year 9
 English 1141
 Mathematics 4131 - No record
 Science 8342 - No record
 Social Studies 9141 - No record

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English: 4/11/91 Letter	Response to phonecall from student	Explain and encourage	Teacher role receipt of work
25/11/91 Letter	Enquiry, non receipt of work	Encourage motivate	Teacher role receipt of work

CATEGORY: C
 Name: C3
 Status: Excluded
 Age at time of exclusion: 14
 Sex: M
 Year: 9
 Ethnicity: N:Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school	- 28/8/91
Date before Exclusion Panel	- *
Date of Minister's decision	- 30/10/91
Date of enrolment at DEC	- 5/5/92
Date of exit from DEC	-

* Not excluded due to technical inconsistencies.

Enrolled in: Year 9
 English 1134 - No record
 Mathematics 4132
 Science 8331 - No record

Intervention Map

Incident----->Tactic----->Strategy----->Game Plan

No date:

Letter from
 tutor to
 teacher about
 student's
 aversion to
 mathematics

8/5/92

Memo from SP	Liaise with teacher	Inform teacher of student's whereabouts	Role of SP inform/ update
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4/6/91

Phonecall from student	Enquiry	Assistance needed	Student to send in work
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14/8/91

Memo from SP	Liaise with teacher	Inform teacher student to make weekly visits	Role of SP inform/ update
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CATEGORY: C
 Name: C4
 Status: Exclusion
 Age at time of exclusion: 13
 Sex: M
 Year: 8
 Ethnicity: Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school	- 26/3/91
Date before Exclusion Panel	- 8/4/91
Date of Minister's decision	- 11/6/91
Date of enrolment at DEC	- 7/8/91
Date of exit from DEC	- 3/2/92

Enrolled in: Year 8
 English - Modified
 Mathematics - Modified

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
28/7/91 Personal Profile	Written exercise	Information on student	Written by student/ information for teacher
2/8/91 Letter	Introduction	Encourage	Teacher role
24/9/91 Letter	Inquiry/offer assistance	Make contact/ get work from student	Teacher role to get student to send in work

CATEGORY: C
 Name: C5
 Status: At Risk
 Age: 14
 Sex: M
 Year: 9
 Ethnicity: N:Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school	-
Date before Exclusion Panel	-
Date of Minister's decision	-
Date of enrolment at DEC	- 21/2/91
Date of exit from DEC	- 24/9/91

Enrolled in: 9
 Modified English - No record
 Modified Mathematics - No record

Intervention Map

Incident----->Tactic----->Strategy----->Game Plan

CATEGORY: C
 Name: C6
 Status: At Risk
 Age: 13
 Sex: F
 Ethnicity: N:Aboriginal
 Country/Metro: Country

Time Line:

Date of exclusion from school	-
Date before Exclusion Panel	-
Date of Minister's decision	-
Date of enrolment at DEC	- 18/9/91
Date of exit from DEC	- 12/12/91
Date of re enrolment at DEC	- 14/8/92

Enrolled in: Year 8
 English 1121
 Mathematics 4112
 Science 8322
 Social Studies 9122 - No record

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English 4/11/91			
Phone call	Request for work - promised work	Explanation for tardiness	Teacher role "attendance"
25/11/91			
Phone call	Spoke to mother	Explanation for tardiness	
5/12/91			
Report Grade F			
Mathematics 27/9/91			
Record card Grade F for unit			
Science 4/11/91			
Phone call	Request for work - student replied work sent in October		

Appendix KStudent Profiles Category B

CATEGORY: B
 Name: B1
 Status: At Risk
 Age: 13
 Sex: M
 Year: 9
 Ethnicity: N:Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school:	-
Date before Exclusion Panel:	-
Date of Minister' decision:	-
Date of enrolment at DEC	- 20/2/91
Date of exit from DEC	- 8/7/92

Enrolled in : Year 9
 English - Modified
 Mathematics - Modified
 Social Studies - Modified
 Manual Arts - Stage 3. Record card shows no receipt of
 work or assessment

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
No date Personal Profile	Written exercise	Information on student	Written by by student/ information for teacher
7/3/91 Telephone call	Introduction	Make contact	Teacher role establish rapport
13/3/91 Letter	Send books	Encourage	Teacher role to motivate
20/3/91 Letter	Response to phonecall	To get student to work	Teacher role receipt of work

Incident----->	Tactic----->	Strategy----->	Game Plan
2/4/91 Letter	Response to work sent	Positive feedback	Teacher role receipt of work
13/5/91 Receipt of work from student			
20/5/91 Letter	Response to work sent	Positive feedback	Teacher role trying to encourage student to ring
4/6/91 Letter	Response to work sent	Positive feedback	Teacher role encourage/ sent magazines
14/6/91 Despatched more work			
8/7/91 20/8/91 Receipt of work from student			
2/12/91 Report for student No grade given			Teacher role for progress
4/2/92 Note in file	Change of teacher	To get more work from student	Teacher aware there may be male/ female conflict
5/2/92 Letter	Introduction	Encourage	Teacher role contact/male teacher
26/2/92 Letter	Response to student work	Positive feedback	Teacher role encouraging sending magazine

CATEGORY: B

Name: B2

Status: At Risk: At Risk*

Went before
Exclusion Panel.
Documentation lost in
Ministry of Education

Age at time of exclusion: 14

Sex: M

Year: 10

Ethnicity: N:Aboriginal

Country/Metro: Metro

Time Line:

Date of exclusion from school	-	
Date before Exclusion Panel	-	
Date of Minister's decision	-	
Date of enrolment at DEC	-	22/2/92
Date of exit from DEC	-	13/10/92

Enrolled in: Year 10
English 1134
Mathematics 4141
Science 8341
Manual Arts 7441 - No record

Intervention Map

Incident----->Tactic----->Strategy----->Game Plan

Science 27/2/92 Letter	Introduction	Make contact	Teacher role establish rapport
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6/4/92 to 7/5/92 3 Letters	Receipt of Book 1 74% Book 2 77% Book 3 60% Book 4 75% Book 5 68% Test 57%	Positive feedback	Teacher role assessment/ instruction
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21/5/92
Science
unit 8342
sent

25/5/92
Report
8341 Grade
B

Incident----->	Tactic----->	Strategy----->	Game Plan
1/7/92 to 20/7/92			
3 Letters	Receipt of Book 1 63% Book 2 58.5% Book 3 68.5% Book 4 67%	Positive feedback	Teacher role assessment/ instruction
			21/10/92 Report 8342 Grade D
English 26/2/92 Personal Profile	Written exercise	Information on student	Written by student/ Information for teacher
3/3/92 Telephone call	Make contact	To get student to come into DEC	Teacher role to assist student
16/3/92 Note on filecard student in at DEC			
1/4/92 Note on filecard Completed tasks I&J Paper 3			
Mathematics 16/3/92 Note on filecard completed Mathematics Books 1 & 2			
2/4/92 Note on filecard completed Math Book 3			
12/5/92 Letter	Receipt of work	Positive feedback	Teacher role assessment

Incident----->Tactic----->Strategy----->Game Plan
 25/5/92
 Report
 Grade 4141
 B

9/6/92
 Letter
 to parents

Requesting
 information
 on student's
 whereabouts

Inform &
 receive

SP role
 of keeping
 tabs on
 students

CATEGORY: B
 Name: B3
 Status: Exclusion* First time
 enrolled as At Risk.
 Second enrolment exclusion
 Age at time of exclusion: 14
 Sex: F
 Year:10
 Ethnicity: N:Aboriginal
 Country/Metro: Country

Time Line:

Date of exclusion from school	- 11/11/91
Date before Exclusion Panel	- 14/11/91
Date of Minister's decision	- 21/1/92
Date of enrolment at DEC	- 17/2/91
Date of exit from DEC	- 2/5/91

In 1991 enrolled in: Year 9
 English 1133
 Mathematics 4133 - No record
 Science 8331
 Social Studies 9133 - No record
 Business Ed 5131 - No work submitted

In 1992 enrolled in
 English 1141
 Mathematics 4142
 Health Education 5251
 Vocational Education 5551

Intervention Map

Incident----->Tactic----->Strategy----->Game Plan

1991

English

27/2/91

Despatched
 units

25/3/91

Letter

Receipt of
 work

Positive
 feedback

Teacher role
 assessment

Science

29/2/91

Science kit
 sent

Incident----->Tactic----->Strategy----->Game Plan

19/3/91
Telephone
call. No one
at home
Letter

Receipt of
work 81%

Positive
feedback

Teacher role
assessment

3/4/91
Sent a
reminder
slip

29/4/91
Sent a
reminder
slip

1992
English
28/2/92
Telephone
call

To make
contact

Encourage

Teacher role

3/3/92
Received
Paper 1

11/3/92
Received
Paper 2

12/3/92
Letter

Response to
work

Positive
feedback

Teacher role
assessment

25/5/92
Letter

Response to
oral work

Positive
feedback

Teacher role
assessment

29/6/92
Letter

Response to
a request to
send a new tape

Mathematics
3/3/92
Mathematics books
sent

7/5/91
Letter

Response to
Paper 1

Positive
feedback

Teacher role
assessment

16/7/92
Letter

Response to
Paper 2

Positive
feedback

Teacher role
assessment

Incident----->Tactic----->Strategy----->Game Plan

Health Education
6/3/92 to 2/6/92

4 Letters

Response to
Book 1 11/17
Book 2 11/17
Book 3 12/17
Book 4 11/17
Book 5 13/17
Book 6 14/17

Positive
feedback

Teacher role
assessment/
instruction

3/6/92
Report
Unit 5251
B Grade

CATEGORY: B
 Name: B4
 Status: At Risk
 Age: 12
 Sex: M
 Ethnicity: N: Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school	-
Date before Exclusion Panel	-
Date of Minister's decision	-
Date of enrolment at DEC	- 20/11/89
Date of exit from DEC	- 2/5/91

Enrolled in: Year 8
 English 1131
 Mathematics 4123, 4124
 Science 8312
 Business Ed. 5111
 Manual Arts 8231 - No work submitted

Intervention Map

Incident----->Tactic----->Strategy----->Game Plan

English
 11/5/90
 Units taken
 no contact

20/8/90
 Rang/ no
 contact

18/9/90
 Rang/ no
 contact

12/4/91			
Letter	Introduction	Make Contact	New teacher introduction
No assessment			

Mathematics			
23/11/89 to 25/2/90			
5 Letters	Response to	Make contact	Teacher role
	paper 1 17/20	Praise	introduction
	paper 2 15/20	Teaching	instruction
	paper 3 17/20	points	assessment
	paper 4 15/20		
	Test 76%		
	paper 5 14/20		

Incident----->Tactic----->Strategy----->Game Plan

22/3/90 Letter to parents	Request from teacher to contact SP	Make contact	SP role discuss student's progress 2/4/90 Report 4123 Grade B
8/5/90 to 21/11/90 4 Letters	Response to paper 1 17/20 paper 2 15/20	Teaching points feedback	Teacher role instruction assessment
16/5/92 Letter	Request for student to ring	Make contact	Teacher role monitoring progress
27/9/90 Recorded mark Test 62%			27/11/90 Report 4124 Grade C
14/2/91 Letter	Send out new unit 4131	Maintain contact	Teacher role Support
29/4/91 Record	Response to Paper 1 2 & 3	Teaching points	Teacher role instruction
No assessment recorded			
Science 16/10/89 Unit 8312 taken			
24/11/89 to 18/12/89 4 Letters	Response to Book 1 80% Book 2 64% Book 3 70% Book 4 61% Book 5 63% Test 67%	Praise Teaching points	Teacher role assessment instruction

Incident----->Tactic----->Strategy----->Game Plan

18/12/89
Report
Unit 8312
Grade B

26/2/90 to 8/5/90

2 Letters Response to
 Unit 8321
 Book 1 72%
 Book 2 82%
 Book 3 68%
 Book 4 75%
 Book 5 85%
 Test 70%

Praise
Teaching
points

Teacher role
assessment
instruction

8/5/90
Report
Unit 8321
Grade B

23/5/90 to 7/12/90

4 Letters Response to
 Unit 8331.
 Book 1 83%
 Book 2 85%
 Book 3 80%
 Book 4 76%

Praise
Teaching
points

Teacher role
assessment
instruction

7/12/90
Report
Unit 8331
Grade B

21/2/91 to 22/4/91

3 Letters Response to
 Unit 8341
 Book 1 76%
 Book 2 70%
 Book 3 75%
 Book 4 68%

Praise
Teaching
points

Teacher role
assessment
instruction

No grade
awarded

Business Ed.

18/10/89

Unit 1.1

taken

Letter

Introduction

Make contact

Teacher role
induction

30/11/89 & 8/12/89

Recording
of marks

Test 4/5

Test 5/5

Teacher role
assessment

Incident----->Tactic----->Strategy----->Game Plan

14/3/90

Phone call
no answer

19/3/90

Phone call
no answer

3/4/90

Phone call
no answer

27/4/90 to 2/7/90

Record marks

Test 3/5

Test 4/5

Test 3/7

Teacher role
assessment

21/8/90

Phone call
no answer

28/9/90

Record marks
9/10

19/11/90

Phone call
no answer

3/5/91

Phone call
no answer

No grade
awarded

Manual Arts

No assessment

CATEGORY:B

Name: B5

Status: Exclusion

Age at time of exclusion: 14

Sex: M

Year: 9

Ethnicity: Aboriginal

Country/Metro: Country

Time Line:

Date of exclusion from school	- 23/3/92
Date before Exclusion Panel	- 30/3/92
Date of Minister's decision	- 4/5/92
Date of enrolment at DEC	- 29/5/92
Date of exit from DEC	-

Enrolled in: Year 9

Modified Mathematics

Modified English

Modified Science

Modified Social Studies

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
29/5/92 Note to teacher	Despatch units	Make contact with tutor	SP role inform teacher
29/5/92 Letter	Welcome student	Make contact find out student's interests	Role of teacher introduct- ion
14/6/92 Work from student			
19/6/92 Letter	Response to work	Maintain contact	Role of teacher/ praise
22/6/92 Letter	Response to work	Teaching points	Role of teacher instruct- ion

Incident----->Tactic----->Strategy----->Game Plan

1/7/92
Note from
tutor to
teacher

7/7/92
Letter

Response to
work

Praise

Role of
teacher
positive
feedback

17/9/92
Letter

Response to
work

Teaching
points

Role of
teacher

CATEGORY: B
 Name: B6
 Status: At Risk
 Age: 13
 Sex: M
 Year:9
 Ethnicity: N:Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school	-
Date before Exclusion Panel	-
Date of Minister's decision	-
Date of enrolment at DEC	- 20/2/92
Date of exit from DEC	-

Enrolled in: Year 9
 Modified English
 Mathematics 4122
 Science 8312
 Health Ed. 5231

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English/Mathematics 7/4/92			
Letter	Response to Maths 90%	Positive feedback	Teacher role assessment
17/8/92			
Letter to parent	Response to English	Inform parent change of Eng. program	Teacher role monitoring progress
7/9/92			
Letter	Response to English 100%	Positive feedback	Teacher role assessment
1/10/92			
Letter	No work sent	Maintain contact	Teacher role attendance
			4/8/92 Report Maths 4122 Grade A
Science 16/3/92			
Letter	Response to Book 1 53%	Teaching points	Teacher role assessment

Incident----->Tactic----->Strategy----->Game Plan

16/6/92

Letter

Response to
Book 2 41%
Book 3 66%
Book 5 49%
Test 58%

Teaching
points
praise

Teacher role
assessment
praise

12/8/92
Report
Unit 8312
Grade C

Heath Ed.

13/3/92

Lesson
report

Response to
test 1 8/17

Encourage

Teacher role
assessment

2/4/92

Lesson
report

Response to
test 2 7/17

Teaching
points

Teacher role
assessment

15/5/92

Lesson
report

Response to
test 3 9/17

Positive
feedback

Teacher role
assessment

CATEGORY: B
 Name: B7
 Status: At Risk
 Age: 15
 Sex: M
 Year: 9
 Ethnicity: N:Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school:	-
Date before Exclusion Panel:	-
Date of Minister's decision:	-
Date of enrolment at DEC	- 10/9/91
Date of exit from DEC	- 12/12/91

Enrolled in: Year 9
 English 1122
 Mathematics 4122

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English 14/10/91 Letter	Welcome student	Make contact	Teacher role introduction
22/10/91 Letter	Response to work	Praise	Teacher role feedback
Mathematics 11/10/91 Phone call no answer Record sheet	Response to paper 1	Feedback	Teacher role assessment
24/10/91 Record sheet	Response to paper 2	Feedback	Teacher role assessment instruction
12/11/91 Record sheet	Response to paper 3		Teacher role assessment instruction
27/11/91 Record sheet	Response to paper 4 & 5	Unsatisfactory standard	Teacher role assessment Report 4122 Grade C

CATEGORY: B
 Name: B8
 Status: Exclusion
 Age at time of exclusion: 14
 Sex: M
 Year: 10
 Ethnicity: N:Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school:	- 27/8/90
Date before Exclusion Panel	- 19/9/90
Date of Minister's decision	- 16/10/90
Date of enrolment at DEC	- 5/2/91
Date of exit from DEC	- 12/8/91

Enrolled in: Year 10
 English 1132
 Mathematics 4133
 Science 8332
 Social Studies 9123
 Health Ed. 5251
 Manual Arts 8231

Intervention Map

Incident----->Tactic----->Strategy----->Game Plan
 English
 No file

Mathematics
 No file

Science
 5/2/91

Interview	Student enrolled	Make contact	SP/Teacher role induction
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11/2/91
 Student
 rang for
 advice

27/2/91
 Student
 rang for
 advice

11/3/91 Letter	Response to Book 1 55.5%	Teaching points	Teacher role instruction
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Incident----->	Tactic----->	Strategy----->	Game Plan
26/6/91 Note from SP	Update on student		SP role Information to teacher
Social Studies			
No work completed			
Health Ed.			
7/3/91 Letter	Response to Book 1 10/17	Encourage	Teacher role assessment
3/4/91			
Letter from SP	Personal information		SP role inform teacher
Manual Arts			
5/2/91 Record sheet	Assessment Stage 1 90%		Teacher role assessment

CATEGORY: B
 Name: B9
 Status: At Risk
 Age: 14
 Sex: M
 Year: 9
 Ethnicity: N:Aboriginal
 Country/Metro: Country

Time Line:

Date of exclusion from school	-
Date before Exclusion Panel	-
Date of Minister's decision	-
Date of enrolment at DEC	- 25/2/92
Date of exit from DEC	- 30/4/92

Enrolled in: Year 9
 English 1131
 Mathematics 4132
 Science 8331
 Health Ed. 5331

Intervention Map

Incident	Tactic	Strategy	Game Plan
English 20/2/92 Personal profile	Information	Find out student's interests	Teacher role motivation
26/3/92 Letter	Response to Paper 1 80%	Encourage	Teacher role instruction
Mathematics 25/2/92 Letter	Introduction	Make contact	Teacher role introduction
19/3/92 Letter	Response to paper 1 15/20	Feedback	Teacher role assessment instruction
30/4/92 Memo from SP	Update on student	Inform teacher	SP role inform teacher

Incident----->Tactic----->Strategy----->Game Plan

Science

25/2/92

Memo from

SP

Personal
information
on student

Inform
teacher

SP role
inform
teacher

26/2/92

Letter

Welcome

Make
contact

Teacher role
introduction

Health Ed.

No information

CATEGORY: B
 Name: B10
 Status: At Risk
 Age: 14
 Sex: M
 Year: 10
 Ethnicity: N:Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school	-
Date before Exclusion Panel	-
Date of Minister's decision	-
Date of enrolment at DEC	- 5/9/91
Date of exit from DEC	- 12/12/91

Enrolled in: Year 10
 English 1143
 Mathematics 4122
 Social Studies 9142 - No file

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English 10/9/76 Interview	Enrol student	Make contact	SP/ Teacher role induction
12/9/91 Phone call	Check on student	Get student started	Teacher role instruction
31/10/91 Phone call	Request for work	Find out why there is no work	Teacher role attendance
13/11/91 Phone call	Request for work	Explanation for not submitting work	Teacher role attendance
Mathematics 18/9/91 Record card	Response to paper 1	Praise	Teacher role assessment instruction

Incident----->	Tactic----->	Strategy----->	Game Plan
24/10/91 Record card	Response to paper 2	Praise	Teacher role assessment instruction
8/11/91 Record card	Response to paper 3	Questioning authenticity	Teacher role assessment
			4/12/91 Report Unit 4122 Grade D

CATEGORY:B

Name: B11

Status: Exclusion

Age at time of exclusion: 14

Sex: M

Ethnicity: N:Aboriginal

Country/Metro: Country

Time Line:

Date of exclusion from school	- 29/7/91
Date before Exclusion Panel	- 1/8/91
Date of Minister's decision	- 16/9/91
Date of enrolment at DEC	- 16/10/91
Date of exit from DEC	- 12/12/91

Enrolled in: Year 9

English 1141

Mathematics 4122

Science 8331

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English 14/11/91 Letter	Response to task a 11/20	Teaching point	Teacher role assessment instruction
Mathematics 18/11/91 Letter	Response to paper 1 incomplete	Explanation must re do	Teacher role assessment
Science 8/11/91 Letter	Response to Book 1 22%	Teaching point	Teacher role assessment instruction

CATEGORY: B
 Name: B12
 Status: Exclusion
 Age at time of exclusion: 13
 Sex: M
 Ethnicity: Aboriginal
 Country/Metro: Country

Time Line:

Date of exclusion from school	- 3/2/90
Date before Exclusion Panel	- 15/3/90
Date of Minister's decision	- 20/4/90
Date of enrolment at DEC	- 12/3/91
Date of exit from DEC	- 3/2/92

Enrolled in: Year 8
 English 1111
 Mathematics 4112
 Science 8321
 Social Studies 9133

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English 6/3/91			
Letter	Welcome to DEC	Make contact/ explain work schedule	Teacher role instruction
8/4/91			
Report to SP	Report on progress - underachiever	Inform SP	SP role information on student
Mathematics 15/4/91			
Record card	Paper 1 incomplete returned to student		
Science 5/3/91			
Letter	Welcome to DEC	Make contact	Teacher role introduction
5/4/91			
Letter	Book 1 incomplete returned to student		
Social Studies 5/3/91			
Units and work schedule sent to student			

CATEGORY: B
 Name: B13
 Status: Exclusion

Age at time of exclusion: 15
 Sex: M
 Ethnicity: N:Aboriginal
 Country/Metro: Country

Time Line:

Date of exclusion from school	- 18/10/91
Date before Exclusion Panel	- 13/12/91
Date of Minister's decision	- 14/2/92
Date of enrolment at DEC	- 27/2/92
Date of exit from DEC	-

Enrolled in: Year 9

English 1121
 Mathematics 4122
 Home Economics 5331
 Woodwork 7422
 Metal work 7423
 Science 8331

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English and Mathematics 30/3/92			
Letter	Response to maths work	Positive feedback	Teacher role assessment
1/4/92			
Phone call	Response to student's call		
15/4/92			
Letter	Response to Maths paper 1 98% and English	Positive feedback/ teaching points	Teacher role assessment/ instruction
5/5/92			
Phone call	Discuss progress with mum	Feedback	Teacher role monitoring student's progress
14/5/92			
Phone call	Discussion of tasks related to mathematics & English		

Incident----->	Tactic----->	Strategy----->	Game Plan
10/6/92 Note from student/ sick			
16/6/92 Letter	Response to Maths paper 2 63% & paper 3 75%	Positive feedback/ teaching points	Teacher role assessment/ instruction
29/6/92 Letter	Response to English paper 1 61%	Positive feedback	Teacher role assessment/ instruction
July 3 phone calls	Discuss work	Maintain contact	Teacher role encouragement
7/8/92 Letter	Response to English paper 2 80%	Positive feedback	Teacher role assessment/ instruction
18/8/92 Phone call	Discuss work		
17/9/92 Phone call	Discuss work		
12/10/92 Student sent teacher Get Well card			
No grade awarded for English & Mathematics Progress report			
Science 19/5/92 Letter	Response to Book 1 68%	Positive feedback	Teacher role assessment/ instruction
Home Economics 4/3/92 Letter	Welcome	Make Contact	Teacher role Introduction explanation

of subject

Incident----->Tactic----->Strategy----->Game Plan

6/3/92
Phone call Discuss work .

March
3 Letters Response to Positive Teacher role
 Lesson 1 37/50 feedback/ assessment
 Lesson 2 38/50 Teaching
 Lesson 3 44/50 points
 Lesson 4 41/50
 Lesson 5 41/50
 Lesson 6 38/50

22/5/92
Letter Response to Positive Teacher role
 Lesson 7 44/50 feedback assessment
 Lesson 8 46/50

22/6/92
Phonecall Enquiry about
 tardiness of
 work - work
 promised

20/7/92
Phonecall Discuss work
no work - work promised
received

25/8/92
Phonecall
no answer

10/9/92
Phonecall Enquiry about
to parent student's work
 return - no
 response

11/9/92
Phonecall
from student
work promised

25/9/92
Phonecall Discuss work

8/10/92
Phonecall Message for
to parent student to
 ring - no
 response

Appendix LStudent Profiles Category A

CATEGORY: A
 Name: A1
 Status: At Risk
 Age: 14
 Sex: M
 Ethnicity: N:Aboriginal
 Country/Metro: Metro

Time Line:

Date or enrolment at DEC - 27/2/91
 |
 Date of exit from DEC - 12/12/91

Enrolled in: Year 10
 English 1121
 Mathematics 4132, 4141
 Science 5331, 8333
 Home Ec. 5311
 Metalwork 7423

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English 1/3/91 Letter	Welcome	Make contact	Teacher role induction
25/3/91 Letter	Response to paper 1 unit 4.1	Teaching points	Teacher role instruction
4/5/91 Telephoned student			
21/6/91 Change of unit 2.1 Letter	Response to paper 1 53/140	Teaching points	Teacher role instruction
4/8/91 Letter	Requesting work	Encourage student	Teacher role "attendance"
29/8/91 Student telephoned	Request for tapes		
18/10/91 Letter	Requesting work	Encourage student	Teacher role "attendance"

Incident----->Tactic----->Strategy----->Game Plan

4/11/91

Record
card

Paper 3 58/100

Paper 4 24/50

Paper 5 61/100

No grade
awarded

Mathematics

6/6/91
Unit 4132
Grade C

Aug-Nov

5 record
sheets/
letters

Response to
work

Positive
feedback

Teacher
role
assessment
instruction

18/11/91
Unit 4141
Grade C

Science

Mar-Jun

5 Letters

Response to
work

Positive
feedback

Teacher
role
assessment
instruction
3/7/91
Report
Unit 8331
Grade C

Jul-Oct

5 Letters

Response to
work

Positive
feedback

Teacher
role
assessment
instruction
5/11/91
Report
Unit 8333
Grade C

Home Economics

27/2/91

Interview Enrol student

Make contact

SP/Teacher
role
induction

Mar-Jun

6 Letters

Response to
work

Positive
feedback

Teacher role
assessment
instruction
4/7/91
Report
Unit 5311
Grade C

Metalwork

Unit 7423
Grade C

CATEGORY: A
 Name: A2
 Status: Exclusion
 Age at time of exclusion: 13
 Sex: F
 Ethnicity: Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school:	- 29/6/90
Date before Exclusion Panel:	- 2/7/90
Date of Minister's decision	- 23/7/90
Date of enrolment at DEC	- 8/8/90
Date of exit from DEC	- 12/12/91

Enrolled in : Year 9
 English 1121, 1122
 Mathematics 4131, 4132, 4141
 Health Ed. 5231 - No file
 Home Economics 5311
 Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
English Aug 90-Feb 91 4 Letters	Response to work	Positive feedback	Teacher role assessment instruction
25/2/91 Memo from SP	Student & mother asked in to DEC	Find out student's intentions	SP role of informing teacher
13/3/91 Memo from SP	Student/mother did not keep appointment		SP role of informing teacher
Mar-Jul 9 Letters	Response to work	Positive feedback	Teacher role assessment instruction
			3/7/91 Report card Unit 1121 Grade B
			12/9/91 Report card Unit 1122 Grade C

Incident----->Tactic----->Strategy----->Game Plan

Sept-Nov
8 LettersResponse to
workPositive
feedbackTeacher role
assessment
instruction27/11/91
Report card
Unit 1131
Grade C

Mathematics

27/6/91
Record card
Unit 4132
Grade A10/12/91
Record card
Unit 4141
Grade FHome Economics
8/8/90
Met student

19/9/90

Phone call
5311Requesting
work

26/9 & 11/10/90

2 Letters

Make contact/
request work

7 Letters

26/9
20/11/90Response to
lessons 1 to 13Positive
feedbackTeacher role
assessment
instruction9/4 & 18/6/91
Two yellow slips
to SP22/8/91
Grade D
awarded

Health Ed.

No file
5231
Grade B
awarded

CATEGORY: A
 Name: A3
 Status: Exclusion
 Age at time of exclusion: 13
 Sex: M
 Ethnicity: Aboriginal
 Country/Metro: Metro

Time Line:

Date of exclusion from school	- 27/9/90
Date before Exclusion Panel	- 18/10/90
Date of Minister's decision	- 14/11/90
Date of enrolment at DEC	- 5/6/91
Date of exit from DEC	-

Enrolled in: Year 8
 Modified English
 Modified Mathematics
 Modified Science

Intervention Map

Incident----->	Tactic----->	Strategy----->	Game Plan
24/6/91 Letter	Response to work	Positive feedback	Teacher role instruction
30/7/91 Progress report satisfactory			
Aug-Dec 7 Letters	Response to work	Positive feedback/ building rapport	Teacher role interaction
5/12/91 Report card for English & Maths			
12/12/91 Memo from SP	Tutor will be reemployed 1992		SP role informing teacher
Feb-Jul 1992 7 letters	Response to work	Positive feedback/ maintaining rapport	Teacher role interaction

Incident----->Tactic----->Strategy----->Game Plan

10/7/92

Letter from Student's
tutor to attendance
teacher erratic

19/8/92

Letter from Thank you
teacher to for
tutor assistance

Teacher role
liaise with
tutor

10/9/92

Note from Update on
tutor to student's
teacher frame of
mind

8/7/91 to

10/9/92

12 letters

written from

tutor to

teacher

CATEGORY: A
 Name: A4
 Status: Exclusion
 Age at time of exclusion: 11
 Sex: M
 Ethnicity: Aboriginal
 Country/Metro: Country

Time Line:

Date of exclusion from school	-	
Date before Exclusion Panel	-	
Date of Minister's decision	-	
Date of enrolment at DEC	-	5/7/90
Date of exit from DEC	-	

Enrolled in: Year 8
 Modified English and Mathematics

Intervention Map

Incident----->Tactic----->Strategy----->Game Plan
 Modified English & Maths
 1990 - 23 Letters

3 Letters

Teacher

to Student

Welcome
 Request to
 write a letter

Make contact
 build rapport

Teacher role
 introduction

16 Letters

Teacher

to Tutor

Enquiries re
 student's
 likes/progress
 Response to
 queries re
 non receipt
 of materials

Instructions
 to tutor

Teacher role
 monitoring
 progress
 assessment

3 Letters

Tutor

to Teacher

Information
 on student's
 strengths &
 weaknesses
 Refusal by
 student to
 work with
 babyish
 materials

Incident----->Tactic----->Strategy----->Game Plan

1 Letter
Student
to Teacher

1991 27 Letters
3/5/91

New tutor
16 Letters
Teacher to
student

Welcome
response to
work/despatch
of materials

Make contact
praise
motivation

Teacher role
assessment
positive
interaction
instruction

4 Letters
Student to
teacher

7 Letters
Tutor to
teacher
Information on
student's
progress/concern
about materials

5/12/91
Report
see appendix

1992 21 Letters
29/4/92
New tutor

10 Letters
Teacher to
student

Response to
work

Maintain
contact
Positive
feedback

Teacher
role
monitoring
progress
instruction

1 Letter
Student to
Teacher

Requesting
Asterisk
books

10 Letters
Tutor to
teacher

Information on
student's
progress/
Concern about
behaviour

CATEGORY: A
 Name: A5
 Status: At Risk
 Age: 9
 Sex: M
 Ethnicity: N:Aboriginal
 Country/Metro: Metro

Time Line:

Date of enrolment at DEC - 29/7/91
 |
 Date of exit from DEC - 12/12/91

Enrolled in: Year 4

Intervention Map

Incident----->Tactic----->Strategy----->Game Plan

29/7/91

Interview
 with SP
 parents

Welcome
 explanation
 of DEC

Make contact

SP &
 teacher role
 Induction

5/8/91

Phonecall
 from
 student

20/8/91

Letter from
 tutor

28/8/91

Letter

Response to
 English &
 Maths

Positive
 feedback

Teacher role
 assessment
 instruction

3/9/91

Letter
 student to
 teacher

Personal

6/9/91

Phonecall
 DCD - check
 student's
 progress

16/9/91

Tutor called
 in to DEC to
 discuss
 student

Incident----->	Tactic----->	Strategy----->	Game Plan
17/9/91 Letter	Response to work	Positive feedback	Teacher role assessment instruction
17/9/91 Letter to tutor	Despatch of materials/ explanation expectations of DEC		Teacher role admin.
19/9/91 Letter	Response to work - untidy presentation	Feedback on acceptable standard of work	Teacher role monitoring student's progress
Letter to parent	Thank parent for assisting student with work		
28/11/91 Phoncall from SP	Student back at school		SP role updating teacher

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