

The Moderation Committee

The Board appointed a moderation committee to supervise the operation of the moderation system and to advise the Board on structures and procedures for moderation. The members of this committee were the Chief Moderators of 10 subject areas, one representative from each of the universities, one representative from the Board of Advanced Education, one representative from the Board of Teacher Education and, from 1972, a practising classroom teacher.

Chief Moderators

Appointed by the Board in each of the 10 subject areas, a chief moderator was responsible to the Board for all matters concerning his or her subject. The chief moderators made proposals for the distribution of semester ratings to the moderation committee. To assist them in co-ordinating the processes of moderation, the moderators had district moderators in each of the 10 subject groups in each of the 10 State educational districts, as well as State review panels of experienced subject assessors.

The chief moderators endeavoured to achieve comparability of assessments by reviewing the standards of the educational districts through meetings with district moderators.

District Moderators

Nominated by secondary-school principals in the particular district and appointed by the Board, district moderators were responsible for conducting the district moderation meetings. They came from the staffs of State and non-State schools and from teachers colleges and they implemented the moderation policy handed down by the Board through its moderation committee. In this end, they met with the chief moderators in February and in mid-year to obtain guideline information on the distribution of ratings, statistics for their districts, as well as procedures for the conduct of the district moderation meetings. As the representatives of the schools, the district moderators sought to facilitate the work of the Board by achieving consensus in the matter of standards of assessment based on the sharing of informed judgments. In larger districts, some district moderators had the assistance of advisers in specific subjects.

School Moderators

Within the school, the principal or his or her representative acted as school moderator supervising the subject area moderators.

District Moderation meetings

The central component of the operation of the moderation system was the district moderation meetings. These meetings between the school subject-area moderators and the district moderator aimed at achieving consensus among schools on assessments of students.

Each school representative brought to the district meeting samples of assessment instruments used and the procedures of administration and scoring. Before the meeting, the district moderator was provided by each school representative with a proposed distribution of student ratings. At the meeting, the school representative provided information on all the students' scores and proposed ratings. He also indicated the position on the order of merit list of each of the students whose work was sampled.

During the meeting, each school's work program and assessment procedures were discussed, the graded work samples examined, and recommendations made on whether the proposed student ratings be approved or modified. A school could choose to ignore the recommendations that flowed from the district moderation meeting. If this choice was made, the school's work was reviewed by the appropriate chief moderator or by people acting on his behalf.

Schools in remote areas did not meet in the manner of schools in districts. They were visited by panels of chief moderators or inspectors of schools acting as agents of the Board for the occasion⁷¹.

Development of the Board's Moderation System

The Board believed that, since they were introducing a system with a new order of priorities, it was necessary to have effective communications. Therefore a regular Information Bulletin was produced as a means of communication from the Board and its committees to schools and as a vehicle for the inter-change of ideas between schools. A booklet was also distributed in 1973 to students in Grades 11 and 12 to explain some of the procedures which affected students and to clear up some of the misunderstandings which had arisen during the year.

The Board, from the outset, tried to ensure that a system of moderation did not replace the previous system of public examinations as an influence dominating the school curriculum⁷². Accordingly, the Board in 1971 forwarded the following information to schools⁷³:

The Board would be gravely concerned if its system of moderation were to be seen as dominating the work of schools in the manner of external examinations in the past. To see moderation in this role is to misconstrue its purpose. The Radford Report recommended that within the moderation system, schools should have freedom in methods of assessment of student performance. Freedom in methods of assessment is sincerely given and the moderation system should not be seen as restrictive or used as a reason:

(a) for doing nothing until a direction comes from the Board;

(b) for doing only what it is assumed the moderators will like;

or

(c) for doing only what moderators have outlined by way of example and advice.

In a later Information Bulletin in 1973, the Board stated:

... there would appear to be a need to state that district moderation meetings are not intended to tell schools what they have to do. They are intended as a way of discovering what schools are doing, and of expressing an opinion on the acceptability of what is being done. The school has the opportunity of considering an opinion expressed by a meeting, but it is not required to accept it.

The Chief Moderator however cannot lightly dismiss the consensus of opinion of a meeting and may well wish to ensure that the objectives of a syllabus are being met by a school's course of study, and that depth of treatment is acceptable, if the school is to have its results included on Board Certificates. The only constraint imposed is that the school fulfil the objectives of the syllabus⁷⁴.

In 1971, moderation procedures were not applied beyond Grade 10. To assist in planning for 1972, the Board commissioned a survey of teacher attitudes towards moderation procedures⁷⁵. In 1972 and 1973 these procedures were extended progressively to include assessments made for Grade 11 and 12 students at the end of each of the two semesters⁷⁶.

In 1972, the Board commissioned a survey of district moderation meetings. Part of this survey was concerned with the attitudes to moderation of subject area moderators and district moderators who were asked to give their opinions on Junior and Senior moderation in four categories:

- continue with no change;
- change slightly;
- change radically; and
- abolish altogether.

In relation to Junior moderation, 'abolition' was heavily supported, while for Senior moderation 'slight changes' received the most support. Consequently, in 1973, the Board approved the acceptance of school distributions of Grade 10 ratings within prescribed limits of tolerance, while moderation at the Senior level was made more effective⁷⁷.

By the beginning of 1972 the Board was experiencing some difficulty in obtaining suitable persons as district moderators⁷⁸. This problem, which was to remain with the Board for the next three years, was probably caused by the contentious nature of the work.

Assessment

School assessment

The reliability of school assessment

The Research and Curriculum Branch of the Department of Education conducted research into the reliability of school assessment and published the results in August 1972. The relationships among the various measures which, prior to 1971, were available at the Grade 10 level were examined. These measures included the Junior Examination (Junior), the Commonwealth Secondary Scholarship Examination (CSSE), and the Commonwealth Secondary Scholarship school rating (CSS school rating) which was based on school examinations and assessments by teachers. The relationship between two Grade 12 measures was also considered. These were the Senior Examination (Senior) and the Senior school assessment based on school examinations and teacher prediction. Finally, the value of the various Grade 10 measures for predicting success in senior secondary school studies was examined. The conclusions of the research were set out as follows⁷⁹:

1. The results of this study suggest that the Junior Examination, the Senior Examination, the CSS school rating and the Senior school assessment all emphasised similar skills and abilities. However, the CSSE emphasised considerably different skills and abilities.
2. Criteria of academic success were established by the Junior and the Senior Examinations and the framework within which the CSS school rating and the Senior school assessment were made was subsequently determined by those criteria.
3. Although little information is available concerning the reliability and validity of the Senior Examination, this study does suggest that school assessment can provide a measure of academic success at least as reliable and valid as that given by the Senior Examination.
4. The use of a multiple regression model in which CSSE results and CSS school ratings were used as individual predictors of success in the Senior produced a coefficient of multiple correlation which was considerably higher than the correlation between the Selection Measure formed from these two measures and the Senior. This indicates that the Selection Measure did not make optimum use of the predictive information available from the CSSE and the CSS school assessment.

The Research and Curriculum Branch also prepared a series of booklets: School Assessment Procedures. These were designed to stimulate thought and discussion on the topics of school assessment and moderation and to assist teachers in their greater responsibility for assessment of student performance.

Board Initiatives

Early in 1971, the Board encouraged 80 schools to avoid rigidity in their school testing program, and it urged schools not to test too frequently nor to rely heavily on common tests within the school⁸⁰.

The Board quickly became concerned with the tendency for some schools to increase the number of students in the 7, 6 and 5 categories in proposed distributions of ratings⁸¹. In the following year, the Board encouraged the Moderation Committee to counter this tendency⁸².

Efforts to achieve comparability

Minimum assessment and distribution of ratings

In order to facilitate comparability in Grades 11 and 12, the Board requested moderators to define the minimal essential forms of assessment. Furthermore, to compare students in Grade 11 and Grade 12 with others who had undertaken the same course of study at the same time, the percentage receiving each numerical rating of achievement throughout the State was set within the following limits⁸³:

Numerical Rating	7	6	5	4	3	2	1
Percentage	2-6	6-12	10-20	30-50	10-20	6-12	0-6

The usual pattern was set as:

Numerical Rating	7	6	5	4	3	2	1
Percentage	5	10	20	40	16	7	2

Comparability tests

In 1973 a series of tests was developed for use in third semester, Grade 12, to assist in moderation procedures. These Comparability Tests were held in the specific subject areas of English, French, German, modern history, ancient history, maths 1, chemistry, biology, geometrical drawing and perspective, home management, accounting and art. The Moderation Committee nominated the schools required to take individual tests, with no school being required to take more than four or fewer than three tests. A school was able to elect to take tests additional to those which it was required to take and to include a comparability test in the school's assessment program⁸⁴.

Reference tests

One of the recommendations of the Radford Report was that an order of merit list could be derived on the basis of a combination of scaled school assessments and special examinations not based on prescribed syllabuses. Regulation 55 of *The Education Regulations of 1971* stipulated that such an order of merit list was to be compiled by the Board in 1973 and thereafter.

The Radford Committee's proposal regarding the use of 'special examinations not based on prescribed syllabuses' was clearly influenced by the development by ACE R of a series of aptitude-type tests for tertiary selection purposes. These tests now comprising the Tertiary Education Entrance Project (TEEP) Series A, B and C and the Australian Scholastic Aptitude Test (ASAT), are largely syllabus free, that is the data needed to answer the questions are available on the paper. What the candidate has to do is to demonstrate a capacity to operate intelligently in the area being tested.

In anticipation of the need to develop the necessary testing procedures, the Research and Curriculum Branch of the Department of Education commenced in 1970 the Queensland Grade 12 study to obtain information concerning possible alternative methods of selection for tertiary studies.

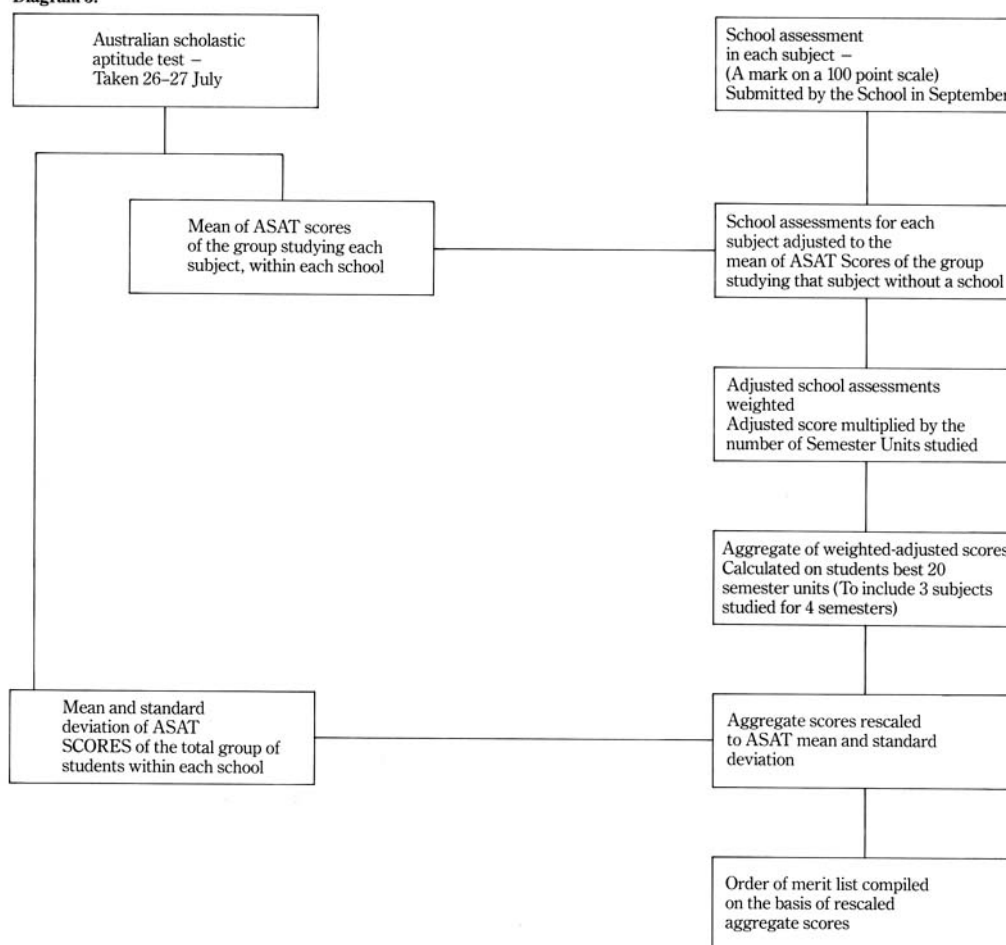
The first part of the Queensland Grade 12 Study appeared in *Report No. 1. The Performance of Queensland Grade 12 Students on the Australian Scholastic Aptitude Test*, published by Research and Curriculum Branch, Department of Education, Queensland, in October 1971. The summary of this report stated that the ASAT was administered in October 1970 to 7737 Grade 12 students in Government and non-Government secondary schools in Queensland. The mean score obtained was 51.3 and the standard deviation was 11.7. Scores ranged from 0 to 93. The raw scores tended to be distributed according to a normal distribution. Generally, the mean performance of Science students was superior to that of students in the Humanities and other categories. The difference between the results of male and female students on the total test was not appreciable and there was no consistent pattern of difference in results according to type and location of school.

On 13 July 1972, the Research and Curriculum Branch published a report prepared for the Board - *The Use of School Assessments Scaled Against the Australian Scholastic Aptitude Test for Compilation of an Order of Merit List*. In this investigation, the groups of students who would have been awarded Commonwealth University Scholarships on the basis of each of the two orders of merit were compared. In the conclusion it was stated that:

The evidence therefore indicates that an order of merit based on school assessment scaled against the Australian Scholastic Aptitude Test would be as effective as that based on aggregate scores in a student's best five Senior Examination subjects for the award of scholarships.

Accompanying the report was a suggested procedure by which an order of merit could be compiled. The Board circulated this material among educational institutions for their views. These views were taken into consideration by the Research and Curriculum Branch which amended its proposals⁸⁵ and the procedures outlined in Diagram 3 were implemented in 1973⁸⁶:

Diagram 3:



Earlier, in 1972, the Board obtained the results of the Commonwealth Secondary Scholarship Examination for the Chief Moderators to assist them in their moderation procedures⁸⁷.

The External examinations

During the period 1971 to 1973, the Department of Education continued to conduct the Junior External Examination as an agent of the Board, and the University of Queensland continued to conduct the Senior External Examination using the same procedures as those in operation before 1970. For full-time students attending secondary schools, these external examinations were of course phased out. For these students, the last Junior External examination was held in 1970, and the last Senior External Examination was held in 1972.

Certificates

The Board's Certificates were issued on the basis of full-time attendance. Award of the Junior Certificate was dependent on the completion of Grade 10, and the Senior Certificate was awarded after five years secondary education up to Grade 12 level. A descending numerical rating of seven to one derived from school assessment was continued for both certificates.

The Board discouraged the use of assessment results as a basis for the award of prizes, scholarships and bursaries. They believed it was preferable for organisations to use school assessments as one piece of information in a selection process involving other procedures, for example, interviewing⁸⁸.

In 1972, the Board decided not to release Senior results for publication in the press⁸⁹. The following year Senior candidates were issued with interim statements of results which incorporated a list of those tertiary institutions for which they had qualified to enter.

Reaction to assessment procedures

While there was considerable criticism of the Board's assessment procedures, very few vocal critics called for a return to the external examination system.

Principals of State and non-State secondary schools used the annual school speech night to comment on what was commonly called the Radford Scheme. These comments were often reported in the newspapers.

Most principals supported school-based assessment, but some were critical of some aspects, especially the tendency towards over-testing. A minority completely opposed the Radford Scheme as an alternative to external examinations⁹⁰.

While the Queensland Teachers Union did not advocate a return to external examinations, it quickly became critical of moderation procedures. Editorials in the *Queensland Teachers Journal* summarised the discontent felt in 1971. The editorial in the May issue criticised the practices of overtesting, and testing forced to conform to rigid unimaginative patterns. The editorial in the October issue concentrated on alleged weaknesses appearing in district moderation meetings⁹¹.

The Queensland Teachers Union supported moderation meetings which acted as a form of in-service training on the techniques and content of evaluation. However, it opposed moderation procedures related to achieving comparability between schools. These imposed a heavy clerical burden on teachers and were considered unnecessary except for Grade 12. The Union also opposed the procedures related to compiling an order of merit list which involved an aggregate of four semester's results. It was believed that this had a detrimental effect on student motivation. Students who did not do well in Semester 1, Grade 11, found it difficult to retrieve their situation, and late developers and those studying subjects at Grade 11, which they had not studied to Grade 10, were particularly disadvantaged⁹².

The Union in 1972 formally indicated to the Board the belief that moderation at the Junior level and the issue of a Board Junior Certificate should be abandoned as soon as possible. One of the Union representatives on the Board moved a motion aimed at terminating the issue of Junior Certificates by the Board and implementing a system whereby certificates issued to Grade 10 students would be school certificates only. The Board did not accept this, but it did relax Junior moderation procedures in 1973⁹³.

One teacher, writing in the *Queensland Teachers Journal*⁹⁴, attributed the problems to teachers' apathy and resistance to change which was inbred in the system. This teacher went on to explain that an antipathy existed between teachers and changes which emanated from educationists who had little observable contact with those on the shop floor. This presented a barrier to the implementation of the Radford Report, which demanded commitment by teachers based on an understanding of the full objectives and implications involved. As solutions, in-service training and first-hand communication between teachers and those initially responsible for the Radford Report proposals were suggested.

A consistent critic was Dr Ted D'Urso of the University of Queensland. His major criticisms were that the Radford Scheme was not guided by a philosophical analysis of the aims of education and there was contradiction between the Board's dual goals of gaining educational flexibility by teacher assessment and gaining the objectivity of grading associated with external examinations. Dr D'Urso also believed that the Board was unwisely giving precedence to the latter goal⁹⁵.

Public opinion expressed in the press was equally critical of moderation procedures. The Queensland Council of State School organisations stated that they had called for submissions and these had been by and large critical of the premature, across the

board, implementation of the Radford Scheme⁹⁶. *The Courier-Mail*⁹⁷ adopted a policy of calling for a complete review of the Radford Scheme.

Opposition spokesmen in Parliament repeated many of the criticisms made elsewhere. Peter Wood, MLA, stated that most parents were disturbed and students were dismayed by the methods of assessment being used. He called for a review of the operation of the Radford Scheme. The Minister for Education, Sir Alan Fletcher, rejected this proposal, and stated that an unduly pessimistic and, in many respects, quite inaccurate picture had been painted of the Radford Scheme. The Minister referred to the support for the Radford Scheme voiced by a recent meeting of the State High School Principals Association and by an editorial in a recent Parent and Citizens Association publication⁹⁸.

The Senate of the University of Queensland stated in their 1971 Annual Report, in relation to the Radford Report recommendations on the Senior examination, '... it is to be regretted that there was not fuller consultation with the University'⁹⁹.

The Senate, on the recommendation of the Professorial Board, on 7 October 1971, adopted a new entry policy. This was based on recommendation 6.20 of the Radford Report which stated:

A tertiary institution at present using the external Senior Certificate as its entrance requirement could replace the external examination by one or more procedures such as the following:

- (i) it could accept the schools assessment provided that the semester units completed by the applicant satisfied its requirements.

Furthermore, since the Radford Report stated (see 6.21) that University entry should take account of all the evidence available about student ability and readiness for tertiary studies, the new entrance policy stipulated that teachers' assessments in five subjects over four semesters would become the basis for entry. This policy was applied at the end of 1973.

Since the Board of Secondary School Studies at that time had not announced decisions on the nature of the controls to be exercised over such assessments, the Senate accepted the recommendation of the Professorial Board that the system be reviewed after a period of about three years. The Senate also asserted that it maintained the right to set its own entry requirements and set its own entrance examinations if necessary¹⁰⁰.

The new policy of the University did not make use of recommendation 6.23 of the Radford Report which stated:

In the immediate future, we consider that tertiary institutions could therefore use in their selection procedures:

- (i) school assessments which could, if desired, be scaled for comparability between schools by the Scholastic Aptitude Test, by the TEEP tests, or by other means such as recent Senior performance and the common reference tests suggested in paragraph 6.15;
- (ii) TEEP-type tests covering a wide range of subject areas and designed to test abilities required in tertiary courses;
- (iii) Scholastic Aptitude Tests.

The Board's response to criticisms

The Board did not hesitate to acknowledge that problems existed¹⁰¹:

It was a break from tradition which called for a completely new set of expectations and attitudes on the part of students, parents, teachers, administrators, employers and the public. It should not therefore be a matter of surprise or disappointment that the implementation of the new system of assessing students' achievements had its teething problems.

In the first year, the Executive Officer of the Board, Les Winkle, said, 'I am well aware that sometimes this rather large machine has creaked and rumbled, lurched and faltered, and this I regret'¹⁰². A member of the Board, in an interview with a newspaper reporter in 1973, admitted that there were certain internal problems related to obtaining comparability through moderation meetings¹⁰³.

The Board believed that much of the criticism in newspapers was based on misunderstanding and lack of information, and overlooked the positive aspects of the scheme¹⁰⁴. In a series of correspondence to the newspapers, public forums and lectures, the Board tried to overcome this aspect of the problem.

Unfortunately, according to the Minister for Education, attempts by the Board to secure news space to correct an imbalance in the presentation of views had been too often unsuccessful. Therefore the Board successfully requested the Minister to issue in 1973¹⁰⁵, *A Statement on School Assessment*.

The Board also pointed out some of the problems that were caused by factors external to the Board's assessment machinery. The Board referred to the resistance of some teachers to change¹⁰⁶. It also drew attention to how the goals of the University, and of many students, parents and teachers conflicted with a major goal of the Board:

The function of school assessment is to provide a measure of achievement, a measure of how much a student has benefited from his schooling. It is the use of these assessments for the purpose of selection that has bedevilled the processes of assessment of students by

schools, and the moderation of these assessments. The dominance of the function of selection in the minds of students and parents - and teachers has created tensions within the system. The moderation system is seen to be doing more than is intended of it.

There is evidence, in fact, that under the pressure at present exerted on the system, some teachers and some schools, perceive themselves in an advocate role at moderation meetings in an effort to obtain as many high grades as possible for their students. This places strain on the process by which comparability of assessment is to be achieved. Schools which are co-operating to operate moderation procedures correctly, fear that they may be disadvantaged.

The process of selection should be seen as separate from reporting achievement¹⁰⁷.

The Board assured the University of Queensland that the standards of the Senior Examination would be maintained. During the trial period 1973-5, the values of the seven to one ratings would be kept comparable to those of the 1967-71 period by moderation procedures¹⁰⁸.

In some instances, the Board believed that criticism was valid and made efforts to rectify the situation. Discussions were held with the University of Queensland about the revision of matriculation rules¹⁰⁹, and moderation to Grade 10 level was relaxed. Unfortunately, the Board was unable to answer immediately some valid criticisms because it needed time to develop improved assessment measures and to change assessment procedures.

A critical period, 1974-1976

Moderation

In 1974 the Board made certain changes, many of which helped to make moderation less onerous and more acceptable. Acting on the recommendations of the Moderation Committee and a sub-committee appointed by the Board in 1973 to investigate the present uses and standing of the Junior Certificate, the Board made significant changes to the procedures for the moderation of assessment standards for the 1974 Junior Certificates. Meetings which examined the distribution of ratings proposed by schools and the work of students in which such distributions were based were discontinued.

The Board believed that the community was prepared to accept a decreased level of moderation of standards of assessment and that procedures for moderation for Grade 10 need be minimal only. The procedures retained were:

- The provision of assistance to schools in the development of programs of work and programs of assessment and in the determination of standards of assessment, through meetings of teachers and through visits to schools by Chief Moderators.
- The holding of meetings to establish standards of assessment in newly implemented courses of study.
- The monitoring of the distributions of ratings. Where a school appeared to depart significantly from the recognised standards of assessment, the Board proposed to investigate the standards of assessment adopted by the school in that subject in the following year¹¹⁰.

Changes in method but not in degree were also made in the procedures for moderation of standards of assessment for Grade 11 and Grade 12. The responsibility for recommending approval of a school's standards of assessment remained with the Chief Moderator.

For Semester 1 (Grade 11) and Semester 3 (Grade 12) the moderation meeting remained as the principal instrument for providing assistance to schools and information to the Chief Moderator, but more time was devoted to meetings. In some instances, two meetings were held for a subject to allow for the separation of its main functions - one meeting to assist schools to establish standards, the other to provide information for the Chief Moderator on standards subsequently adopted within each school¹¹¹.

For Semester 2 (Grade 11) and Semester 4 (Grade 12) the principal instrument of moderation was the advisory panel. The distributions of ratings established for Semester 1 and Semester 3 served as a base. Where a school sought to vary such a distribution, it sought the approval of the Chief Moderator who was assisted by an advisory panel of experienced teachers¹¹².

The moderation meeting had the advantage of involvement of teachers, but it took them from their normal teaching duties. The use of advisory panels overcame the problem of loss of time, but did not provide a ready feed-back for schools. By use of each method at the appropriate time, a satisfactory compromise was reached.

By-products of the moderation system were the positive influence it had on assessment programs within schools and the opportunities it provided to teachers for professional development through contact and discussion with other teachers¹¹³.

Order of merit list

The Board advocated that tertiary institutions should make use of the Order of Merit list of Grade 12 students prepared by the Board. This appeared as a Tertiary Entrance Score (TE Score) derived from school assessments scaled against the Australian Scholastic Aptitude Test.

All tertiary institutions except the University of Queensland made use of the TE Score in their entry requirements in 1974 and the University of Queensland began to make use of it in 1975. This removed certain inequities and anomalies inherent in the University of Queensland system of using aggregates of ratings over four semesters and thus reduced some of the undesirable pressures on schools and students. However, at the end of 1974, the University of Queensland (and subsequently other tertiary institutions) introduced quotas to all Bachelor's courses. This almost coincided with the introduction of TE Scores and it was the TE Score system which was singled out by some of the public as the obstacle to tertiary entrance.

The assessment timetable for 1974

February 4	Meeting of District Moderators with Chief Moderator
February 11-15	District Moderation meeting
March 25-29	Chief Moderators visit remote areas
June 28	End of Semester
July 8	Meeting of District Moderators with Chief Moderators
July 15-19	District Moderation Meeting to establish standards
July 22-26	District Moderation Meeting to review proposed distribution of ratings
September 4-5	ASAT tests in schools
November 6	Estimates of proposed distribution for Semester 4 to be sent to Chief Moderator
November 15-29	Order of merit assessment to be furnished
November	Information on grades allotted to students furnished
November 29	End of Semesters 2 and 4
December 2	Distribution of ratings for Semester 2 sent to Chief Moderators

Important research

The Queensland Grade 12 study

In March 1975 *The Queensland Grade 12 Study Report No. 2: Validation of Aptitude Measures for the Rescaling of School Assess~* was published¹¹⁴. The results presented in this report provided evidence that ASAT could provide a reasonably good basis for rescaling school assessments. TEEP scores were considered better but it was considered doubtful whether the gain in validity was worth the additional hours of testing time involved.

Schools under Radford

In November 1975, a report, *Schools Under Radford*, was presented to the Board. This investigation, undertaken by two research officers of the Department of Education and the research officer of the Board, aimed at placing in perspective the often conflicting reports about practices in secondary schools after the implementation of the Radford Report proposals.

Following an analysis of questionnaires and interviews, the researchers came to the conclusion that while much dissatisfaction was expressed about some aspects of the secondary school system, on balance, respondents favoured the present system over the system incorporating external public examinations. Furthermore, only a small proportion indicated that they would like a return to the external public examination system. Much of the dissatisfaction stemmed from the moderation system. Teachers said that moderation did not achieve comparability, led to an over-emphasis on assessment, caused an increase in the frequency of assessment, created student strain and disadvantaged students in small schools, particularly if they were in a typically bright group. Students also believed that moderation did not achieve comparability, and shared with many teachers the view that a school's allocation of ratings was relatively fixed, despite official statements from the Board of Secondary School Studies to the contrary¹¹⁵.

The report recommended that:

1. The Board of Secondary School Studies sponsor an investigation of assessment techniques presently in use in schools to identify those with which teachers experience difficulty and those which appear to be little used and thus to establish:
 - (a) areas of need for in-service education,
 - (b) the desirability of allowing more freedom to schools in the extent of their use of various procedures.
2. In-service seminars be conducted to coincide with the release to teachers of materials relating to alternative approaches and new ideas so that maximum benefit can be derived from the material.

3. Tertiary institutions, in their general entrance requirements, and in their specific course or Departmental requirements, replace any required minimum number of points over four semesters with a requirement for study of the subject for four semesters with a required minimum number of points in the best three semesters.
4. The Board of Secondary School Studies investigate ways of speeding up the issuing of ratings to students, particularly Semester 2 ratings¹¹⁶.

The Campbell Report

In December 1975 the results of another study, the Campbell Report¹¹⁷, were made available to the Board. The Australian Advisory Committee on Research in Education (later renamed the Educational Research and Development Committee) had commissioned Professor William J. Campbell and colleagues in the Department of Education, University of Queensland, to undertake a wide-ranging study of the educational effects of those changes which followed the implementation of the Report of the Radford Committee. Regarding evaluation, the Report made the following comments¹¹⁸:

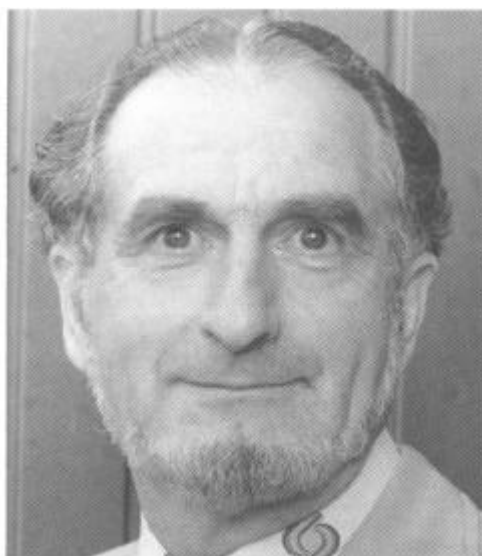
The predominant pattern which emerges is thus one in which tests and examinations are the imperatives of school life and the curriculum and tests of information gained are closely co-ordinated, with the moderation procedure acting as the mechanism for the co-ordination. The teachers do not themselves acknowledge that this co-ordination amounts to a strong conscious use of examinations and tests as motivation for school work either through competition or threat of low marks, but there is an undeniable tendency for this to be the case. Data from the student sample also demonstrate this tendency.

From the evidence presented ... one is tempted to conclude that the evaluation arena has witnessed no dramatic change following the introduction of the Radford scheme, and that the promise of freedom in evaluation practices remains largely unfulfilled.

The report concluded¹¹⁹:

It would be wrong to suggest that the Radford scheme has been a failure; clearly it has many fine process achievements to its credit. Its achievements, as measured by student outcomes, have, however, not lived up to expectations and hopes, and careful consideration should now be given to new forms of intervention ... The present scheme of moderated teacher assessments has stimulated the professional growth of school administrators and teachers, and has fostered a school identity. As a consequence, school groups are now more educationally sophisticated than they were in 1970, and might well be given greater autonomy in the matter of the ratings which they assign to their students. Perhaps moderation could give way to a gentler scheme of monitoring, involving liaison officers in school districts, tertiary institutions, and employment.

It must be realised, however, that these reports relied on data collected in 1974 and that by 1976 some of the more serious problems had been removed by changes introduced by the Board and the University of Queensland. This was acknowledged in 1976 by one of the authors of the Campbell Report¹²⁰.



Professor William Campbell, Professor of Education at the University of Queensland, headed investigations into the educational effects of both the Radford Report and ROSBA.

Continuing criticism

Between 1974 and 1976, criticism of the Board's assessment procedures continued. These procedures were even seen by some commentators¹²¹ as responsible for the lack of interest in annual school drama and geography competitions.

In 1974 the Queensland Council of Parents and Citizens Associations (QCPCA) advocated that assessment was essentially for information between teacher, child and parent, and that tertiary institutions and employers should not force entrance requirements onto secondary education but make their own assessments when required. Consequently, the QCPCA urged the Department of Education¹²²:

1. To allow secondary schools to develop their own assessment principles and practices, with advice and consultation available to them.
 - 1.1 that these assessments are for information between teacher, child and parent and are only made available to outside interests with the approval of the student and parents.
2. To encourage Principal, teacher co-operation in communicating effectively the student's attainments to parents.
 - 2.1 to urge primary and secondary school principals and teachers to adopt a 'face-to-face' individual reporting system.

The QCPCA maintained this policy, with some minor changes, right through to 1983.

The Queensland Teachers Union stepped up its opposition to moderation and the method of deriving an order of merit list for tertiary institutes. In 1974 the Union advocated a policy of accreditation for schools which should have their own responsibility for courses, assessment and issue of reports or certificates. The Union believed that no single, universally used form of report or certificate could adequately fulfil the requirements of students, parents, employers or higher education institutions. It did believe, however, that assessments in non-accredited schools should be moderated in a similar way to the existing moderation system. The Union also continued to press for the elimination of the Junior Certificate and the abolition of moderation in Grade 11¹²³.

In 1975, the Board came under direct pressure from the QTU to eliminate moderation in Grade 11. The Board refused to change its policy. It asserted that it was unreasonable to expect that a society conditioned to external examinations for almost a century would accept, over the span of a few years, the abolition not only of public examinations, but also of a system which provided safeguards of standards and some measure of comparability of standards between schools¹²⁴.

Early in 1976, the QTU Executive Council sent a newsletter to teachers directing them not to supply examples of students' work to any person except for the purpose of moderation within the school. This action, if followed through, would have blocked the Board's provision of Senior Certificates in 1977. On this issue, the Queensland Teachers Union was supported by the Queensland Association of Teachers in Independent Schools¹²⁵.

The Board in May requested the Union to defer their planned action until the Board had time to consider changes dependent upon four developments which had not yet been finalised. These were:

- The moderation committee of the Board was considering several proposals for changes to moderation procedures.
- A select committee, chaired by Professor Ted Scott of the Board, was examining the findings of the Campbell Report and the report commissioned by the Board itself, *Schools Under Radford*.
- The Board Executive Officer (Les Winkle) was investigating developments in California, Canada, England and Scotland.
- The Board was awaiting the outcome of its submission to the Education Minister (The Hon. Val Bird) for its reconstitution and for a re-statement of its powers and functions.

The Union accepted this proposal¹²⁶ and subsequent changes made by the Board defused the situation. After May 1976, the Union became less concerned with these issues.

External examinations

After 1973 the BSSS took over the administration of the Junior and Senior External Examinations. Because the Board believed that these external examinations should not provide an alternative to school-based assessment, restrictions were imposed on prospective candidates. Consequently, the majority of students sitting for external examinations since 1973 have been mature age students¹²⁷.

Press comments

Discussion about moderation procedures featured less prominently in the press during this period. However, critical comments continued to appear. Of interest was a brief survey conducted by the *Telegraph* which revealed that many employers did not make use of Junior or Senior Certificates or did not understand them. One bank¹²⁸ used its own test to select employees. Editorials in *The Courier-Mail* continued to be critical and referred to the confusion that was associated with the Radford Plan¹²⁹.

Efforts to improve or change the new system, 1976-1979

The Queensland Teachers Union

In July 1976, the Queensland Teachers Union conducted a workshop involving a wide range of interested groups including the BSSS, to investigate moderation procedures in Queensland secondary schools. In the final report of this workshop it was stated that 'There was no support expressed for retaining the system of internal assessment with moderation in its present form'. Two changes were generally accepted at the workshop as being necessary. These were that official ratings should be awarded only at the end of Grade 11 and Grade 12 years, and that ratings awarded should be based on agreed standards rather than on relative positions in a group¹³⁰.

The University of Queensland

In 1976, a Committee was set up by the Professorial Board of the University of Queensland to review the effects of the Radford Scheme. This committee recommended that the Professorial Board advise the Senate that:

- it does not recommend the reintroduction of an external examination or the introduction of a special examination for this University;
- nevertheless, the University should continue to monitor the knowledge and skills of its first year students and, in consultation with the schools, seek to remedy deficiencies;
- Senate recommend to the Minister for Education that results in a subject should not be used in calculating a TE Score unless that subject had previously been approved for that purpose by the universities;
- Senate recommend to the Minister for Education and to the Board of Secondary School Studies that the use of the ASAT be reviewed and a more effective test or procedure for ensuring comparability of scores between schools and subjects be sought.

The last recommendation was based on University correlation studies which all suggested that ASAT had not correlated substantially with University performance and that, since the predictive validity of the TE Score was often lower than that of the Aggregate Point Score, the use of ASAT was undesirable in a tertiary entrance score¹³¹.

The Department of Education

The Year 12 study was furthered by the publication of *Report No. 3, The Use of Rescaled Teacher Assessments in the Admission of Students to Tertiary Study*, Research Branch, Department of Education, Queensland, January 1977. This paper by Barry McGaw assessed the role and effectiveness of external examinations at Year 12 in Queensland and the effectiveness of the alternatives with which they have been replaced, and focused on the selection of entrants to tertiary institutions. The author, on the basis of this study, expressed the belief that rescaling school assessments against ASAT appeared to be producing a selection index which worked almost as well as the former examination. This opinion, then, differed from that formed by the University Committee referred to above.

In 1978 the Research Branch made a study of school assessment procedures¹³². The conclusions were:

- Most decisions relating to assessment procedures in the subjects studied are made by the subject master or subject area co-ordinator in consultation with other teachers of the subject. The principal has the power to veto decisions, but it appears that he seldom exercises it.
- Teachers are generally satisfied that mechanical aspects of assessment and moderation are functioning fairly smoothly.
- There is substantial concern that comparability between schools is not being achieved.
- Schools are utilising the flexibility available to them in their choice of modes of assessment.
- Although outside bodies (particularly the Board) make substantial demands on schools, respondents generally felt that summative assessment did not dominate their assessment program and that they were generally able to integrate formative assessment into their teaching program.
- There is considerable diversity in the procedures used by schools to assign the Special Subject Assessment (SSA) which is sent to the Board for input into the Tertiary Entrance (TE) Score calculations. Only half of the schools used standardisation effectively when combining semester scores in calculating the SSA.
- Most principals and teachers indicated that they were satisfied with the quality of the assessment instruments in their school or subject. However, most indicated that their view was based purely on their own perceptions rather than on any specific validation procedure. In contrast to the apparent satisfaction of respondents in schools with the quality of tests, only one of the inspectors interviewed was satisfied with their quality. Inspectors believed that many teachers did not possess the skills necessary to ensure that tests were valid and reliable.
- Between 1974 and 1978, there have been considerable improvements in:
 - the use of formative assessment
 - the use of appropriate modes of assessment

- the mechanics of the moderation system
- Overall, there is greater satisfaction with the system at present than there was in the years immediately following the implementation of internal assessment.
- Further research into the method of calculation of TE Scores should be undertaken.
- Further research into the validity and reliability of assessment programs and instruments used in schools should be carried out.

The Board of Secondary School Studies - The Scott Report

The Board set up a special sub-committee on 27 February 1976 to determine the implication of the findings of the reports, *The Campbell Report* and *Schools Under Radford*, and to make recommendations concerning the action which the Board should take in response to those findings. This committee was headed by the Dean of Education at James Cook University, Professor Ted Scott. The members were George F. Berkeley, Assistant Director-General of Education, Max A. Howell, Head Master, Brisbane Grammar School, Lyle T. Schuntner, President, Queensland Teachers Union, Richard F. Walker, Assistant Director of Mount Gravatt CAE, and Les Winkle, Executive Officer, Board of Secondary School Studies.

At the outset, the Board claimed, with some justification, that changes made to the moderation system by the Board in 1974 had removed the source of some of the more severe criticisms noted in *Schools Under Radford* and *The Campbell Report*. These studies relied on data collected mainly before the effects of these changes were felt¹³³.

The first Report of the Scott Committee was submitted to the Board in December 1976. In summary, the recommendations of the committee were that:

- (i) there be a change from the present norm-based system to a competency-based system of assessing and reporting the achievement of students. The 'competency-based' system meant that students would be assessed on what they had achieved rather than how they compared with other students. It was hoped that this would relieve the stress on students who felt they were in competition with their fellows.
- (ii) more attention be paid to the preparation of teachers for their role in assessment through closer collaboration with teacher-employing authorities and teacher education institutions, and through a new emphasis on assistance and advice in moderation procedures. (It was felt that in the past the Board was too concerned with the final product of moderation - student ratings.)
- (iii) positive action be taken to emphasise the importance of the curriculum and to assist schools to provide appropriate courses;
- (iv) an expanded and more intensive information dissemination service be established, to develop a clearer understanding of the Board's role and of its policies and procedures; and
- (v) a co-ordinated research program be undertaken to assist the Board in evaluating both its own procedures and the proposals made by interested parties.



Professor Edward Scott, Professor of Education at James Cook University, was Chairman of the Committee which produced ROSBA in 1978. ROSBA advocated competency-based assessment and a system of subject accreditation to replace the system of norm-reference assessment and the system of moderation.

These five statements were adopted by the Board as basic principles to serve as guidelines for the Board and its committees in determining future policies¹³⁴. Comments and submissions on the Scott Report from Board committees and from outside organisations and educational institutions were taken into consideration in the rewriting of the report for final submission to the Board. The Queensland Teachers Union was one of the organisations which expressed interest in, and initial support for, the five principles¹³⁵. The final report of the Scott Committee, *A Review of School-Based Assessment in Queensland Secondary Schools*

(ROSBA), was published by the Board of Secondary School Studies in April 1978. Professor Scott referred in the Preface of this Report to the changed social and educational climate in which the final Report was prepared. He referred specifically to the higher unemployment rate, the higher retention rate of students beyond Grade 10, increased awareness of the multicultural mix of the secondary school population, and increased concern for standards and performance accountability. The major recommendations in ROSBA relating to assessment were¹³⁶:

- Assessment of Student Achievement

The present norm-based assessment procedures in Years 10, 11 and 12 should be replaced by competency-based procedures (P15). Assessment in each year of secondary school studies for all subjects (Board, Board-Approved and School) should be made for the relevant dimensions of achievement in each subject in terms of the following competency categories (P16):

- * Highest level of competency
- * Highly competent
- * Competent
- * Limited competence
- * Very Limited competence
- * Ungraded

The levels of achievement reported in Year 10 should be expressed as levels of competency on the appropriate achievement dimensions of the subject studied, together with a statement of the student's overall level of competency in the subject (P18). In the Senior Secondary School the Board should issue only one assessment in each subject - an exit assessment indicating a student's global level of performance in that subject at the cessation of his/her study of that subject (P19).

- Accreditation and certification

The Board's present moderation practices should be replaced by a system of subjects accreditation of proposed work programs and competency criteria, and Certification of reported standards of achievement (P20). The subject accreditation and certification procedures should be operated through a system of Subject Review Panels and a Board Accreditation and Certification Committee, together with associated teachers' meetings in the case of Years 11 and 12 (which, though mandatory, should not be part of the formal processes of accreditation and certification) and with associated School Consortia in the case of Year 10 (P21).

Subject review panels should be established at two levels, viz. district and State. Initially only the State panels should apply to Years 11 and 12 (P22).

The Board's Moderation Committee and Assessment and Moderation Committee should be replaced by one committee.

- The Board Accreditation and Certification Committee

This committee should be an executive committee of the Board. Its membership should include a Chairman appointed by and from the Board, all State Subject Review Panel Chairmen together with such other membership as the Board determines (P23).

The present moderation meetings in Years 11 and 12 should be replaced by District Teachers' Meetings in each subject or subject grouping. Such meetings should be held twice a year during the mid-semester breaks in the first and second semesters respectively. Attendance at these meetings by school Subject Co-ordinators (replacing the present position of school subject moderators) should be mandatory. However such meetings should not be seen as part of the formal accreditation and certification processes, but rather as professional meetings for teachers to engage in co-operative ventures in planning their work and assessment programs and in arriving at performance standards seen as fulfilling competency criteria (P24).

In Year 10, to assist schools in the establishment of work programs and in the setting of standards, school consortia should be established throughout the state on the basis of geographical and demographical considerations, for example, in the more sparsely populated areas, a large high school and a number of high school tops could form a consortium. Meetings of school consortia should parallel those of the Years 11 and 12 District Teachers' Meetings (P25).

- Maintenance of Standards

To assist in the maintenance of State-wide achievement standards and the maintenance of such standards across time, the spirit of paragraph 6.15 of the Radford Report should be endorsed. A policy should be adopted by using Competency Reference Tests in Board Subjects. The sole objective of these tests should be to assist schools in determining standards of performance relative to each level of competency in a subject. Such tests will be an invaluable aid to teachers in determining competency standards in smaller schools. Under no circumstances should the results of Competency Reference Tests appear on Board or School Certificates or Reports. Initially, Competency Reference Tests might be restricted to the Senior Secondary School with extension downwards to Year 10 depending upon the subsequent advice of the Accreditation and Certification Committee (P26).

- Tertiary Entrance Score

For the purpose of determining order of merit for entry to Tertiary Institutions, the Tertiary Entrance Score should be retained, though the Board should continue its research into the efficacy of the Tertiary Entrance Score as a method of ranking students (P27).

In calculating the Tertiary Entrance Score use should be made of ASAT, or of a comparable test, as at present. However the Board should continue its research into the use and efficacy of such moderating instruments (P28).

Among the exit assessments to be used in calculating the Tertiary Entrance Score, provision should be made for including,

by choice, exit assessments totalling two semester units of certified School Subjects. Before acting on this recommendation the Board should discuss it with the tertiary institutions (P29).

- Certificates

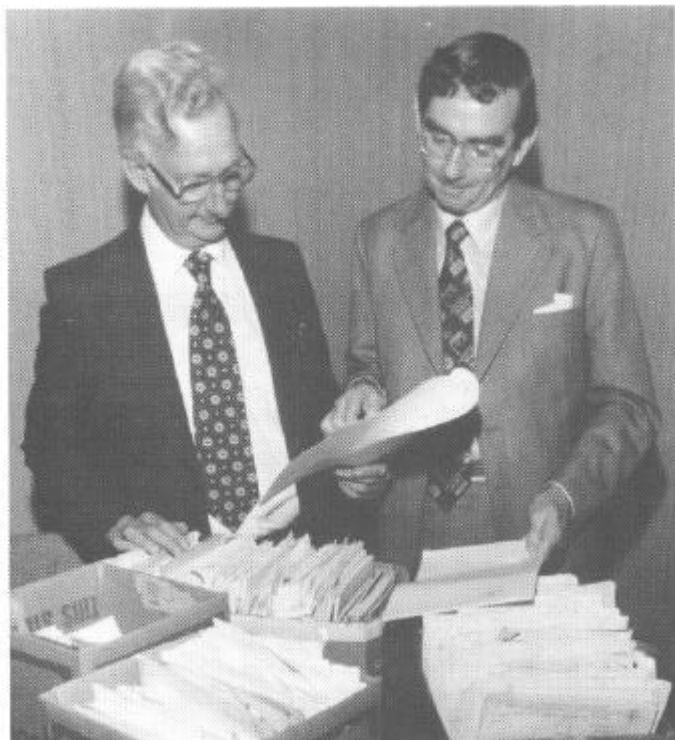
Formal reporting to students and parents and formal certification of student performance should be the responsibility of both the school and the Board of Secondary School Studies. The Board should be responsible for issuing a Junior Certificate and Senior School Certificate at the end of Years 10 and 12 respectively. Such certificates should report only in terms of academic achievement. The school should provide additional information in those areas of performance and development which are not the Board's concern, viz. leadership, sporting ability, attitudes, values, social developments, emotional maturity. Thus the school should be encouraged to issue a School Leaving Certificate containing such additional information to each student at the time of his/her leaving school. (P30).

Parliamentary Select Committee on Education

During 1978, the Parliamentary Select Committee on Education studied the problem of secondary school assessment and in November issued the *First Interim Report of the Select Committee on Education in Queensland: Composition and Functions of the Board of Secondary School Studies and Secondary School Assessment*. The Select Committee, chaired by the Hon. Michael Ahern MLA, believed that education should be accountable to the community, that there was a need for consensus between education and the business world, and that standards should be maintained.

Accordingly, it recommended changes to section 36 of the Education Act whereby the size of the BSSS would be maintained at 23 members, but the representation of the Department of Education and non-government secondary schools would be reduced slightly so that a new category of representation could be introduced 'three persons nominated by the Minister who are representative of community interests, two of whom are to be concerned with commerce and industry, and one of whom is to be a parent appointed as such'. Furthermore, it recommended amendments to section 37 dealing with the functions and powers of the BSSS which would make more explicit ministerial control. It also recommended, at the request of the Board, other additions and amendments dictated by the Board's experiences.

In relation to assessment, the Select Committee expressed concern about over-testing in schools and problems associated with small schools, and it maintained that the student should have a clear right of appeal against a TE Score. It agreed in principle with the major points of the Scott Report, including that of competency based assessment, but preferred different wording to the form of reporting. It recommended the following terms: Highest degree of attainment, high attainment, very competent, competent, coped with basics, low attainment, not tested.



The Honourable Mike Ahern (on the right) was Chairman of the Parliamentary Select Committee on Education which approved of the major points of the Scott Report. It also disapproved of over-testing in secondary schools.

Cabinet

The Minister for Education gave permission for the recommendations associated with ROSBA to be placed before the public, including teachers. After taking into consideration the public response, Cabinet approved of the general principles outlined by ROSBA and the First Interim Report of the Select Committee but changed the terms recommended by the Board to Very High Achievement, High Achievement, Sound Achievement, Limited Achievement, Very Limited Achievement. This approval was made public on 27 November 1979 and reported in the press on the following day. The Minister for Education, the Hon. Val Bird, stated that a competency-based system with verbal descriptions of the student's standards and achievements would replace the norm-based system of numerical grades, that a student would be given a statement of his or her achievement at the end of Year 12 and that the program would be phased in over a five year period beginning in 1981¹³⁷.

While the machinery to implement ROSBA was put into motion, changes to the structure and function of the BSSS were dependent upon changes to the Education Act. These changes had not been made by June 1983.

Phasing in of ROSBA, 1980-1983

The implementation of the Scott Report phased moderation and the norm-based system of numerical grades out and accreditation of programs and achievement-based assessment in, and in the process met with stiff resistance from the QTU. The TE Score system remained as a source of continuing criticism.

Continuing operation of the moderation and the TE Score systems

While ROSBA was being phased in, the existing system of moderation and calculation of TE Scores for tertiary entrance continued and was the subject of public comment, especially by those most affected by it - the students wishing to enter tertiary institutions and their parents and the staff of the tertiary institutions. The attention and energy of the QTU appeared to be directed more to the problems associated with the progressive implementation of ROSBA. One official of the QTU expressed the opinion in 1981 that teachers had developed competence to deal with moderation, which therefore caused them less concern¹³⁸.

A brief survey of students' attitudes conducted by a staff member of *The Courier-Mail* in 1981 showed a mixed response to the continuing system. Some students were highly in favour of it, some appeared confused, and others were strongly opposed. Adverse comments were made about the secrecy associated with the marks sent from the school to the Board, doubts were expressed about the honesty of other schools, and claims were made that undue pressures were imposed by aggressive competitiveness associated with the system¹³⁹. A common belief of many students was that those who did not choose the right type of subject, especially maths or science, would jeopardise the level of their TE Score¹⁴⁰. Research conducted by an officer of the Department of Education showed, however, that though there was such bias it was too slight to be a matter for concern¹⁴¹.

The comments made in 1980 by university professors and lecturers were influenced by the way the TE Score system seemed to affect the intake into their disciplines. Professor C. O'Connor, from the Engineering Faculty, claimed that the ASAT tests used had a sex bias because, in a check over a five-year period (1973-7), girls scored consistently lower than boys. He did believe, though, that the TE Score was a better predictor than the earlier Senior external examination and that the Radford scheme and the TE Score should not be abandoned but improved. Professor H. Kolsen of the Commerce and Economics Faculty stated that there was little correlation between TE Scores and first year university results, and that it was ridiculous to apply a uniform score as a prerequisite for all studies from Engineering to Arts. Professor M. Rex, from the Faculty of Veterinary Science, was dismayed that the new system resulted in fewer students from country properties being admitted to Veterinary Science. Ross Barber, of the Faculty of Law, believed that his faculty could miss out on some highly motivated students. Spokesmen for the medical and dental faculties, however, appeared more contented with the new system because they had lower failure rates in their faculties than those of ten years ago. Another lecturer called for external tests conducted by the Queensland Tertiary Admission Centre to avoid the chances of corruption and favouritism¹⁴².

As a result of this concern, the Senate of the University of Queensland in 1981 ordered an investigation into the TE Score system and alternatives. The terms of reference included the influence of present procedures on curriculum and teaching methods in secondary schools. An interim report was distributed to selected individuals and institutions for comment so that the future final report would be as thorough as possible¹⁴³.

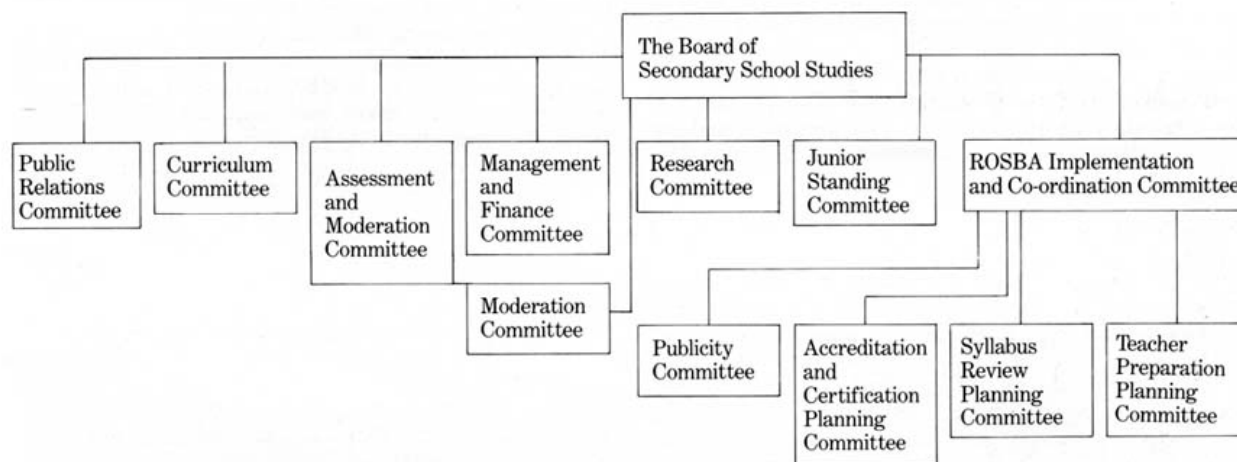
A newspaper reporter claimed that some schools were attempting to influence the TE Scores by coaching their students in ASAT tests. He also claimed that some schools were disadvantaged in the awarding of TE Scores. Such schools had many students not interested in going to tertiary institutions. These students did not take the ASAT tests seriously and thus depressed the results of those students who did want to go to tertiary institutions¹⁴⁴. Such criticisms prompted the editor of *The Courier-Mail* to urge that the BSSS should be given sufficient resources to investigate replacements of ASAT tests and other improvements to the TE Score system¹⁴⁵.

The Board answered these criticisms by stating that the TE Score represented no more than an index of rank order in a very global sense and that some tertiary institutions and employer groups were attributing to the TE Score a degree of precision it did not possess. The Board urged such bodies to use the scores more cautiously and in conjunction with more detailed subject-based information. The Board advocated that the TE Score should be supported by certain selection procedures¹⁴⁶. The Board also instituted several procedures to improve the TE Score system. Special procedures were instituted for small schools in which the Year 12 population was less than ten. Furthermore the Board issued firm guidelines in 1981 for the compilation of the special subject assessments used in the compilation of TE Scores. The aim was to achieve greater inter-school comparability and a resulting greater validity for the TE Score as a system of rank ordering of students¹⁴⁷.

Implementation of ROSBA

To oversee the planning of ROSBA implementation, the Board established the Implementation and Co-ordination Committee which in turn set up four sub-committees. These were the Accreditation and Certification Planning Committee, the Syllabus Review Planning Committee, the Teacher Preparation Committee, and the Publicity Committee. This has resulted in the structure of the BSSS as shown in Diagram 4¹⁴⁸.

Diagram 4: The Board of Secondary School Studies and its Committees.



To ensure a smooth transition, the ROSBA modifications are being phased in over a period of several years, and the moderation system is being phased out at the same time. The timetable for this phasing in was set out as follows¹⁴⁹:

1980	Board committees redraft syllabuses according to ROSBA principles.
1981	Phase 1 schools prepare work programs for accreditation at the end of that year.
1982	Phase 1 schools will begin to implement the new work programs in Years 9 and 11 (the decision relating to Year 8 will be left to the school).
1983	(i) Approximately 60 to 80 schools (Phase 11 schools) will begin to implement newly accredited work programs in Years 9 and 11 (and Year 8 if the school so wishes). (ii) Phase 1 schools will issue new format certificates.
1984	(i) The remainder of schools in the State will begin to implement newly accredited work programs in Years 9 and 11 (and Year 8 if the school so wishes). (ii) Phase 1 and Phase 11 schools will issue new format certificates.
1985	All schools in the State will issue new format certificates.

An important feature of ROSBA is the rewriting of syllabuses expressed as a series of objectives:

- content (factual knowledge)
- process (cognitive skills)
- skill (practical skills)
- affective (attitudes and feelings)

In relation to assessment, the important aspects are the elaboration of assessment techniques, that is, the means (for example essay, objective test) by which teachers make judgments about the students' achievements of objectives, and the criteria that teachers use to make judgments about achievement levels in three areas of objectives that is, content, process, and skill.

The Board made a special effort to ensure that the community was aware of the significance of ROSBA and the changes which were planned. Officers of the Board visited major centres throughout the State giving talks to various bodies and providing interviews with representatives of the press. The Board disseminated information widely, including teachers, parents, and students¹⁵⁰.

To provide TE Scores for selection procedures of tertiary institutions, the Board has instructed schools participating in ROSBA to convert achievement-based data into traditional Special Subject Assessments, and submit these to the Board on the 1-99 scale. These were to indicate the rank ordering of student achievement within the subject group. After these have been scaled to ASAT, TE Scores will be allocated¹⁵¹.

The timetable leading up to certification of student achievement in Phase 1 schools in 1983 was set out in Mare 1982 as follows:

Following teacher meetings in September, schools will finalise submissions to be lodged with the Panels during the first week after the vacation. Panels will meet during the second week so that panels and schools can confer if necessary during the following three weeks. Schools will submit their final proposals at the same time as the Special Subject Assessments for their Year 12 students, that is, by the last Thursday in November for most subjects, and the previous Tuesday for small groups. Error corrections and late adjustments will be required by the first Wednesday in December. The timetable for these procedures is set out belows¹⁵².

19-21 September 1983	Teacher Meetings.
22 September-2 October 1983	School Vacation.
6 October 1983	School Submissions to Panels.
10-14 October 1983	Panels meet.
21 October 1983	Advice to schools.
24 October 1983- November 1983	Consultation.
22 November 1983	Small Groups Special Subject Assessments and Proposal of Levels of Achievement.
24 November 1983	Special Subject Assessment and Proposal of Level of Achievement for remaining subjects.
7 December 1983	Error corrections, late adjustments.

In July 1982 the Board was reporting that while writers of work programs had no difficulty in preparing objectives for their courses and in devising a sequence of topics to be studied, there was still a widespread problem in the area of assessment, perhaps because teachers did not perceive it as part of the work program. As well, there seemed to be a paucity of information concerning the methods to be used in arriving at the exit levels of achievement¹⁵³.

Response to ROSBA

Following Cabinet approval of ROSBA in November 1979, the QTU influenced the course of events during the period of implementation of ROSBA. The QTU continually insisted that ROSBA required in-service training and the provision of extra teachers to alleviate a heavy work load on those teachers participating. The Board and the Department denied that the work programs needed to be as extensive and detailed as teachers maintained. Teachers made counterclaims that review panels of the Board required the details and that paper work was taking over the teaching. In 1981 following a ballot of its members involved in Phase 1 schools, the QTU informed its members not to co-operate with the Board in the implementation of ROSBA. The Department made some concessions in the provision of supply teachers and extra time for compilation of work programs, and the Board postponed due dates for accreditation programs. The Phase 1 teachers thereupon voted to resume ROSBA duties¹⁵⁴.

In November 1982, the QTU once more decided to withdraw support from ROSBA because the QTU regarded as inadequate the provision of supply and relief teachers to the now increased number of schools implementing ROSBA. The Queensland Association of Teachers in Independent Schools joined the QTU in its boycott of ROSBA¹⁵⁵.

In January 1983 the Minister for Education, the Hon. Lin Powell, met QTU officials and the Implementation and Coordination Committee of the Board. Following these meetings, the Minister announced that the Government had decided that Phase 1 and II schools would continue with the implementation of ROSBA but that the fate of Phase III would receive more consideration, with a final decision being made in May.

On the Minister's assurance that the Department would increase the provision of relief to teachers in ROSBA schools, the QTU removed the restrictions it had imposed on the implementation of ROSBA in Phase 1 and II schools, but retained a boycott in Phase III¹⁵⁶.

The Government decided in May that the introduction of Phase III would take place in 1985 and not in 1984 as originally planned. This decision was welcomed by the QTU which subsequently lifted its boycott on Phase III.

Meanwhile, during 1983, an independent team, led by Professor W. J. Campbell, was undertaking an evaluation of the implementation of ROSBA in Phase 1 and Phase II schools. An interim report was completed in May and this report was presented to the Board¹⁵⁷.

Conclusion

Prior to 1964, the interests of the University of Queensland were paramount in the system of assessment. The *Education Act of 1964* attempted to achieve some balance between the interests of the University, modern curriculum designers, employers, parents and students. This Act attempted to do this by reforming the existing system of external examinations. To implement the reforms, two boards were established, one responsible for the Junior Examination and one for the Senior Examination.

While some success was achieved at the Junior level, University goals continued to dominate at the Senior level. A corollary of this was high failure rates in some Senior Examination subjects which resulted in continued public dissatisfaction and pressures for a review of the system. This culminated in the release in 1970 of the Radford Report which proposed more radical solutions to the problems.

The Radford Report was implemented in the same year, 1970, by amendments to the Education Act which made significant changes. The two boards were replaced by one Board, the Board of Secondary School Studies which was given increased autonomy. The external examination system was replaced by internal assessment which, it was hoped, would enable schools to provide an education suitable for a wide range of individual abilities and aptitudes and for the needs of a modern society. The Department of Education was allocated the task of providing support to the Board.

Assessment at the Junior level soon ceased to be a source of much controversy. However, two features of the new system created much dissension. These were the moderation procedure designed to achieve comparability among schools, and, at the Senior level, the Tertiary Entrance Score which the Board was required by regulation to provide for the benefit of tertiary institutions. Aspects of

one or the other of these features antagonised many parents, students, and teachers, and some of the tertiary institutions, especially some of the faculties of the University of Queensland. Also, some concern existed in the community about standards and accountability. Furthermore, the Board wished to improve the internal assessment system.

Consequently, from 1980 on, the Board progressively implemented a system of accreditation of programs and achievement-based assessment to replace the system of moderation and norm reference assessment. The new assessment procedure was designed not only to monitor but also to ensure the maintenance of set standards. Some features of these changes became unacceptable to the QTU which imposed constraints on the Board's actions. Furthermore, the retained TE Score system, which had become so important as a selection device, continued to be a source of discontent to parents, students, and some of the Faculties of the University of Queensland.

Thus, over the last two decades, developments in secondary school assessment have been dominated by the conflict of goals and expectations of tertiary institutions, employers, curriculum designers, students, parents, and teachers. The major conflict has been caused by the need of tertiary institutions to have an efficient predictor of future success in tertiary studies and the desire of curriculum designers to subordinate examinations to an education designed for a wide range of individual abilities and aptitudes and for the needs of a modern society. Also the increased power and autonomy given by the Education Acts of 1964 and 1970 to the Boards responsible for assessment in secondary schools have been subjected to considerable external pressures, especially from the QTU.

References

The following abbreviations are used:

Minutes, BJSSS - Minutes of the Board of Junior Secondary School Studies;
Minutes, BSSSS - Minutes of the Board of Senior Secondary School Studies;
Minutes, BSSS - Minutes of the Board of Secondary School Studies.

- ¹ For a more detailed account of this section, see *Public Examinations for Queensland Secondary School Students (Radford Report)*, Queensland Department of Education, Brisbane, 1970, pp.2-6, and R. Goodman, *Secondary Education in Queensland*, Australian National University, Canberra, 1968, chapter 8.
- ² Votes and Proceedings of the, Legislative Assembly, 1891, vol. 3, p.856.
- ³ *Annual Report of the Secretary for Public Instruction*, 1915, p. 17.
- ⁴ *Queensland Parliamentary Debates*, vol. 239, 1964-5, p.1921.
- ⁵ Minutes, BJSSS.
- ⁶ Minutes, BJSSS.
- ⁷ *The Sunday-Mail*, 29 October 1967.
- ⁸ *The Courier-Mail*, 8 November 1967.
- ⁹ *The Chronicle* (Toowoomba), 13 January 1969; *Telegraph*, 31 March 1969; *The Courier-Mail*, 15 January 1970.
- ¹⁰ *The Courier-Mail*, 1 March 1969.
- ¹¹ *Queensland Teachers Journal*, no. 74 (7), 1969, p.264.
- ¹² *The Courier-Mail* and *The Chronicle* (Toowoomba), 13 January 1970.
- ¹³ Minutes, BJSSS.
- ¹⁴ *ibid.*
- ¹⁵ *ibid.*
- ¹⁶ *ibid.*
- ¹⁷ *ibid.* and *The Courier-Mail*, 12 November 1966, 1 November 1968, 13 November 1969.
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